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Violence Resource Book for Prosecutors

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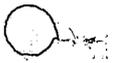
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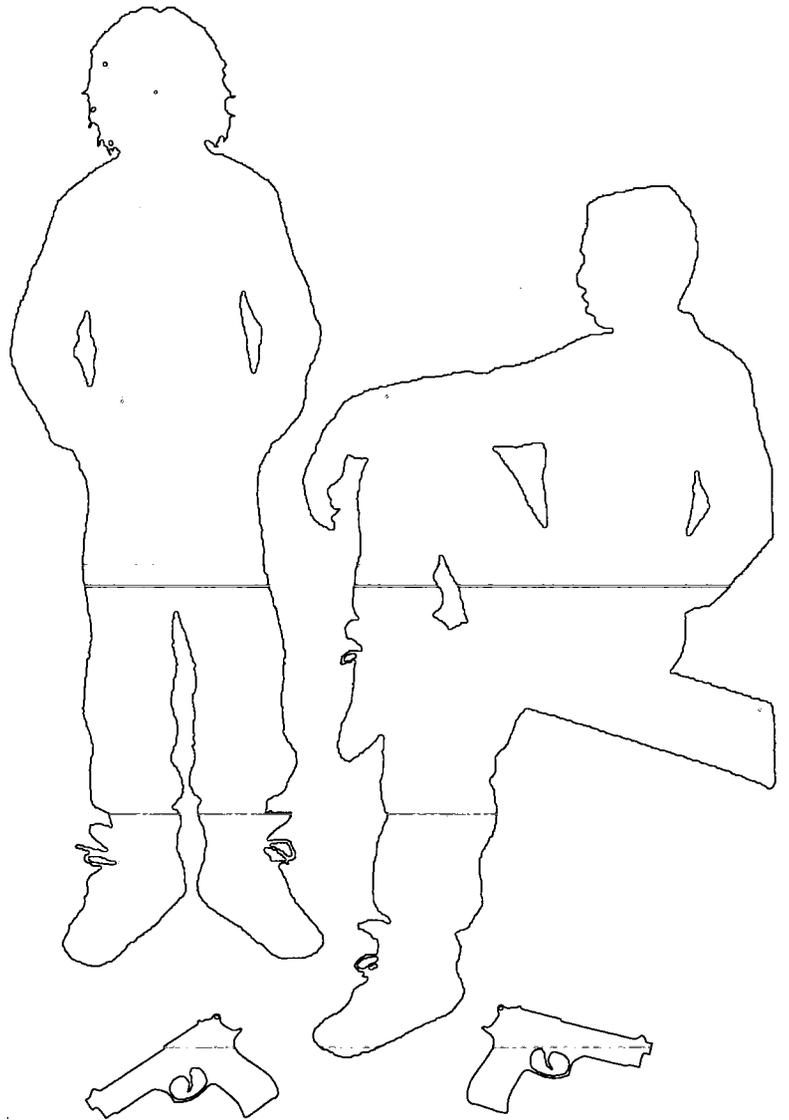






Reducing Youth Gun Violence:

A Summary of Programs and Initiatives



OJJDP

Office of Juvenile Justice and Delinquency Prevention



Reducing Youth Gun Violence: A Summary of Programs and Initiatives

Office of Juvenile Justice and Delinquency Prevention

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INTRODUCTION

Youth gun violence in our country has become an epidemic. From the Civil War to the present 567,000 Americans have died in combat; but since 1920 alone, firearms have killed over one million American civilians [Pacific Center, 1994]. Among teenagers 15 to 19 years old, the problem of gun violence is particularly alarming: One of every four deaths of a teenager is attributable to a firearm injury. What are the causes of this epidemic of violence? And how can we solve it?

To guide U.S. Attorneys in their violence prevention efforts, and to assist states and jurisdictions in responding to this epidemic, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), in the Office of Justice Programs, at the Department of Justice, has developed this document. *Reducing Youth Gun Violence* provides a synthesis of the most current available programs which seek to reduce youth gun violence. The programs represent a wide array of strategies from school-based prevention programs to gun market interception. To ground these programs and provide a context for their successful implementation, relevant research, evaluation, and legislation is also provided.

The report is divided into two parts: An Executive Summary and A Directory of Programs, Organizations and Research aimed at reducing youth gun violence.

1. The Executive Summary:

- Summarizes current federal, and state legislation to reduce youth gun violence and references extensive documentation by the National Criminal Justice Association (NCJA) in this area.
- Summarizes the state-of-the art research from the field of public health, criminology, and sociology on the incidence, the context, and solutions to youth gun violence. It refers to ongoing research by the National Institute of Justice (NIJ) and the Office of Juvenile Justice and Delinquency Prevention which will expand our knowledge in this area.
- Suggests Federal and Local partnerships in implementing youth gun laws and programs.
- Describes the state-of-the art in youth gun violence prevention and intervention programs.

Summarizes the current status of existing programs and makes recommendations based on these findings.

2. The Directory consists of the following parts:

- *A Youth Gun Violence Program Directory* - an alphabetically-organized list of currently operating programs, contact information, program descriptions, and program evaluations, where available. This list allows the reader to assess the state-of-the-art in reducing youth gun violence; to examine in more detail programs being implemented in specific states or local communities of interest; and to contact individuals in order to share information, provide support or resources, or develop programs.
- *A National Organization Directory* - a list of organizations working on getting guns out of the hands of young people, including a contact person, phone number, and description of current activities. This information supplies names of individuals who can provide advice, resources, or additional contacts for the individual reader interested in establishing or expanding local youth gun violence reduction programs.
- *A Bibliography of Research, Evaluation, and Publications on Youth and Guns* - provides abstracts of research on guns and youth. This resource summarizes the research which can provide the basis for expanding policy, public information campaigns, or initiatives in the area of youth gun violence.

The information in this document on youth and gun laws, research, and prevention and intervention programs was gathered by the Office of Juvenile Justice and Delinquency Prevention. This report synthesizes work from a wide range of sources representing law enforcement, public health, academia, and youth service providers.

Contributions came from the National Institute of Justice; United States Attorneys; Partnerships Against Violence: Promising Programs (PAVNET); Center to Prevent Handgun Violence; Center for the Study and Prevention of Violence; Centers for Disease Control and Prevention; Developmental Research and Program, Inc.; Educational Development Center, Inc.; International Association of Chiefs of Police; Joyce Foundation; National Association of State Boards of Education; National Criminal Justice Association; National Governors Association; National School Boards Association; National School Safety Center; Pacific Center for Violence Prevention; Violence Policy Center; and others.

Reducing Youth Gun Violence incorporates written documentation (status reports, research, newsletters, and other written materials) from each of the listed organizations and, through follow-up telephone calls to the directors and/or staff, other experts, researchers, practitioners, and program directors, adds the latest knowledge from the field. As such, it attempts to present the most current and complete information available in the United States on reducing youth gun violence, and suggests a variety of

strategies to reducing youth gun violence. It is the first phase of a broader OJJDP project to collect and disseminate promising youth gun violence reduction programs.

This first volume, *Reducing Youth Gun Violence*, presents a broad survey of programs. Some of the programs have just been initiated, many have not been evaluated, and some are narrow in scope. Yet they clearly suggest a direction for states and jurisdictions in addressing the youth gun violence they confront. The format of this document allows the reader to identify programs best-suited to the needs of the target area.

The second volume in this series will present a more in-depth review of evaluated or promising programs and will develop model programs to reduce youth gun violence. It will be based on feedback from U.S. Attorneys and others on Volume 1; and on an International Association of Chiefs of Police survey of state youth program coordinators and actual site visits to selected programs. Findings in Volume 2 will complement the model youth handgun law being developed by the National Criminal Justice Association.

I want to thank the staff of OJJDP, the Offices and Bureaus of the Office of Justice Programs, the United States Attorneys and the significant number of staff from various other Department of Justice components who contributed to the development of this document. A special commendation goes to Sarah Ingersoll, Special Assistant, OJJDP, as the primary author of Reducing Youth Gun Violence: A Summary of Programs and Initiatives.



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I.

EXECUTIVE SUMMARY



I. EXECUTIVE SUMMARY

The Nation's juvenile justice system stands at a crossroads. We are faced with a disturbing increase in violent crimes committed by juveniles and an alarming rise in abuse, neglect, and gun violence perpetuated against American youth. In light of this emerging crisis, we can no longer afford a narrow focus by separate disciplines to attack the problem. To effectively address the rising levels of juvenile crime, especially youth gun violence, participants from all community sectors, public and private, across specializations, must plan collaboratively and comprehensively if we are to reduce violence and build healthier and safer communities. Collectively, we must launch a two-pronged assault on juvenile delinquency and youth gun violence, and their causes. Both prevention and early intervention programs and a strong focus on law enforcement and a comprehensive system of graduated sanctions are crucial to this battle.

There are a number of approaches that have been taken, can be supported, or should be initiated to address the increased access to, and dangerous use of, guns by young people. Interventions can be categorized into seven basic types: 1) legislation; 2) research; 3) technological and environmental changes; 4) Federal law enforcement; 5) individual prevention programs; 6) intervention programs; and 7) comprehensive initiatives.

Youth Gun Legislation

Legal measures strive to limit access to firearms - the number and the type of people eligible to own or possess firearms, as well as the types of firearms that can be manufactured, owned, and carried. Gun violence reduction legislation addresses both firearm availability and societal norms, in order to reduce crime and violence.

Recent federal legislation makes a strong statement that guns in the hands of young people will not be tolerated and represents a critical step towards making our schools and neighborhoods safer:

- In August 1994, the *Youth Handgun Safety Act* (Title XI, Subtitle B) (YHSA) was passed as part of the Omnibus Violent Crime Control and Law Enforcement Act. It prohibits the possession of a handgun or ammunition by, or the private transfer of a handgun or ammunition to, a juvenile. The law includes a number of exceptions, such as farming, hunting, and other specified uses.
- The *Gun-Free Schools Act*, which took effect on March 31, 1994, amends the current Elementary and Secondary Education Act of 1965 (20 USC 2701 et seq.) (ESEA). It states that, as a condition of receiving any assistance under the ESEA, a local educational agency (LEA) must have in effect a policy requiring the expulsion from school for a period of not less than one year of any student who brings a firearm to school, except that the LEA's chief administering officer may modify the expulsion requirement on a case-by-case basis.

- A second *Gun-Free Schools Act*, enacted in October 1994, requires that local educational agencies implement a policy "requiring referral to the criminal justice or juvenile delinquency system of any student who brings a firearm or weapon to a school served by such agency."

While this legislation comes from the federal government, it is state and local law enforcement officials who can most effectively deal with juvenile gun violations. The role of the federal government is to support state and local efforts in doing so. Indeed, in approximately half of the states, statutes already exist which are at least as stringent as the Youth Handgun Safety Act.

The National Criminal Justice Association, under a grant from OJJDP and the Bureau of Justice Assistance (BJA), has produced a "Compilation of State Firearm Codes that Affect Juveniles." It contains most state firearm code provisions that might be applied to juveniles relating to the ownership, purchase, receipt, handling, carrying, and holding of firearms. It indicates that all 50 states and the District of Columbia have prohibitions or restrictions on firearms generally or handguns in particular that specifically affect or extend to juveniles. It also indicates the percentage of states that have codes affecting juveniles relevant to each of the following areas: possession of a firearm (75%); possession of particular types of firearms (90%); parental consent (at least 50%); safety training (10%); special prohibitions relating to adjudicated delinquents (more than 20%), persons addicted to alcohol or drugs (more than 33%), or committed to mental institutions (35%); firearms in schools (more than 67%); waivers to criminal court (18%); and detention (2%). It also describes juvenile firearm-related provisions enacted by state legislatures in 1994.

Even though reducing youth gun violence is a federal priority, the battleground is on the state and local level. The Federal role must be to encourage and assist that battle by providing support based upon sound information gathered nationally on effective approaches to intervention, rehabilitation, and prevention. The nuts and bolts of these activities, however, still remain with state and local jurisdictions.

Youth Gun Research

The extensive data, and the research that has been conducted by criminologists, public health researchers, and sociologists, should guide any youth gun violence prevention or intervention activity. The research on gun deaths affecting both adult and child populations is extensive. The literature which focuses exclusively on guns and youth overlaps with the other broader body of gun literature, but is even more extensive in the areas of incidence and prevalence of gun deaths.

The Incidence and Prevalence of Youth Gun Violence

The majority of studies on youth and guns focuses on homicide, suicide, or accidental death by firearms. Briefly stated, this research shows increasing numbers of homicides and deaths by firearms, especially among the population of young African American males.

Suicides - 1,899 youth ages 15-19 committed suicide in 1991, a rate of 11 per 100,000 youth in this age group. Between 1979 and 1991, the rate of suicide among youth ages 15-19 increased

31%. Firearms were used in 6 out of 10 suicides among 15-19 year olds in 1989 [Allen-Hagen, Sickmund, and Snyder, 1994]. The presence of firearms in the home is associated with the increased risk of adolescent suicides [Brent, Perper, and Allman, 1987].

Murder Rates - Homicide rates by youth 18 and under have more than doubled between 1985 and 1992 while there has been no growth in homicide rates by adults 24 and older. Following a period of relative stability from 1970 through 1985, there was a major increase starting just after 1985 in the murder rate by young people (ages 15-22). It is estimated that for this age group there were 18,600 murders during the seven years from 1986 to 1992; totalling 12.1% of the annual average of 22,000 murders in those years. In one year alone (1991) this age group generated an excess of 5,330 murders, or 21.6% of the total 24,703 reported in the 1991 Uniform Crime Report. For 16-year-olds, for example, whose murder rate prior to 1985 was consistently about half that of all other age groups, their increase from 1985 to 1992 was 138%. Even the 13 to 14-year-olds, whose rate is still low enough for them not to be a significant contributor to total murders, about doubled their murder rates between 1985 and 1992 [Blumstein, 1994].

Homicides with Guns - The number of homicides juveniles commit with guns has more than doubled between 1985 and 1992 while there has been no change in non-gun homicides. From 1976 through 1985, a very steady average of 59% of the homicides committed by juveniles involved a gun, and the other 41 percent involved some other form of weapon. Beginning in 1985, and especially in 1988, there was a steady growth in the use of guns by juveniles, with no corresponding upward trend (indeed, a continuation of a slight downward trend) in non-gun homicides [Blumstein, 1994].

Homicide Victims - For victims over age 30, the fraction killed by guns has declined a small but statistically significant amount from 1976 through 1991. But for victims in the 15 to 19 age range that rate has gone from an average of 63% from 1976 through 1984 to a level of 85% in 1992. For the younger victims, the rate has grown even higher, from 49% to 72 percent killed by guns. More than 70% of the teenage homicide victims were shot to death. [Blumstein, 1994]. Firearm homicide rates were highest for black males and lowest for white females in all five urbanization strata for 1979 through 1989 [Fingerhut, 1992]. Teenage boys in all racial and ethnic groups are more likely to die from gunshot wounds than from all natural causes combined [Jones & Krisberg, 1994].

This document, however, does not emphasize the body of literature on incidence and prevalence of child and youth gun death and murder rates, but rather highlights the much smaller body of literature on the context, analysis, and solutions proposed to this epidemic. This research relies less on police reports and, instead, builds upon opinion polls, self-reported surveys, epidemiological analysis, and criminological research.

The Context and Analysis of Youth Gun Violence and Preventive Solutions and Interventions

Research on the *contexts* which lead to youth involvement with guns, *analysis* of the reasons for youth involvement with guns, and *preventive solutions* and *interventions* to this problem are much more sparse

than the literature on the incidence of gun violence. It is in these four areas, however, that we find the most useful information for policies and methods for reducing youth gun violence.

CONTEXT

Research on the context of youth gun violence provides information beyond the numbers of deaths. It indicates the circumstances and broader significance surrounding the incidence of youth gun violence including young people's access to and use of guns; the role of drugs and drug dealing in youth gun violence; the importance of gun dealers and certain types of guns in the youth gun violence equation; the level of youth gun deaths associated with domestic arguments, suicide, and accidents rather than criminal behavior; and the effect of youth's social maladjustment or lack of training in proper gun handling on youth gun violence. In other words, the context of youth gun violence explains some of the interrelated causal factors critical to developing an intelligent approach to this crisis.

Access - The availability of guns makes youth violence more lethal [American Psychological Association, 1993; Elliott, 1994; Jones & Krisberg, 1994; McDowall, 1991]. Longitudinal research on juvenile violent behavior by the director of the Carnegie-supported *Center for the Study and Prevention of Violence*, shows that about the same proportion of youth are committing serious violent offenses today as in 1980 and their frequency of offending is the same. What has changed over the decade and is resulting in the quadrupling of youth homicides is the *lethality* of the violent acts. The fact that the adolescent homicide rate has more than doubled since 1988 is grim testimony of this increased lethality. This dramatic increase in the lethality of adolescent violence is explained almost entirely by the increased use of handguns in these violent exchanges. [Elliott, 1994].

- In one study documenting self-reported handgun access and ownership in Seattle, 34% of the students reported easy access to handguns (47% of males and 22% of the females); and 6.4% owning a handgun [Callahan & Rivera, 1992].
- In 1993, a national study by the Centers for Disease Control and Prevention showed that 21% of New York City public high school students reported carrying a weapon, such as a gun, knife or club within a 30 day period, with 7% carrying a handgun.
- In the Rochester Youth Development Study, 10% of the 9th and 10th grade boys in Rochester public schools owned a firearm and 7.5% reported carrying them regularly [Lizotte, et al, 1994]
- A 1993 national opinion poll of children in grades 6-12 showed that 59% of the 2,508 children surveyed said they could "get a handgun if they wanted"; 35% maintained that it would take less than an hour to acquire a firearm; and 15% had carried a handgun in the last month [Louis Harris, 1993].

- A 1993 study among 7th grade males in an inner-city high school found that 48% had carried knives and 23% had carried guns. 45% of the 8th grade males carried a knife and 40% carried a gun regularly [Webster et al., 1993]

Use and Lethality - Although guns are more available, youth also now show an increasing tendency to use guns to settle disputes. When youth who are already predisposed to violence have easy access to guns, they may be more likely to become violent. [APA, 1993]. Low prices [Pacific Center, 1994] and technological innovations in firearm and ammunition manufacturing [Jones & Krisberg, 1994] further increases the lethality of youth gun violence. Despite advances in the medical field, advances in the invention of rapid-fire assault weapons and bullets designed to explode within the human target are always one step ahead, making gun death a more likely outcome of shootings .

Drugs and Firearms - Goldstein [in Blumstein, 1994] indicates three ways drugs and crime are connected. 1) *pharmacological/psychological* consequences, where the drug itself causes criminal or violent activity; 2) *economic/compulsive* crimes, which are crimes committed by drug users to support their habit; and 3) *systemic crime*, which includes the crimes committed as part of the regular means of doing business in the drug industry. With respect to the pharmacological effect of drugs, it is estimated that drugs, and most commonly alcohol, are present in a significant number of firearm related deaths [Pacific Center, 1994]. However, given the relative decline in the past few years of illegal drug use among young people, particularly African American youth, the extent of economic and compulsive crimes related to sustaining drug habits within this population is likely to be less significant. With respect to systemic drug crime, on the other hand, it is clear that firearms are more prevalent around illicit drugs [APA, 1993] and that this is particularly the case for young people. A longitudinal study of 1,500 Pittsburgh male youth shows that the frequency of carrying a concealed weapon increased in the year concurrent with the initiation of drug selling. Among drug sellers, the rates for gun use steadily increased while the rates for other weapons decreased. This was even more significant among drug sellers who sold hard drugs (heroin, cocaine, and LSD) [Van Kammen & Loeber, 1994].

Crack Cocaine and 1985 - Based on drug arrest rates and other data, Blumstein [1994] hypothesizes that the increase in the recruitment of juveniles, primarily nonwhites, into the drug markets began with the introduction of crack cocaine to the inner cities. In addition to the dramatic addictiveness of this drug, there are a number of reasons why youth, especially nonwhite youth, may have been brought into the crack drug market. According to police, the recent "drug war" has been focused on non-whites much more than whites because black drug sellers tend to operate in the street, whereas white sellers are much more likely to operate indoors. This makes black drug dealers more vulnerable to arrest and more inclined to recruit young people, who are less vulnerable to the punishments imposed by the adult criminal justice system. In addition, young people will work more cheaply than adults, tend to be more daring and willing to take risks, and may see no other comparably satisfactory route to economic sustenance. All these factors are undoubtedly enhanced by young people's pessimism as they weigh their opportunities in the legitimate economy, and the increasing demands for skills in order to gain effective entry. This makes them particularly amenable to recruitment and the lure of drug dealers. It also makes them more likely, as with all participants in the illicit drug industry, to carry guns for self-protection. These hypotheses are consistent with aggregate national data which show that the introduction of crack

cocaine and youth gun homicides flourished in tandem with one another at different times in different cities, early in New York City and Los Angeles, and later in Washington, D.C. [Blumstein, 1994].

Criminal Behavior, Arguments, Suicide, Accidents and Gun Deaths - Though often portrayed as resulting from criminal activity, the bulk of firearm deaths that occur as a result of arguments exceeds the number of firearm deaths associated with robberies, fights and rapes combined. [Pacific Center, 1994]. One study in King County, Washington found that guns kept at home were involved in the death of a household member 18 times more often than in the death of a stranger. These deaths included suicides, homicides, and unintentional fatal shootings [Kellerman, 1993].

Obtaining Guns From Gun Dealers - Duker's report on gun dealers [1994] poses questions and provides answers regarding state, county, and city licensed gun dealers. Contents include: 1) Where do adolescents who carry and use guns get them?; 2) How many gun dealers are in my city, county, or state?; 3) Detailed information on getting the names and addresses of gun dealers and stores in my city, county or state; and 4) Laws and regulations for gun dealers and preemptions. This report also provides state-by-state data on the geographical distribution, concentration and regulation of gun dealers.

Maladjusted Youth - Handguns are more likely to be owned by socially maladjusted youth, dropouts, drug dealers, and those individuals with a prior record of violent behavior, than by their more socially adjusted peers, even in those sections of the country in which firearms and hunting are fairly common. [APA, 1993; Elliott, 1994; Huizinga, 1994; Lizotte, 1994]. In a study by Webster et al [1993], gun carrying among 7th and 8th graders at an inner city school was associated with having previously been arrested, knowing more victims of violence, starting fights, and being willing to justify shooting someone. *Illegal* guns are especially more likely to be owned by delinquents or drug users. For example, 74% of the illegal gun owners commit street crimes, 24% commit gun crimes, and 41% use drugs. [Huizinga, 1994]

Types of Guns - In one study of serious juvenile offenders and students from high risk areas in four states, the firearms of choice were high-quality, powerful revolvers, closely followed by automatic and semi-automatic handguns, and then shotguns [Sheley & Wright, 1993]

Gun Socialization - According to one researcher, gun ownership by adults and the introduction of their children into gun culture appears to reduce problems associated with teenage violence [Blackman, 1994]. Huizinga's [1994] and Lizotte et al.'s [1994] research also shows that for legal gun owners, sport gun use socialization appears to take place in the family. For illegal gun owners, protective gun use socialization comes from peer influences "on the street."

ANALYSIS

Based on the information provided by examining the context of youth gun violence, the following are some hypotheses and explanations posited by the research literature for the increase in youth gun violence:

A Cycle of Fear - To the taxonomy of drug/crime connections described earlier, Blumstein adds a fourth way drugs and gun violence are related. He calls this the *community disorganization* effect of the drug industry and its operations on the larger community. The community disorganization effect includes the influence of the widespread prevalence of guns among drug sellers as a stimulus to others in the community to arm themselves similarly, perhaps for self-defense, perhaps to settle their own disputes that have nothing to do with drugs, or perhaps just to gain respect." [p.14]. Blumstein posits a "diffusion" hypothesis to explain the increase in firearm homicides among youth. He suggests that as juveniles became involved in the drug trade, they acquired guns to protect themselves. In turn, other young people obtained guns to protect themselves from these drug-involved, gun-carrying juveniles. Thus, disputes that would have been fist fights turned into shootings. Delbert Elliott's research on the increased lethality of youth violence [1994]; Fagan's forthcoming research on the "ecology of danger;" and the Louis Harris poll [1993], which shows that 35% of children ages 6-12 fear their lives will be cut short by gun violence, support Blumstein's hypothesis.

Lack of Opportunity - Blumstein [1994] and Pacific Center [1994] further add that high levels of poverty, high rates of single-parent households, educational failures, and a widespread sense of economic hopelessness exacerbate the diffusion phenomenon and increase the usage of guns by young people.

Culture of Machismo and Violence - Fagan [forthcoming] suggests that, in addition to the environment of fear in which young people live, there are also cultural dynamics based on the illicit gun trade that has popularized guns and made "backing down" from arguments and "losing face" difficult for young people. Elliott's [1994] and Anderson's [1994] work also suggests that an element of showing off and ensuring respect and acquiescence from others is a method of self-defense that contributes to the youth gun violence we are witnessing. In addition to the drug trade, crimogenic neighborhoods and media violence are also factors contributing to the use of guns by young people. [Pacific Center, 1994]

Shapiro et al's research [1993] pinpoints grades 5 and 6 as a particularly "gun-prone" time and suggests that youth, responding aggressively to shame, finding guns exciting, feeling comfortable with aggression, and believing that guns bring power and safety, are most likely to engage in gun violence.

Lack of Faith in Law Enforcement - Elliott [1994] suggests that youth violence may be a response to the perception that public authorities cannot protect youth or maintain order in their neighborhoods.

Youth Perspective - The major increase in murders by the very young raises concerns because of the general perception of a "greater recklessness" associated with teenagers than with older adults. Guns in the hands of young people can engender fear because of the sense that young people are less likely to exercise the necessary restraint in handling dangerous weapons, especially when the weapons are rapid-fire assault weapons [Blumstein 1994]. Young people often have an underdeveloped sense of the value of life, their own as well as others. They may have an inability to understand how one seemingly isolated act can in turn impact an entire community. This developmental issue, when combined with access to guns and the other factors described above, may also contribute to youth gun violence. [Pacific Center, 1994].

PREVENTIVE SOLUTIONS

A fuller understanding of the context and an analysis of the problem of youth gun violence lends itself to an understanding of some ways to begin addressing the problem. There are a number of types of activities in which we can engage to reduce the incidence of youth gun violence. They include the following:

Preventive Services - More effective prevention through the identification of children at risk and referral to appropriate services are important first steps to reducing youth gun violence. [AAP, 1992; Blumstein, 1994]. These services should include teaching parenting skills and teaching children how to manage their anger nonviolently [Henkoff, 1992]. Violence-prone attitudes seem to increase between 5th and 6th grades and then stabilize. Prevention programs that identify, address, and change attitudes, motives, and beliefs that are conducive to violent behavior should be aimed at such ages [Shapiro et al, 1993]. Programs for at-risk youth should focus on changing individual behavior and decision-making processes [Fagan, forthcoming]. These programs should also address alternative ways to express cultural pride and strength [May, 1994].

Working With Witnesses to Violence - It is also very important to offer psychological health services to young perpetrators, victims and witnesses of violence [APA, 1993; Collison, et al., 1987]. A survey of 582 Cook County Department of Corrections detainees found that 51% had previously entered hospitals for violence-related injuries; and 26% survived prior gunshot wounds. Those with prior firearm injuries shared other common factors which included witnessing a shooting at an early age and easy access to a semiautomatic weapon. [May, 1995]

Public Education - Long-term public and family education programs and gun safety curricula in school are another suggested approach. [AAP, 1992; CDCP, 1991; Christoffel, 1991; Fingerhut, 1991; Sugarman & Rand, 1994; Treanor & Bijlefeld, 1989]. Involving youth [Treanor & Bijlefeld, 1989] and developing community consensus on the use and possession of weapons is essential to an effective public education process. [Fingerhut et al, 1992].

Reducing Fear - Because the fear of assault is often claimed as the reason for carrying a firearm, programs should be implemented which address the risk of victimization, improve school climate, create safe havens, and foster a safe community environment [Butterfield & Turner, 1989; CDCP, 1991; Fagan, forthcoming; Kennedy, 1994; Sheley & Wright, 1993]. As Sheley & Wright put it, "the fundamental policy problem involves convincing youths that they can survive in their neighborhoods without being armed." [1993]. This means reducing both perceived environmental dangers and reducing actual opportunities for weapon-associated violence [Fingerhut, 1991].

Making Guns Safer - Safer gun design, regulation, product liability, increased sales tax, firearm registration and licensure, background checks, and ammunition modification are ways to regulate the dangers of guns. [AAP, 1989; Christoffel, 1991; Sugarman & Rand, 1994]

Reducing Availability and Stricter Regulation - Nationwide, domestic manufacturing and foreign importation of handguns reached an all time high in 1992 [Pacific Center, 1994]. Stricter legislation and

assault and handgun gun bans are approaches almost unanimously suggested by the research as ways to limit the accessibility of guns to youth [AAP, 1989; APA, 1993; Christoffel, 1991; Fingerhut, 1991; Henkoff, 1992; Kennedy, 1994; Lawyers Committee, 1994; Pacific Center, 1994; Smith & Lautman, 1990]. The National Rifle Association favors regulations relating to the access and misuses of firearms by minors, particularly at the state level, as long as these regulations do not impinge on adults' rights [Blackman, 1994].

Brewer et al.'s review of preliminary evaluations of the effectiveness of local gun laws and policies [1994] showed that mandatory sentencing laws for felonies involving firearms indicate some promise in preventing gun-related violent crime. Restrictive handgun laws also have some indication of effectiveness [Elliott, 1994; Lofton et al., 1991]. Other types of laws have not been evaluated adequately to permit classification as either effective or ineffective.

Enforcing Laws - Brewer et al.'s review [1994] suggests that enforcement of laws may be the key to their preventive potential. The Lawyers Committee on Violence, a consortia of legal advocates, also espouse such a strategy [1994].

Drug Treatment and Prevention - Additional investments in drug treatment and a reduction of youth involvement with alcohol and drugs are also effective strategies. [American Psychological Association, 1993; Blumstein, 1994]. Reducing the illicit drug trade would reduce drug-related violence as well as drug-induced violence. In addition, as Van Kammen & Loeber's [1994] research shows, a reduction in juveniles selling drugs is likely to reduce the carrying of concealed weapons, particularly guns.

Improving Opportunities - Changes in the family, community, and society should complement any intervention focused on individual perpetrators. The culture of violence and structural lack of opportunity in inner cities, in particular, should be addressed [Ruttenberg, 1994; Sheley & Wright, 1992].

INTERVENTIONS

While preventive approaches seek to minimize the development of the factors associated with youth gun violence, interventions work with young people already engaged in high-risk activities.

Getting Guns Out of the Hands of Kids - To reduce the environment of fear and to achieve the greatest reduction in the number of weapon-carrying youth, the research suggests that efforts be directed at frequent weapon carriers. [Blumstein, 1994; CDCP, 1991]. Naturally, young people's civil liberties should be respected [Northrop & Hamrick, 1990], but gun reduction strategies and fear reduction strategies should reinforce one another. Kennedy [1994] suggests a "market disruption" approach such as that utilized in fighting street drug markets. By using community allies to report new dealing sites, making buyers feel vulnerable by publicizing reverse sting operations in which police pose as dealers and arrest buyers, and interfering with business by loitering around dealer sites, police have been successful in reducing drug trafficking in communities. Community support is critical for the effectiveness of such an operation. A recent National Institute of Justice sponsored evaluation of the Kansas City, Missouri, Police Department's "Weed and Seed" program found that the program's success in getting guns off the

street in one neighborhood reduced gun crimes there by almost 50% during a six-month period and, significantly, the decline in the target area did not appear to cause a displacement of crime to adjoining neighborhoods.

Reducing the Supply of Guns - The Lawyers Committee on Violence, on the other hand, proposes that legal burdens associated with gun-violence fall not only on the shooter of the gun, but also on the owner, the seller or supplier, the manufacturer, and the shooter's parents if the shooter is a minor.

Reporting and Detection - The National School Safety Center found that one of the most effective intervention tactics was to encourage students to report weapon-carrying classmates to teachers or administrators [Butterfield & Turner, 1989]. They also suggest the use of metal detectors, unannounced sweeps and searches of lockers [Butterfield & Turner, 1989; Lawyers Committee, 1994].

Utilizing a Broad Coalition of Advocates and Experts - In almost every piece of literature addressing youth gun violence, the authors agree that the activities suggested above should be accomplished by a broad coalition of concerned individuals and organizations [Advocacy Institute, 1994; AAP, 1989; APA, 1993; Becker, Olsen, and Vick, 1993; May, 1995; Price et al., 1991; Smith & Lautman, 1990; Sugarman & Rand, 1994; Treanor & Bijlefeld, 1989]. Crime control professionals; public health and health professionals; victim's families; educators; law makers; criminologists; gun control groups; community-based organizations; community members; the armed services; Federal Communications Commission; and the U.S. Civil Rights Commission can all participate in advocating for the freedom of our youth from gun violence. An effective strategy is one that includes young people and disinvested people and provides legitimate activities and opportunities for them [Blumstein, 1994].

Further Research

The experts in the field of youth gun violence have posited that further research in the following areas would assist in firmly grounding future youth firearms policy and practice:

- The magnitude, characteristics and cost of morbidity and disability caused by firearms and other weapons [Northrop & Hamrick, 1990; Sugarman & Rand, 1994; Zimring, 1993].
- The number, type, and distribution of firearms and other weapons in the United States. [Northrop & Hamrick, 1990].
- The reasons why young people carry guns. [APA, 1993].
- What part the truly violent gangs play in the increase in urban violence. It is unclear if the growth in urban violence is due to gangs, law-violating youth groups, or non-gang youths. [Howell, 1994]
- Epidemiological studies on the precursors and correlates of firearm deaths and injuries or non-fatal assaults (which occur 100 times more than homicides among

children [AAP, 1992; Northrop & Hamrick, 1990; Pacific Center, 1994].

- The effectiveness of gun control policies [Elliott, 1994; Northrop & Hamrick, 1990; Zimring, 1993].

The National Institute of Justice (NIJ) is currently taking steps to address some of these gaps in the research. Ongoing and recently-funded studies in NIJ's Office of Criminal Justice Research include the following:

- A national survey of private firearms ownership and use.
- A study on firearms prevalence in and around urban, suburban, and rural high schools.
- A study which will apply the principles of problem-oriented policing to the interruption of illicit youth gun markets in Boston and Washington, D.C., combining prevention strategies with policing strategies used against illegal drug markets.
- A research project evaluating the effectiveness of a comprehensive strategy to reduce juvenile gun violence in the Atlanta metropolitan region (in conjunction with OJJDP and the Centers for Disease Control).
- A study on youth violence, guns, and links to illicit drug markets.

The Office of Juvenile Justice and Delinquency Prevention is funding both ongoing and new research that addresses different aspects of the gun problem including the following:

- An examination of the inter-relationship of guns, violence, drugs and gangs in the Office's Program of Research on Causes and Correlates of Delinquency (in Rochester, Pittsburgh, and Denver).
- A set of studies (in Los Angeles, Milwaukee, the District of Columbia, and South Carolina) of youth violence trends and characteristics. These studies focus specifically on homicides and the use of firearms in them.
- Research on gang involvement of juveniles, including information on gang members who are homicide perpetrators. A national assessment of the scope and seriousness of gang violence will also be conducted.

Technological and Environmental Interventions

While technological changes are not the subject of this document, it is important to note that they are an important approach to reducing youth gun violence, and also in reducing the extensive use of guns against their owners. Firearm design requirements are both a technological and a legal intervention. Firearm standards that have been proposed include designing guns to be less concealable; producing guns with trigger safeties, fingerprint identification, and loading indicators; and regulating the appearance of toy guns as well as actual handguns made of plastic. Design of ammunition is also being explored, since bullet shape, consistency, and composition determine the severity of a gunshot injury.

The Department of Justice is supporting research and demonstrations in the area of technological and environmental interventions. For example, the Bureau of Justice Assistance has awarded a grant to the Chicago Police Department to work with the U.S. Bureau of Alcohol, Tobacco and Firearms to increase the solution rate of firearm-related violent crime through *Ceasefire*. *Ceasefire* is an automated projectile comparison system that stores the images of unique rifling marks found on bullet surfaces. The system, which will allow firearms technicians to work more efficiently, will soon have the capacity to compare cartridge casings as well.

The NIJ and the FBI are also involved in the effort to examine technological solutions to youth gun violence. Through an interagency agreement, the two organizations are conducting a study of the penetration effects on human targets of fired handgun bullets of various calibers and types. The analysis covers different geographical patterns of shootings and also identifies significant correlations between projectile characteristics and resulting trauma.

The Role of Federal Law Enforcement

While it is yet to be determined what the impact of federal law enforcement will be with respect to prosecuting juvenile handgun violations under the Youth Handgun Safety Act, it is likely to supplement rather than supersede state and local law enforcement efforts. Instead, the Federal government and the Department of Justice, in particular, will intensify efforts to support state and local law enforcement activities. In addition to the supportive role, federal prosecutors and law enforcement will be primary in filling voids where they exist in law enforcement strategies or when there are inadequate state laws to address the broader impact of youth violence generally. Through technical assistance, identifying resources, interstate gun tracing, national data collection and surveillance, facilitating the sharing of information, and highlighting law enforcement and prevention strategies to address youth gun violence, and demonstration grants, the federal government can assist states and local jurisdictions as they implement gun safety legislation. All citizens have a stake in protecting America's communities and providing safe places for businesses to grow and youth to develop into healthy, productive citizens. The following are a few examples of cooperative efforts spearheaded by the Department of Justice's Bureau of Justice Assistance (BJA) or Bureau of Justice Statistics (BJS):

- BJA is funding the development of a Computerized Information System for the Pittsburgh Police Department Gun Task Force which will connect multiple Federal and local law enforcement agencies via a LAN network and remote communications lines to gather and exchange firearms and related information, including applications for firearms purchases, carriage, dealership licenses, police reports on stolen, confiscated, and pawned firearms within the Pittsburgh region.
- With the Centers for Disease Control, BJS is analyzing data relating to intentional injury -- including firearm injury -- through a National Electronic Injury Surveillance System fielded by the Consumer Product Safety Commission. This data collection effort will produce detailed information about the types of injuries that are treated in hospital emergency rooms, providing the first national data about nonfatal firearm injury.
- BJA is funding a model Firearms Licensee Compliance demonstration project in New York City. The project is a joint effort by NYPD and the Bureau of Alcohol, Tobacco and Firearms (ATF) designed to enhance the ability of the NYPD Pistol License Division to conduct thorough background investigations on Federal Firearms License applicants.
- BJA is also funding a number of demonstration projects in Virginia, West Virginia, Georgia, Indiana and collectively in Oakland, Berkeley, and Richmond which work with State Police, Local Police, and/or the ATF to identify, target, investigate and prosecute individuals and dismantle illicit organizations engaged in the unlawful use, sale, or acquisition of firearms.
- BJA is supporting the North Carolina Violent Career Criminal Task Force which operates throughout the state and involves the ATF and the three U.S. Attorneys within the state. The project is designed to target, arrest, and convict active violent predatory criminals throughout the state and to develop a model procedure designed to disrupt the flow of firearms to violent offenders.
- BJA will fund a national-based law enforcement organization in concert with ATF, to provide training and administrative support to the 14-State "Interstate Firearms Trafficking Compact." The purposes of the project are to inform state and local law enforcement officers about existing Federal and state firearms-related statutes and to publicize the goals of the "Compact" to Federal, state and local criminal justice officials, public officials, and the general public.

In a 1994 report to the Attorney General and the President of the United States, the U.S. Attorneys outlined ways they could support state and local efforts to get guns out of the hands of young people. Their plans involved six strategies:

- 1) Prosecution and enforcement of the ban on juvenile handgun possession:

- a) Disruption of the markets that provide guns to youth.
- b) Taking guns out of the hands of kids through coordination with state and local prosecutors.

- 2) Working with state and local officials to enhance the enforcement of their laws.
- 3) Encouraging and providing financial support for state and local efforts to trace the sources of guns taken from juveniles.
- 4) Launching targeted enforcement efforts aimed at places where young people should feel safe -- e.g., at home, at school, and in recreation centers.
- 5) Actively participating in prevention efforts aimed at juveniles in our communities through mentoring programs, adopting a school, and neighborhood watch.
- 6) Working to promote increased personal responsibility and safety through public outreach on the consequences of juvenile handgun possession.

These approaches endorsed by U.S. Attorneys and supported by the Department of Justice are critical components to any comprehensive youth gun violence reduction strategy.

Individual Prevention and Intervention Programs

Previous sections of this document have referred to the incidence of youth gun violence, its context, an analysis of the causes, and a range of solutions, from technological interventions to federal law enforcement approaches. This next section addresses individual programs which seek to incorporate those lessons. It broadly summarizes the various strategies that have been implemented by different organizations across the country in their efforts to reduce youth gun violence. Detailed descriptions of each of the referenced programs can be found in the Youth Gun Violence Program Directory (Part II of this document).

Although youth can easily obtain firearms, and see them used frequently in films and on television as a method for solving problems, few violence prevention programs for youth focus specifically on preventing violence with guns [APA, 1993]. The programs which do exist can be divided into nine basic categories. Categories 1-4 are generally prevention programs and categories 5-9 are generally intervention programs:

- 1) Curricula;
- 2) Trauma Prevention;
- 3) Gun Buy-Back Programs;

- 4) Public Education Campaigns;
- 5) Community Law Enforcement Programs;
- 6) Gun Market Disruption and Interception;
- 7) Diversion and Treatment Programs;
- 8) Gun Courts; and
- 9) Alternative Schools.

The Office of Juvenile Justice and Delinquency Prevention found fifty-two (52) programs listed in the *Program Directory* that fall in to one of these nine categories; and forty (40) institutes and organizations listed in the *National Organization Directory* which support these types of programs or have been instrumental in their development. The following 10 sections briefly summarize the critical programmatic information provided in these directories.

Prevention Programs

1. Curricula

The majority of youth gun violence reduction programs are curricula carried out in schools, community-based organizations, and physicians' offices. They emphasize the prevention of weapon misuse, the risks involved with the possession of a firearm, and the need for conflict resolution and anger management skills. Educational programs often use videotapes to support their presentation of the tragic results of gun violence and may also include firearm safety instructions, public information campaigns, counseling programs, or crisis intervention hotlines.

Law Enforcement-Based Curricula - Police and sheriff departments have been instrumental in supporting these curricula. As part of drug-education, public safety, and violence prevention efforts, police officers and sheriffs across the nation have worked collaboratively with schools to present critical information on gun violence to young people and, simultaneously, to develop more effective and personable relations with young people. Examples of gun violence reduction curricula used by law enforcement include: the Gun Safety Awareness Program in Dade County, Florida; Guns, Teens, and Consequences in Tulsa, Oklahoma; and the Handgun Violence Reduction Program in Towson, Maryland.

In Dade County a Youth Crime Watch program, mandated for all schools, was created in 1984 to extend the neighborhood watch concept to schools. The Gun Safety Awareness Program, a district-wide effort, began in November 1988. In addition to the comprehensive curriculum, the school board declares a week in November as "Gun Safety Awareness Week." The Gun Safety Awareness Program targets K-12 students and their parents, examining causes of handgun violence in the community and educating youth and parents on how to prevent gun related violence, encouraging anonymous reporting of guns, and teaching the consequences of being arrested.

The curriculum is supplemented by area Youth Crime Watches, school resource officers, and police officers. Training workshops for parents on handgun safety awareness have been conducted in each school by Parent Education Department Staff. Metal detectors are used unannounced at selected schools, and students caught with guns are referred to juvenile or adult court and recommended for expulsion to an alternative school. Awareness levels among youth and parents about the need to prevent handgun violence have increased in Dade County as a result of the program.

School-Based Curricula - The Center to Prevent Handgun Violence has developed a school-based curriculum which has been used extensively across the country and has been evaluated with positive results. The Straight Talk About Risks (STAR) program is a comprehensive school-based program designed to reduce gun injuries and deaths with prevention activities for children and their families. Through STAR, students also learn how to make better, safer decisions and resolve conflicts without violence through role-playing, goal setting, and the development of leadership skills.

The NRA's program "Eddie the Eagle," The Firearm Injury Prevention Curriculum in Albuquerque, New Mexico; Kids + Guns: A Deadly Equation; Solutions Without Guns in Cleveland, Ohio; and Weapons Are Removed Now (WARN) in Reseda, California are other examples of gun safety curricula.

Physician-Based Curricula - A number of curricula are used by physicians to instruct parents about the dangers of guns in the home. Steps to Prevent Firearm Injury (STOP) is a collaborative effort between the American Association of Pediatricians and the Center to Prevent Handgun Violence. It has led to The Childhood Firearm Injury Prevention Project which is the first national educational program designed for pediatricians to use when counseling parents on the risks of keeping a gun in the home and the dangers guns pose in the community. The program consists of (1) a monograph on firearm injury and death; (2) a bibliography of resources related to gun violence in America; (3) an audiotape that models dialogue between pediatricians and parents; (4) an eight-page brochure for parents that describes the dangers guns present and ways to minimize them; and (5) a poster for display in waiting rooms.

Other similar physician-based curricula include the Boston Violence Prevention Project "Protocol Package for Health Care Providers"; the Educational Development Center's Firearm Injuries; and Camden, New Jersey's Injury Prevention and Control Unit.

2. Trauma Prevention

A second category of programming involves peer education by young people who have been injured by gun violence. These programs usually emanate from a public health project or hospital.

Youth Alive in San Francisco sends young counselors into Highland Hospital to try to persuade teenage gunshot victims to avoid further violence by not retaliating. Counselors emphasize that all revenge is going to do is destroy another life and put friends (who are doing the retaliating) at risk of being locked up. This program also involves young gunshot victims in sharing their experiences with kids involved in gang behavior.

The Shock Mentor program is another trauma prevention program. This program was recently developed

by Prince Georges County, Maryland Hospital Center and Concerned Black Men, Inc., a mentoring group of African American professionals. The program brings Prince Georges' high school students into the shock trauma and emergency rooms to watch doctors patch together the victims and perpetrators of violence. This program is part of a larger county school-wide conflict-resolution program, peer mediation training program, black male achievement program, and county-wide forum on violence prevention.

The visits continue throughout the school year and each time students go through the trauma center, they are accompanied by a member of Concerned Black Men. Their role is to provide support to the young people and to show them that there is an alternative to becoming a statistic in a trauma unit.

Other examples of trauma prevention programs include the Hospital-based Youth Violence Prevention Program in Camden, New Jersey; People Opening the World's Eye to Reality (POWER) in New York City; and Southeastern Michigan Spinal Cord Injury System in Detroit, Michigan.

3. Gun Buy-back Programs

There have been many gun buy-back programs started across the country. These programs have been precipitated by various events and have met with varying success. This document does not present all of the gun buy-back programs and only mentions those which are being conducted in tandem with a wider gun violence prevention effort. The Prevention Partnership in Brooklyn, New York, for example, provides incentives for people to turn in guns for food vouchers, but also involves the Center for Substance Abuse and Prevention Community Partnership, and two police precincts.

Weapon Watch is another example of a more comprehensive gun turn-in program. Organized by the mental health center of the Memphis School District, the Memphis Police Department, and Crime Stoppers, a group that financially rewards citizens for calling in tips about crimes, Weapon Watch was implemented to get children involved in ridding their schools of weapons. Instead of buying metal detectors, Memphis officials decided to get students involved in weeding out the weapons. A hot line was established for students to call anonymously with information pertaining to a class mate who brings a weapon to school. Students who call in are given a secret code number. Once the call is received, police are dispatched to the school, and officers conduct an investigation. Students are rewarded if the information leads to the confiscation of weapons and the arrest of the classmate who brings a weapon on campus.

Citizens for Safety in Boston, Massachusetts has pulled together a community-based coalition to reduce violence in Boston. CFS's membership includes 50 neighborhood and youth organizations as well as over 500 citizens from across the city. In 1993 CFS organized a gun buy-back program which removed 1,302 guns from circulation. Ongoing activities include expanding the buy-back program; conducting "Guns Kill" workshops for teenagers; and sponsoring an annual 24 hour Soccer Marathon for Peace, and the Peace League, a summer educational and recreation program for gang members.

4. Public Education Campaigns

There are a number of public education campaigns currently being conducted on either a national, state-wide, or local scale. These campaigns tend to be directed at young people or women and address the dangers of guns and the unacceptability of using guns to solve problems.

The Children's Defense Fund Cease Fire campaign involves 10 steps to stop the war against children in America including removing guns from our homes, creating opportunities, providing safe havens, being informed about media violence and real violence, and resolving conflicts peaceably. The campaign also features television public service announcements and the "Wall of Names," a print presentation of more than 600 children killed from 39 states by gunfire in 1993-1994.

The Center to Prevent Handgun Violence recently collaborated with Disney Educational Productions to produce a gun violence prevention video, "Under the Gun," which challenges the glamorization of guns and the notion that guns make us safer. Disney plans to market the video to schools, recreation centers, police departments, juvenile justice facilities, hospitals, rehabilitation centers, and other educational organizations.

The Mobile Bay Area Partnership for Youth, a community based organization, in coordination with the police and sheriff's departments created the Kid With a Gun/Call 911 Campaign to encourage citizens to call 911 upon seeing an armed youth. A three-month long media campaign in 1992 focused local attention on youth violence and gun safety and raised parents' awareness about these issues. Since then, whenever the gun problem recurs, the police ask the media to repeat the campaign's public service announcements.

Other public education programs include the Hands Without Guns campaign and Words Not Weapons in Boston, Massachusetts, and Fresno's Youth Violence Prevention Network in California. The Youth Violence Prevention Network campaign is unique because it directly involves young people in delivering an anti-gun violence message, and is especially geared toward the Spanish-speaking population which constitutes the majority of the at-risk residents in the neighborhood. Previously known as Radio Bilingue, it is the result of a collaboration by Chicano Youth Center, House of Hope, Save Our Sons and Daughters, and End Barrio Warfare. Fresno Youth Violence Prevention Network aims to strengthen the coalition programs that serve at-risk youths with the goal of empowering young people and communities of color to work together to reduce violence in their neighborhoods. Violence prevention activities include developing gun-free zone programs in city parks and neighborhoods, school emergency response and mediation teams led by directors of organizations that serve high-risk youths, youth conferences, and youth leadership programs. A key participant in the coalition is the Radio Bilingue, a Hispanic-controlled, noncommercial radio station serving the San Joaquin Valley. Radio Bilingue broadcasts anti-violence and anti-drug public service announcements and sponsors Paz, a unique violence prevention radio program targeted toward at-risk youths, educating them about the causes of violence and the impact of gun violence. The program features local speakers, including police officers, school officials, and community citizens.

By far the most extensive public education campaign against youth gun violence is the California Wellness Campaign to Prevent Handgun Violence Against Kids, a \$2 million state-wide public education effort which has conducted extensive research, surveys, polling, focus groups, and analysis of target audiences; produced multiple 30-second television PSA's that run on prime time in both English and Spanish; communicated critical information on youth gun violence through its "First Aid" portfolio to more than 8,000 elected officials, key media leaders, and public agencies; received more than 75,000 calls and 11,000 supporters through its 1-800-222-MANY hotline and information service; organized a women's coalition against gun violence; and developed a video teleconference town hall meeting throughout the state to unveil its policies on handguns and firearms.

This project is linked to a broader \$30 million, five-year state-wide initiative to reduce youth violence in California. The project includes the Pacific Center for Violence Prevention, the policy branch of the initiative; a leadership program; a community action program which has funded ten sites to form broad-based coalitions of major local public and private entities in developing pilot projects to reduce youth violence; and a research program.

Intervention Programs

Intervention programs are different from prevention programs in that they target a more at-risk or delinquency-involved population, tend to be more intensive, are implemented after-the-fact, and more actively engage law enforcement and the juvenile justice system. Programs that intervene with young people who use guns or have been caught with guns are, unfortunately, very rare. This is an area in dire need of further development. While there exist a number of informal interventions that sheriffs, police officers, probation officers, and others have developed to work with the population directly involved in handgun violence, the majority of these efforts have yet to be formalized into systematic protocol, and certainly have not yet been tested. Given the new federal legislation, however, the Departments of Justice, Education, and Health and Human Services are particularly interested in developing and supporting innovative and effective ways to intervene with young people who have been caught with guns or are at very high risk of being involved in gun violence.

One of the most widely used gun violence intervention approaches that has received some evaluation, and has demonstrated mixed results, is the use of metal scanners to detect firearms. According to the National School Safety Center, 70% of the Nation's 50 largest districts have installed scanners in the schools. New York City Metal Detector Program is one of the best known of these programs. Because the use of scanners, book bag bans and locker searches is now so common, these approaches are not covered here.

5. Community Law Enforcement Programs

The Illinois State Police School Security Facilitator Program identifies a jurisdiction where concerns about, and levels of, school violence are in evidence. Representatives from all community programs (private, government, not-for-profit) that play a role in addressing youth crime/violence problems are invited to attend an intensive 5 day team building/education program at ISP's training academy. A typical "team" will include:

- Law enforcement personnel (youth officers, others)
- School administrators/teachers
- Local state's attorney/public defender
- Prevention and treatment staff (local programs)
- Other court officials
- Other concerned community members

Community teams may range in size from 5 to 15. Each member is expected to live at the academy (in trooper dorms) with his/her team members throughout the training program. The courses are divided between youth violence issue education and violence reduction strategies. Part of the curriculum in this training effort deals directly with the interdiction of guns coming into schools. Trainers highlight identification of situations where violence may escalate to use of a weapon, investigative techniques to acquire secondary/tertiary source information on any weapons that might be in the school, and actual strategies for weapon removal and cooperation with law enforcement authorities. Additional programs such as locker searches, canine searches, and metal detectors are also discussed. School administrators are cautioned about direct intervention with an armed student. Teams are "returned" to their communities to educate others on youth violence issues and to implement selected strategies for violence reduction. No short or long term evaluation of this program has been implemented. Anecdotal information from prior participants would indicate some degree of usefulness/success.

The University of Virginia's (UVA) Youth Violence Project focuses on reducing youth violence through a team approach. Staff bring together a multi-disciplinary team of experts on youth aggression and violence (education, psychology, law enforcement, planning, crime prevention) who present 4 to 45 hour instruction courses in selected Virginia cities. Prior participating cities include: Falls Church, Newport News, Roanoke, Richmond and Virginia Beach.

Program participants (primarily school and law enforcement officials from target jurisdictions) are exposed to a variety of issues (risk factors for violence, multi-cultural dynamics, etc.) and are asked to implement a series of actions in their schools including building security assessments and peer mediation. Many of the instructors in this program are local police officers. Part of their curriculum also deals with weapon detection and interdiction. School collaboration/cooperation is stressed, since school officials are not trained in defensive weapon removal/disarming tactics. In 1994, the project will expand its reach through a televised version "School Safety and Youth Aggression" to be down-linked to 24 sites across the Commonwealth.

No short or long term evaluation of this program has been implemented. Anecdotal information from prior participants would indicate some degree of usefulness/success. UVA staff would be supportive of any credible outside evaluation effort.

6. Gun Market Disruption and Interception

Police searches for weapons provide another important means of stemming youth gun violence. If civil rights are respected and communities are supportive, these approaches can be very effective in communicating strong societal opposition to youth gun violence.

Washington, D.C.'s Gun recovery Unit is a specially trained squad of officers assigned to a part of the city with an unusually high rate of firearms crimes. Patrolling the area, the squad identifies and frisks individuals who raise a reasonable suspicion of being armed. The vast majority of frisked individuals are under 22 years of age, and about 40 percent of them are minors. This program is an obvious partner for another program in Washington, D.C. called the Youth Trauma Team.

A group of two psychologists, four social workers, 16 community recreation workers, and 45 trained police officers formed the Youth Trauma Team which patrols the city at all hours helping children cope with the violence they so often witness. The work of the Team is helped by the Howard University Violence Prevention Project which offers an after-school middle school program, a pre-school program, and a summer camp which provides social support, tutoring, esteem-building, and cultural enrichment for children who have been exposed to serious violence, including gun violence. The program gives children an opportunity to receive the services they need to reduce the probability of their repeating the cycle of violence.

Another example of gun interception can be found in Chicago where a 1992 Chicago Ordinance empowers police officers to impound any car transporting an illegal firearm. Once impounded, the vehicle can be reclaimed only through a \$500 nonrefundable bond or, if the owner claims the seizure was improper, in a hearing before an administrative officer. Since October 1992, nearly 2,000 cars have been impounded, most from youth under age 25.

Sixty to sixty-seven percent of the firearms seized by federal authorities in Chicago and the suburbs have come from underage firearm owners, according to the Federal Bureau of Alcohol, Tobacco, and Firearms Chicago office. The ATF is tracking firearm usage by people in Chicago and a comprehensive report will be available in 1995. Preliminary figures show over 9,000 underage gun owners. The weapon of choice for most young people on the streets is the 9 mm semi-automatic pistol, which usually holds 15 to 19 bullets.

The Kansas City Weed and Seed program is a joint effort between the U.S. Department of Justice, the U.S. Attorney, and the Kansas City Police Department. They have pulled together a working group consisting of law enforcement, human service agencies, and community organizations including the Regional Office of the US Department of Housing and Urban Development; the Small Business Administration; the Kansas City Neighborhood Alliance; and the Ad Hoc Group Against Crime.

The program has been conducted by focusing police efforts in high-crime neighborhoods on routinely stopping traffic violators, on youth violating curfews and on other infractions of the law. During these routine stops, police look for any infractions that give them the legal authority to search a car or pedestrian for illegal guns. Special gun-intercept teams have been used and have been determined to be 10 times more cost-effective than regular police patrols. In an 80-block neighborhood with a homicide rate 20 times the national average, the program reduced crime by at least 50% during a six-month period through a gun-intercept experiment. In addition, as noted earlier, these efforts did not displace crime to other locales; gun crimes did not increase significantly in any of the surrounding seven patrol beats. Despite the fact that previous police campaigns have drawn protests of discrimination, the gun intercept program in Kansas City has not drawn protests. Police have involved community and religious leaders

in initial planning, and neighborhoods have made requests for greater police activity.

7. Diversion and Treatment Programs

Diversion and treatment programs provide some of the most interesting examples of techniques to use with youngsters who have been involved in gun violence. In Pima County, Arizona, the Juvenile Diversion Program has set up a firearms prevention course for youngsters who are not hardcore delinquents but who have been referred to juvenile court for firing or carrying a gun, as well as young people at risk for becoming involved with guns. At least one parent is required to attend the monthly sessions. During the course, the assistant prosecutor informs the juveniles and their parents about gun laws. Parents are given instruction on safe gun storage. By agreeing to take the course, the youngsters do not have their case adjudicated and are not placed on probation; however, they do acquire a juvenile record.

Project LIFE (Lasting Intense Firearms Education), operated by Indiana Juvenile Court, is a diversion program for juveniles arrested on gun charges. As in the Pima County program, parental participation is required. The program is designed to help youth and their parents learn about the effects of gun violence and accidents through an experiential exercise. Children and their parents prepare a paper on the effect of guns. A discussion based on these papers opens the education session. After the discussion, a videotape of an actual accidental shooting is shown. Participants engage in another discussion on the impact they would have felt had the delinquents been the victims of gun violence or accidents rather than the violators of gun laws. They imagine and discuss, for example getting a call from the morgue rather than from the jail. The majority of the families do not return to juvenile court on gun charges.

Cermak Health Services of Cook County works with Cook County jail inmates, the majority of whom have been involved in gun violence, through a culturally sensitive informal curriculum directly addressing the risk factors for future involvement in gun violence. While this population does not technically represent a juvenile population, it does tend to be a young population. This program is being considered for broader use by a juvenile population.

The Barron Assessment and Counseling Center is a project of the Boston public school system. If a student is found to have or to have had a weapon on school property, he or she is charged under the disciplinary code and given a hearing with the community superintendent. If the charges are substantiated, the parents are notified and the student is referred to the center. At the center, students (elementary through high school) receive academic, psychological and social assessments, as well as crisis intervention counseling. The students continue to receive assignments from school. The program has an aftercare component to continue services to the youth after release from the center. Staff prepare individualized service delivery plans for each client. Special workshops to teach these youths alternatives to violence are provided by Northeastern University School of Law, Office of Emergency Medical Services and Vietnam Veterans Against Violence. This program is coordinated with the juvenile court, probation officers and the Departments of Youth Services, Social Services and Mental Health. The Rebound/Lookout Mountain Camp Falcon Juvenile Facility in Denver, Colorado offers an additional treatment-type program through a boot camp experience.

8. Gun Courts

A special type of court called a Gun Court has recently been established in Providence, Rhode Island to focus on gun crimes. All gun crimes are referred to a single judge who processes cases on a fast track. New rules have cut the life span of gun crime cases in half and, of the 18 cases heard to date, the Judge has sent 15 defendants to jail. Many defendants, instead of taking their cases to trial, are now pleading guilty in exchange for a reduction to two years of the state's mandatory 10-year jail sentence.

The Gun Court model has received support both from gun control advocates and the NRA. Legislators in Texas and Court Administrators in Louisiana and Illinois are proposing Gun Courts of their own, based on the Providence model. Dade County is also looking at the model; however, capacity to handle the caseloads in Dade County has been a point of concern. These programs, while they expedite the handling of cases also have the potential to address special treatment issues related to gun violence.

9. Alternative Schools

Zero Tolerance school programs make a strong statement about keeping guns off school grounds, but they often do not provide for alternative placement or education of the kid who may be caught with a gun. More effective are programs which attend to youth through swift and strict sanctions, treatment, and the development of viable academic and employment opportunities.

At the Hazelwood Center High School -- Student Intervention Program, students who are suspended for assaults, weapons, or drugs are referred to a four-week alternative program at a location away from their home school. Students engage in four hours of individualized course work and participate in group counseling sessions daily. Students also attend weekly individual counseling sessions. Counseling focuses on issues such as conflict mediation, habits and addictions, and communication. Parents are mandated to participate in three counseling session focused on family history, parenting skills, and school-related family issues. After completion of the four-week program, students are evaluated by school administrators to determine if the rest of the 90-day suspension can be completed through in-school probation.

The Second Chance School in Topeka, Kansas is a similar program. It is a half-day instructional program for voluntary students who have been expelled for possession of weapons or assaulting a staff member. Students engage in studies of math, social sciences and language skills, participate in some recreational activities and are required to participate in community service. Depending on the seriousness of the offense, students attend the program for one semester or one year. Upon successful completion of the program, grades are sent to the home schools and students are readmitted. To date, 90% of the students enrolled have successfully completed the program. The program has been operating for three years and has a maximum capacity of eight students in the morning class and eight in the afternoon class. The Second Chance School has developed partnerships between the juvenile courts, the public schools, the police department and the recreational department.

Comprehensive Initiatives

The programs that are identified in the *Program Directory* are listed alphabetically, and all programs, even those without any evaluation, have been listed so that the reader obtains a sense of the types of approaches possible. Research outcomes are indicated for those programs that have been evaluated. This enables the reader to choose the type of programming best-suited for the needs of their community or state. It is the belief of the Office of Juvenile Justice and Delinquency Prevention, however, that any individual program alone will not suffice to solve the problem of youth gun violence. For example, ridding a public school of weapons cannot be effectively addressed simply through a metal detector or gun safety-awareness program exclusive of other directly related issues:

"Time and again students say the primary reason they bring weapons to school is for self-protection traveling to and from school. Violence is a problem at schools, but principally it is a community problem. Many schools are surrounded by a 360 degree perimeter of community crime. Consequently, the strategies developed in response to school safety needs must go beyond the schools. The presence of weapons at schools cannot be separated from other community safety concerns. Each concern must be addressed in developing a comprehensive response." [National School Safety Center, 1993].

A comprehensive approach should be based on what we know from the research about the increased access to and use of guns by juveniles since 1985; young people's fondness for particular types of guns; the impact of cultural influences, particularly media violence and notions of manliness, on young people's behavior; the impact of drugs and the illicit drug market on youth gun violence; the effect of prior deviant behavior, gun socialization, and attitudes towards law enforcement on youth gun violence; the age when boys are most prone to the lure of guns; and the detrimental effect of the cycle of fear and lack of viable opportunities in many communities on youth gun violence. A comprehensive approach which incorporates this research base, includes a combination of individual approaches, involves a number of various youth-serving agencies or organizations, and has community involvement (including youth participation) is likely to be the most successful. An effective weapons reduction strategy will be multidisciplinary, comprehensive, politically sensitive and practically relevant. An effective gun violence prevention program will be age-appropriate, target the age groups most inclined toward gun violence, and truly involve parents and the community (including business, media, recreation, etc). Curricula approaches are effective at getting a message to young people, but they are limited unless they involve the development of consistent standards across the areas of children's lives (family, media, recreation, community) and unless they are coupled with actual experiences of positive alternatives. Only community-wide efforts that combine all of the activities described above will address the cycle of fear and will provide the first steps toward building an environment of safety for all.

The NIJ is supporting such comprehensive activities through its interagency project to reduce youth gun violence. In Atlanta, the Center for Injury Control at Emory University is working together with the community, with state and local governments, and with Project Pulling America's Cities Together (PACT) to analyze the magnitude, extent, and characteristics of youth firearms violence and to develop a broad-based strategy addressing the problem. The planned intervention will apply a three-part strategy: (1) reducing demand for firearms through a comprehensive community education program; (2) reducing

supply by promoting safe storage of firearms and by law enforcement efforts to interdict the illegal gun market; and (3) prompting aggressive rehabilitation seeking to decrease recidivism among juvenile gun offenders.

The St. Louis Police Department has developed a similar comprehensive approach to reduce violence within two at-risk populations: (1) African-American males between 15 and 29 years old in the City of St. Louis; and (2) younger males at risk for direct and indirect violence, and also adolescent and young adult females at risk for family violence, sexual assault, and co-victimization.

The project will do this through two strategies: (1) Behavioral change objectives - reducing morbidity and fatalities caused by gun-related assaults, reducing the carrying of weapons, and reducing risk from assault; and (2) System improvement objectives - expanding and refining local surveillance of violence, expanding screening and treatment for violence within medical facilities, and establishing Assault Crisis Teams (ACT) as change agents for youth violence reduction in St. Louis. ACTs will operate in an emergency medical treatment center serving high risk populations, in a juvenile detention facility, in an adult medium security institution, and in one or two neighborhoods with high levels of violence. The functions of the teams are to monitor levels and patterns of violence within these locations, to establish mentoring and education programs for high-risk youth in nonviolent conflict resolution techniques, and to mediate selected disputes with a high potential for violent outcomes.

Other comprehensive initiatives also exist in many cities or states. These initiatives tend to involve more grassroots participation and youth; and offer intervention services through public health services rather than through law enforcement. Some were inspired by legislative changes and social service system reform (e.g., Virginia), while others emanated from university centers (e.g., The Harvard School of Public Health).

Below are a sample of such city- or state-wide youth gun violence reduction initiatives and the programmatic components involved in the initiative. They are presented in a check-list format, organized by the types of strategies described above: legislative, research, intervention, prevention, hospital-based prevention, and public education." Community involvement" and "collaborative governance" have been added to the list, because they are essential to ensuring the success and long-term sustainability of any initiative. The check-list format is designed to assist readers in considering the strategy components that they could implement or coordinate in their own local jurisdictions. Detailed descriptions of the individual programs can be found in the *Program Directory*.

Boston, Massachusetts

Legislation: NA.

Research: Harvard Project on Guns, Violence and Public Health.

Intervention: Boston Gun Reduction Program; and Barron Assessment and Counseling Center.

Prevention: Violence Prevention Curriculum and Conflict Resolution.

Hospital-Based Prevention: Identification and Prevention of Youth Violence: A Protocol Package for Health Care Providers; and Firearm Injuries.

Public Education Campaign: Hands Without Guns; and Words Not Weapons.

Community Involvement: Citizens for Safety.

Collaborative Governance and Service Delivery: Boston Violence Prevention Project.

California

Legislation:

- A minor may not possess a pistol, revolver, or other firearm capable of being concealed upon the person.
- It is unlawful to possess a firearm in a school zone without the written permission of school authorities.

Research: Pacific Policy Center.

Intervention: NA.

Prevention: WARN curriculum.

Hospital-Based Prevention: Teens on Target; Youth Alive.

Public Education Campaign: Campaign to Prevent Handgun Violence Against Kids; and The Fresno Youth Violence Prevention Network.

Community Involvement: Fresno Youth Violence Prevention Network.

Collaborative Governance and Service Delivery: The Oakland Corridor; California Wellness Violence Prevention Grants; Policy, Action, Collaboration, and Training (PACT); Violent Injury Prevention Program; and Contra Costa Continuum of Care.

Chicago, Illinois

Legislation: The handgun ammunition law makes it illegal to sell, offer for sale, barter, or give away the kinds of ammunition most commonly used in gang warfare.

Research: NA.

Intervention: The Chicago Ordinance; State Police Security Facilitator Program; and Cermack Health Services of Cook County.

Prevention: ULICH Center.

Hospital-Based Prevention: STOP.

Public Education Campaign: Illinois Council Against Handgun Violence.

Community Involvement: Illinois Council Against Handgun Violence.

Collaborative Governance and Service Delivery: Recently a Chicago Partnership for the Prevention of Violence has been formed.

New Jersey

Legislation: Proposed NJ legislation includes the following bills:

- a2557 - increases penalties for unlawful possession of firearms in schools;
- a1082 - mandates waivers to adult court for any cases involving juveniles age 14 or older who commit serious offenses with a firearm;
- s732 - strengthens current laws regarding access to loaded firearms by minors;
- P.L. 1990, Chapter 31, a model assault firearms law, bans the sale and severely restricts possession of assault weapons.

Research: NA.

Intervention: NA.

Prevention: Camden County Prosecutor's Office

Hospital-Based Prevention: Injury Prevention and Control Unit and Hospital-Based Youth Violence Prevention Program

Public Education Campaign: Injury Prevention and Control Unit.

Community Involvement: NA.

Collaborative Governance and Service Delivery: State Attorney General's Law Enforcement and Educational Task Force; and School Based Youth Service Program -- Students Against Violence and Victimization of Youth.

Virginia

Legislation:

- One Handgun a Month law.
- Juvenile Possession of Handguns prohibits the possession of handguns by juveniles except within their homes, while engaged in lawful hunting or supervised target shooting, or when serving in the military.
- The Firearms Dealers: Record Keeping/Penalty Enhancement bill requires gun dealers to submit to state police the type and number of firearms sold to each client, allowing state police to track gunrunners. The bill also increases the time police are required to keep this record from 30 days to 12 months. Gun dealers who illegally sell, rent, or transfer firearms would be charged with a felony instead of a misdemeanor if they violate this law.

Research: The Dept of Criminal Justice Services' Criminal Justice Research Center, in collaboration with the Virginia Commonwealth University Survey Research Laboratory, conducted a statewide survey of 815 residents which found that 83% agreed that there should be a limit on the number of handgun purchases per month; and 63% thought strict gun control laws would reduce violent crime.

Intervention: University of Virginia Youth Violence Project; Juvenile Criminal History Records - Virginia is one of the first states to have a computerized system operated by the state police, the Central Criminal Records Exchanger (CCRE), that informs gun dealers, if a prospective buyer has a criminal record.

Prevention: NA.

Hospital-Based Prevention: NA.

Community Involvement: Enough is Enough, Inc.

Collaborative Governance and Service Delivery: In June of 1992, the Governor's multidisciplinary Commission on Violent Crime was convened to study the problem and propose solutions; The Comprehensive Services Act also provides for better coordinated delivery of social services to at-risk youth and their families.

In the majority of the comprehensive initiatives just listed, there are often multiple efforts underway in the same city which have not been coordinated. Next steps, on the level of federal support, and state and city involvement, should be to facilitate the coordination of these programs. In particular, most of the comprehensive initiatives could benefit from direct inclusion of public housing efforts. The Department of Housing and Urban Development's federal program, Operation Safe Home, is an obvious link. One program in New York City, the Keep Our Kids Alive program, targets public housing youth who carry and use guns. The program trains housing youth officers to identify kids who fit a gun carrier profile to

work as mediators; and trains resident youngsters to implement an anti-gun violence education program for other young residents. This program would provide a good complement to school-based strategies and a public education campaign.

Initiatives also need to attend to building opportunities and linking job training, neighborhood restoration and economic development to youth gun violence reduction programs. While such areas of concentration may seem unconnected to youth handgun violence, as the research has pointed out, involving young people in practical experiences which develop their ability to contribute to society, improves their ability to recognize the sanctity of life and the errors of getting involved in delinquent behavior.

Conclusion

This document has summarized the research relevant to understanding the current epidemic of youth gun violence confronting our nation. It has also provided a range of approaches currently being implemented across this country which indicate ways for others to begin addressing the epidemic. Based on preliminary efforts in the area, it is clear that comprehensive youth gun violence reduction initiatives need to ensure that they provide a continuum of care and sanctions to consistently attend to the safety of children and families throughout their lives. Because city or state-wide initiatives have developed out of a variety of concerned sectors and isolated projects which came together, there are sometimes gaps in the delivery of services or development of sanctions which reduce the effectiveness of the overall initiative.

As with all comprehensive efforts, a combination of the strategies laid out in this document will be most likely to lead to success: from legislative mandates to further research; from intervention to prevention programs; from hospital-based prevention programs to grassroots and youth-based collaborative efforts; each one of us holds the key to effectively contributing to a comprehensive youth gun violence reduction initiative which will make our homes, streets, and neighborhoods safe.



III.

YOUTH GUN VIOLENCE
PROGRAM DIRECTORY



II. YOUTH GUN VIOLENCE PROGRAM DIRECTORY

The following are summaries of programs which seek to reduce youth gun violence. The programs noted with an asterisk are part of a city-wide violence reduction strategy. In some cases the noted programs are coordinated with one another, in other cases they simply exist in the same city or state and need to be coordinated.

Assault Crisis Teams

Preventing Youth Violence Through Monitoring, Mentoring and Mediating

St. Louis Metropolitan Police Department

1200 Clark Street

St. Louis, MO 63103

tel: 314/444-5620

fax: 314/444-5958

Colonel Clarence Harmon, Chief of Police

The National Institute for Justice has recently funded the St. Louis Police Department to reduce violence within two at-risk populations: (1) African-American males between 15 and 29 years old in the City of St. Louis; and (2) Younger males at risk for direct and indirect violence, and adolescent and young adult females at risk for family violence, sexual assault, and co-victimization.

The project will do this through two strategies: (1) Behavioral change objectives - reducing morbidity and fatalities caused by gun-related assaults, reducing the carrying of weapons, and reducing risk from assault; and (2) System improvement objectives - expanding and refining local surveillance of violence, expanding screening and treatment for violence within medical facilities, and establishing Assault Crisis Teams (ACT) as change agents for youth violence reduction in St. Louis. ACTs will operate in an emergency medical treatment center serving high risk populations, in a juvenile detention facility, in an adult medium security institution, and in one or two neighborhoods with high levels of violence. The functions of the teams are to monitor levels and patterns of violence within these locations, establish mentoring programs for high risk youth in nonviolent conflict resolution techniques, and mediate selected disputes with a high potential for violent outcomes.

*Boston Gun Reduction Project

Harvard John F. Kennedy School of Government

Program in Criminal Justice Policy and Management

79 John F. Kennedy Street

Cambridge, MA 02138

tel: 617/495-5188

fax: 617/496-9053

Susan Michaelson, Assistant Director

In Boston, the Police Department has teamed up with the Kennedy School of Government to implement a gun market disruption and youth gun violence prevention project, based on David Kennedy's research.

***Barron Assessment and Counseling Center**
Boston Public Schools
25 Walk Hill Street
Jamaica Plain, MA 02130
tel: 617/635-8123
fax: 617/635-8117
Frank Barron, Founder

The Barron Assessment and Counseling Center is a project of the Boston public school system. It was begun by Frank Barron in response to a dramatic increase in the number of students carrying guns and other weapons to school. If a student is found to have or to have had a weapon on school property, he or she is charged under the disciplinary code and given a hearing with the community superintendent. If the charges are substantiated, the parents are notified and the student is referred to the center.

At the center, students (elementary through high school) receive academic, psychological and social assessments, as well as crisis intervention counseling. The students continue to receive assignments from school. The program has an aftercare component to continue services to the youth after release from the center. Staff prepare individualized service delivery plans for each client. Special workshops to teach these youths alternatives to violence are provided by Northeastern University School of Law, Office of Emergency Medical Services and Vietnam Veterans Against Violence. This program is coordinated with the juvenile court, probation officers and the Departments of Youth Services, Social Services and Mental Health. While outside evaluation has not yet been completed, internal evaluation indicates a recidivism rate of 5% from 1987 to 1993. This recidivism rate was determined when the center served first-time offenders only. Second-time offenders are now also being served.

***Boston Violence Prevention Project**
1010 Massachusetts Avenue
Boston, MA 02118
tel: 617/534-5196
fax: 617/534-5358
Franklin Tucker, Director
Raphael DeGruttola, Asst. Director

Begun in 1986, the Violence Prevention Project is a multi-institutional, community-based initiative designed to reduce the incidence of interpersonal violence among adolescents, along with the associated social and medical hazards. The major intervention used to conduct this project is a violence prevention curriculum designed for adolescents that focuses on conflict resolution.

They have, in collaboration with EDC, developed "Identification and Prevention of Youth Violence: A Protocol Package for Health Care Providers." Published in 1992, the protocol guides providers in addressing and responding to young patients at high risk for violent behavior. It is currently used in several Boston neighborhood health care centers.

Campaign to Prevent Handgun Violence
California Wellness Foundation
454 Las Gallinas Avenue, Suite 177
San Rafael, CA 94903-3618
tel: 415/331-3337
fax: 818/593-6614
Gary Yates, Director

By far the most extensive public education campaign against youth gun violence is the California Wellness Campaign to Prevent Handgun Violence Against Kids. This campaign is a \$2 million state-wide public education campaign which has conducted extensive research, surveys, polling, focus groups, and analysis of target audiences; produced multiple 30-second television PSA's that run on prime time in both english and spanish; communicated critical information on youth gun violence through its "First Aid" portfolio to more than 8,000 elected officials, key media leaders, and public agencies; received more than 75,000 calls and 11,000 supporters through its 1-800-222-MANY hotline and information service; organized a women's coalition against gun violence; and developed a video teleconference town hall meeting throughout the state to unveil its policies on handguns and firearms.

This project is linked to a broader \$30 million, five year state-wide initiative to reduce youth violence in California. The project includes the Pacific Center for Violence Prevention, the policy branch of the initiative; a leadership program; a community action program which has funded ten sites to form broad-based coalitions of major local public and private entities in developing pilot projects to reduce youth violence; and a research program.

*Cermak Health Services of Cook County
2800 South California Avenue
Chicago, IL 60608
tel: 312/890-7488
fax: 312/890-7792
Dr. John P. May, Director

According to a 1993 survey of 582 inmates at Cook County Jail, one in every four men has been shot at least once in his life. Involvement in the criminal justice system may be the single best predictor of the probability that a person becomes injured through violence. Presently, nearly 20 million people move in and out of jails in the United States each year. Many have past violence-related injuries and are at high-risk for future violent injuries or death. Jail health care services have opportunities and obligations to intervene in both health risk situations and medical problems which might otherwise impact the community. Development of multi-disciplinary strategies to reduce risks of violence would be appropriate. These include treating the emotional trauma of a witnessed or experienced violent event, removing gang tatoos, providing hope for a future, reducing criminal recidivism through carefully evaluated reintegration programs, and reducing the accessibility of firearms.

*Chicago Ordinance
Department of Revenue
City Hall, Room 107
Chicago, IL 60602
tel: 312/744-2604
fax: 312/744-0471
John Holden

A 1992 Chicago ordinance empowers police officers to impound any car transporting an illegal firearm. Once impounded, the vehicle can be reclaimed only through a \$500 nonrefundable bond or, if the owner claims the seizure was improper, in a hearing before an administrative officer. Since October 1992, nearly 2,000 cars have been impounded, most from youth under 25.

*Citizens for Safety (CFS)
100 Massachusetts Avenue, 4th Floor
Boston, MA 02115
tel: 617-542-7712
Diedre Butler-Henderson, Director

CFS is a community-based coalition working to reduce violence in Boston. CFS's membership includes 50 neighborhood and youth organizations as well as over 500 citizens from across the city. In 1993 CFS organized a gun buy-back program which removed 1,302 guns from circulation. Ongoing activities include expanding the buy-back program; conducting "Guns Kill" workshops for teenagers; and sponsoring an annual 24 hour Soccer Marathon for Peace and the Peace League, a summer educational and recreation program for gang members.

Eddie the Eagle
Elementary Gun Safety Education Program
National Rifle Association of America
1600 Rhode Island Avenue, NW
Washington, DC 20036
tel: 202/651-2560

The Eddie the Eagle program, for elementary grades K-5, is designed to make children aware that guns are not toys and to teach proper safety steps to follow if they see a gun. The message is: "Stop, Don't Touch; Leave the Area, and Tell an Adult."

The gun safety program materials may be covered in either a single class period or in two or more class periods. The materials and activities are geared for two age levels. Each child receives a copy of the parent's guide to take home to reinforce the gun safety message at home.

Enough is Enough, Inc.
P.O. Box 138
Ashton, MD 20861

tel: 301/236-9236

fax: 301/236-9236

Julie A. Elseroad, Founder

Enough is Enough was founded in 1991 in order to work with the community to combat violence in our society. It currently functions with eight volunteers, and a five member board of directors. As a suburban Maryland gun violence prevention education program, Enough is Enough has sponsored four successful gun turn-ins (which removed more than 600 guns from the streets) and has implemented a White Ribbon Campaign. The organization emphasizes the dangers of owning a gun.

Firearm Injuries

Educational Development Center, Inc.

55 Chapel Street

Newton, MA 02158-1060

tel: 617/969-7100 x 2331

fax: 617/244-3436

Christine Bennett

A program developed by EDC is one of the Educating Professionals in Injury Control (EPIC) resources. It describes the public health approach to firearm injury prevention, the magnitude and cost of the problem, the epidemiology of intentional and unintentional firearm injury and death, the ballistics of firearm injury, and strategies for prevention.

Firearm Injury Prevention Curriculum

New Mexico Emergency Medical Services for Children (EMS-C) Project

University of Mexico School of Medicine

Emergency Medical Dept.

2211 Lomas N.E.,

Ambulatory Care Center 4 West

Albuquerque, NM 87131

tel: 505/272-5062

fax: 505/272-6503

Lenora Olsen, Program manager

Firearm Injury Prevention is a recently published K-8 curriculum developed by EMS-C Firearm Injury Prevention Taskforce as one of their several injury prevention activities as part of a three-year grant from MCHB. (Other activities include development of posters, PSA's, and tags on guns for sale warning parents about the risk of unsecured loaded guns). The curriculum began as a pilot program in the Albuquerque Public Schools during 1992-93 academic year. The 110-page curriculum covers a discussion about the importance of involving youth in the project's formative stage; stories based on actual firearm fatalities that occurred in New Mexico resulting in the death of a child; lesson plans around problem solving, peer refusal skills, and strong self-esteem; creative exercises emphasizing hands-on application of interdisciplinary lessons; and a 32-page student supplement that includes the drawings, stories, and comments of youth who participated in the pilot project.

***Fresno Youth Violence Prevention Network**
Radio Bilingue, Inc.
1111 Fulton Mall, Suite 700
Fresno, CA 93721
tel: 209/498-6965
fax: 209/498-6968
Nora Benavides, Project Director

Fresno Youth Violence Prevention Network, previously known as Radio Bilingue, is the result of a collaboration by Chicano Youth Center, House of Hope, Save Our Sons and Daughters, and End Barrio Warfare. Fresno Youth Violence Prevention Network aims to strengthen the coalition programs that serve at-risk youths with the goal of empowering young people and communities of color to work together to reduce violence in their neighborhoods. Violence prevention activities include developing gun-free zone programs in city parks and neighborhoods, school emergency response and mediation teams led by directors of organizations that serve high-risk youths, youth conferences, and youth leadership programs.

A key participant in the coalition is the Radio Bilingue, a Hispanic-controlled, noncommercial radio station serving the San Joaquin Valley. Radio Bilingue broadcasts anti-violence and anti-drug public service announcements and sponsors Paz, a unique violence prevention radio program targeted toward at-risk youths, educating them about the causes of violence and the impact of gun violence. The program features local speakers, including police officers, school officials, and community citizens.

Gun Court
250 Benefit Street
Providence, RI 02903
tel: 401/277-3250
Judge John Bourcier

Gun Court is a special court recently established in Providence, RI to take aim at gun crimes. All gun crimes are referred to a single judge who processes cases on a fast track. New rules have cut the life span of gun crime cases in half and of the 18 cases heard to date, Judge Bourcier has sent 15 defendants to jail. Many defendants are now pleading guilty in exchange for two years of a 10-year mandatory sentence instead of taking their cases to trial.

The Gun Court model has received support from both gun control advocates and the NRA. Legislators in Texas and Court Administrators in Louisiana and Illinois are proposing Gun Courts of their own based on the Providence model. Dade County is also looking at the model, however, capacity to handle the case loads in Dade County has been a point of concern.

Gun Recovery Unit
1624 V. Street, NW
Washington, DC 20009
tel: 202/673-6818
fax: 202/673-2154
Lieutenant Richard Hobson

Washington, D.C.'s Gun recovery Unit is a specially trained squad of officers assigned to a part of the city with an unusually high rate of firearms crimes. Patrolling the area, the squad identifies and frisks individuals who raise a reasonable suspicion of being armed. The vast majority of frisked individuals are under 22 years of age, and about 40 percent of them are minors.

Gun Safety Awareness Program
Safety and Driver Education
Dade County Public Schools
6100 N.W. 2nd Avenue
Miami, FL 33127
tel: 305/757-0514
fax: 305/757-7626
Stephanie Harrington, Division of School Police

In Dade County, Florida a Youth Crime Watch program, mandated for all schools, was created in 1984 to extend the neighborhood watch concept to schools. The Gun Safety Awareness Program, a district-wide effort, began in November 1988. In addition to the comprehensive curriculum, the school board declares a week in November as "Gun Safety Awareness Week." The Gun Safety Awareness Program targets K-12 students and their parents, examining causes of handgun violence in the community and educating youth and parents on how to prevent gun related violence, encourages anonymous reporting of guns, and teaches the consequences of being arrested.

The curriculum is supplemented by area Youth Crime Watches, school resource officers, and police officers. Training workshops for parents on handgun safety awareness have been conducted in each school by Parent Education Department Staff. Metal detectors are used unannounced at selected schools, and students caught with guns are referred to juvenile or adult court and recommended for expulsion to an alternative school. Awareness levels among youth and parents about the need to prevent handgun violence have increased in Dade County as a result of the program.

Guns, Teens, and Consequences
Tulsa Public Schools
3027 South New Haven, PO Box 470208
Tulsa, OK 74147-0208
tel: 918/745-6800
fax: 918/745-6597
Dr. Lyle Young

To keep all schools in the district free from weapons, the school district mailed a summary of relevant state laws to each family. One of the city's police officers, who is also a D.A.R.E. officer, produced a video, "Guns, Teens, and Consequences." To date, it has been shown to more than 6,000 middle and high school students.

Handgun Violence Reduction Program (HVRP)
Baltimore County Police Department

700 East Joppa Road
Towson, MD 21286-5501
tel: 410/887-5203
fax: 410/887-5337
Sergeant Karen Sciascia

The Handgun Violence Reduction Program is a project of the Baltimore County Police Dept. It is a combination public information campaign and handgun safety program. The public information campaign consists of a hotline, PSA's, and presentations in the community that provide information on safe storage of guns, the legal issues and liabilities of gun ownership, and the limitations of guns as personal protection.

The police department also collaborated with the public school system to design gun safety curricula for the third, seventh, and ninth grades. The purpose of the school-based curriculum is to teach children about the dangers of handgun misuse. Uniformed police officers make presentations in schools about gun safety and violence prevention. These curricula seek to deglamorize handguns and to provide information on how kids should respond when they come in contact, or are threatened, with a gun.

A three-year evaluation indicated that the program improved students' attitudes, knowledge, and behavior (based on how students reported they would respond to scenarios involving guns) both immediately after the program and three months later.

Hands Without Guns
Educational Fund to End Handgun Violence
110 Maryland Avenue, NE, Box 72
Washington, DC 20002
tel: 202/544-7227
fax: 202/544-7213
Josh Horowitz, Executive Director

Hands Without Guns is a collaborative project utilizing six organizations - The Educational Fund to End Handgun Violence, The National Institute for Violence Prevention, The Harvard Injury Control Center, Citizens for Safety, New England Medical Center and 2 PM - who have joined together to launch a new public health campaign in Boston designed to reduce gun violence. The effort will develop a model public education campaign with the following key elements:

- a unique partnership between health care providers, community advocates and leaders, public health experts, victims, and a CDC funded research center;
- a clearly defined public health focus and the use of innovative multimedia techniques to communicate the message;
- grass-roots community organization focused on empowering youth, families and neighborhoods to reduce handgun violence;
- a national visibility through the networking leadership of the Educational Fund;
- evaluation by the multi-disciplinary research center based at the Harvard School of

Public Health;

- a program capable of replication in cities throughout the United States.

Hazelwood Center High School -- Student Intervention Program
15955 New Halls Ferry
Forissant, MO 63031
tel: 314/839-9500
fax: 314/839-9524
Nancy Snow/Mike Adam, Counselors

Students who are suspended for assaults, weapons, or drugs are referred to a four-week alternative program at a location away from their home school. Students engage in four hours of individualized course work and participate in group counseling sessions daily. Students also attend weekly individual counseling sessions. Counseling focuses on issues such as conflict mediation, habits and addictions, and communication. Parents are mandated to participate in three counseling sessions focused on family history, parenting skills, and school-related family issues. After completion of the four-week program, students are evaluated by school administrators to determine if the rest of the 90-day suspension can be completed through in-school probation.

***Hospital-Based Youth Violence Prevention Program**
Camden County Prosecutor's Office
25 North Fifth Street
Camden, New Jersey 08102
tel: 609/225-8400
fax: 609/963-0083
Edward Borden, Jr.

The program is based at Cooper Hospital/University Medical Center (Trauma Center), and targets children who have been charged, or convicted of crimes, and referred to the Intensive In-House Supervised Detention Program. The objectives of the program are to present a realistic portrayal of the trauma resuscitation process; to discuss the emotional, social and physical impact of violent crime injury; and to discuss alternative solutions to avoid and/or minimize violent behavior. Program activities include: tours of the resuscitation area, audio visual aides and graphic depictions of the physical effects of violence, close-up pictures of bullet and stab wounds, tours of the hospital morgue and trauma intensive care unit. In the intensive care unit, patients' conditions, life support equipment, pain and prognoses are discussed.

***Injury Prevention and Control Unit**
Health Promotion and Disease Prevention
New Jersey Dept of Health (NJDOH)
50 East State Street, CN-364
Trenton, NJ 08625-0364
tel: 609/984-6137
fax: 609/292-3580

Liz Congdon, Program Manager

The program supports youth violence prevention programs focusing on three of the state's urban areas with the highest rates of gunshot wound deaths (Camden, Newark, and Paterson). NJDOH, an active participant on the Medical Society of New Jersey's Subcommittee on Violence (represents 9,500 New Jersey physicians) has identified preventing violence and helping victims of violence as major public health priorities. The subcommittee has developed and distributed model medical policies for use by physicians in identifying and properly handling or referring cases of violence. Other activities have included involving the youth in developing videos on guns, national lobbying for restrictive gun legislation, and educating medical community on gunshot injuries and prevention.

NJDOH is also involved in interagency efforts. It is represented on the Violence and Vandalism Task Force, a Dept of Education working group that is developing recommendations to reduce school violence and vandalism.

***Illinois Council Against Handgun Violence**

202 S. State Street, Suite 1100

Chicago, IL 60604

tel: 312/341-0939

Dan Kotowski, Project Coordinator

Mark Karlin

The Council has helped law enforcement officials ban "Cop Killer" bullets in Illinois; raised public awareness about the proliferation of handguns in the streets; monitored judicial action regarding firearm offenders; formed ONTARGET, a 200 member coalition of law enforcement and elected officials, health care professionals, community groups and professional organizations to reduce gun violence in Illinois. The Council established a membership base of 5,000.

They are currently fighting for a text on firearms and ammunition to pay for trauma care; seeking to hold manufacturers legally responsible for death and injuries caused by "Saturday Night Specials" and assault weapons; urging stricter regulation of the 10,000 Federally licensed gun dealers in Illinois; and public education campaigns.

***Illinois State Police School Security Facilitator Program**

Illinois State Police

Training Academy

Springfield, Illinois

tel: 217/786-6902

fax: 217/786-7208

Linda Lange

The ISP identifies a jurisdiction where concerns about, and levels of, school violence are in evidence. Representatives from all community programs (private, government, not-for-profit) that play a role in youth crime/violence problems are invited to attend an intensive 5 day team building/education program

at ISP's training academy. A typical "team" will include:

- Law enforcement personnel (youth officers, others)
- School administrators/teachers
- Local state's attorney/public defender
- Prevention and treatment staff (local programs)
- Other court officials
- Other concerned community members

Community teams range in size from 5 to 15. Each member lives at the academy (in trooper dorms) with his/her team members throughout the training program. The courses are divided between 1) youth violence issue education and 2) violence reduction strategies. Part of the curriculum in this training effort deals directly with the interdiction of guns coming into schools. Trainers highlight identification of situations where violence may escalate to use of a weapon, investigative techniques to acquire secondary /tertiary source information on any weapons that might be in the school, and actual strategies for weapon removal and cooperation with law enforcement authorities. Additional programs such as locker searches, canine searches, metal detectors are also discussed. School administrators are cautioned about direct intervention with an armed student. Teams are "returned" to their communities to educate others on youth violence issues and implement selected strategies for violence reduction. No short or long term evaluation of this program has been implemented. Anecdotal information from prior participants would indicate some degree of success.

Juvenile Diversion Program

County Attorney's Office

2225 East Ajo Way,

Tuscon, AZ 85713

tel: 602/740-5089

fax: 602/770-9212

Clint Stinson, Assistant County Attorney

In Pima County, Arizona, the Juvenile Diversion Program has set up a firearms prevention course for youngsters who are not hard core delinquents but who have been referred to juvenile court for firing or carrying a gun as well as young people at risk for becoming involved with guns. At least one parent is required to attend the monthly sessions. During the course, the assistant prosecutor informs the juveniles and their parents about gun laws. Parents are given instruction on safe gun storage. By agreeing to take the course, the youngsters do not have their case adjudicated and are not placed on probation; however, they do acquire a juvenile record.

Kansas City Weed and Seed Program

1201 Walnut Street, Suite 2300

Kansas City, MO 64106

tel: 816/426-3122

fax: 816/426-4176

Steven Hill, US Attorney

The Kansas City Weed and Seed program is a joint effort between the U.S. Dept of Justice, the U.S. Attorney, and the Kansas City Police Department. They have pulled together a working group consisting of law enforcement, human service agencies, and community organizations including the Regional Office of the US Department of Housing and Urban Development; the Small Business Administration; the Kansas City Neighborhood Alliance; and the Ad Hoc Group Against Crime.

The program has been conducted by focusing police efforts in high-crime neighborhoods to routinely stop traffic violators, youth violating curfews and other infractions of the law. During these routine stops, police look for any infractions that give them the legal authority to search a car or pedestrian for illegal guns. Special gun-intercept teams have been used and determined to be 10 times more cost-effective than regular police patrols. In an 80-block neighborhood with a homicide rate 20 times the national average, the program reduced crime by at least 50% during a six-month period through a gun-intercept experiment. Despite the fact that previous police campaigns have drawn protests of discrimination, the gun intercept programs in Kansas City and Indianapolis have not drawn protests. Police involved community and religious leaders in initially planning and neighborhoods have made requests for greater police activity.

Keep Our Kids Alive
Housing Authority Police
216 East 99th Street
New York, NY 10029
tel: 212/410-8505
fax: 212/996-0137
Sergeant Ricardo Aguirre

The Keep Our Kids Alive program targets public housing youth who carry and use guns. The program trains housing youth officers to identify kids who fit a gun carrier profile to work as mediators; and trains resident youngsters to implement an anti-gun violence education program for other young residents.

***KIDS + GUNS: A Deadly Equation**
Center to Prevent Handgun Violence
1225 Eye Street, NW, Suite 1100
Washington, DC 200005
tel: 202/289-7319
fax: 202/371-9615

Dade County Public Schools, the Center to Prevent Handgun Violence, and Youth Crime Watch of Dade have jointly developed the nation's first program for students in pre-K-12. KIDS + GUNS is designed to teach students about the dangers of playing with or carrying guns. Classroom and general assembly activities for all grades and a video for grades 7-12 provide students with help in recognizing unsafe situations, suggestions on how to react when encountering guns, how to resist peer pressure to play with or carry guns, and how to distinguish between real-life and TV violence. Moreover, the curriculum explains to the children what can happen, physically and legally, when guns are not taken seriously. A parent education component is included in the program. Group presentations, a brochure and a video for parents are provided as basic safety information to help them keep guns out of children's hands.

Kid With a Gun/Call 911 Campaign
Mobile Partnership for Youth
305A Glenwood Street
Mobile, AL 36606
tel: 205/473-3673
fax: 205/479-8831
Ninki Vickers, Director

The Mobile Bay Area Partnership for Youth, a community based organization, in coordination with the police and sheriff's departments created the Kid With a Gun/Call 911 Campaign to encourage citizens to call 911 upon seeing an armed youth. A three-month long media campaign in 1992 focused local attention on youth violence and gun safety and raised parents' awareness about these issues. Since then, whenever the gun problem recurs, the police ask the media to repeat the campaign's public service announcements.

MAD DADS (Men Against Destruction--Defending Against Drugs and Social Disorder)
221 North 24th Street
Omaha, NE 68110
tel: 402/451-3366
fax: 402/451-3500
Edward Staton, President

The Omaha MAD DADS is a member of the nationwide coalition of community fathers who offer violence prevention through community service. Using community policing strategies, MAD DADS cooperates with law enforcement agencies by providing weekend street patrols within troubled areas; reporting and videotaping crime, drug sales, and other destructive activities to authorities; painting over gang graffiti; and challenging drug dealers and gang members to leave the area. Community activities offered for youths include chaperoning community events and providing counseling services. MAD DADS also makes quarterly visits to local jails and prisons to counsel and encourage youths and adults to join the program.

The Omaha, Nebraska, MAD DADS also has conducted successful gun buy-back programs with the police department, and sponsored gun safety classes with local law enforcement officials and the Omaha office of the FBI. MAD DADS sponsors an annual citywide Drug Treatment Awareness Week with the Omaha Community Partnership and a citywide youth Anti-Violence Task Force with the University of Nebraska Medical Center and Pizza Hut Restaurants of Omaha. MAD DADS operates in communities in Lincoln and Omaha, Nebraska; Houston, Texas; Denver, Colorado; 23 cities in Florida; Greenville, Mississippi; 3 in New York City; Baltimore, Maryland; Columbus, Ohio; and Council Bluffs, Iowa. The gun buy-back program has resulted in the collection of more than 2,500 guns at a cost of \$70,000 since 1991.

New York City Metal Detector Program
New York City Public Schools
Director of School Safety
600 East Sixth Street

New York, NY 10009
tel: 212/979-3300
fax: 212/979-3283
Mrs. Zachary Tumin, Director

In 1988, in the context of a broader violence prevention program in the schools which included curricula, peer mediation, and crisis intervention teams, the New York City school system instituted a metal detector program. The 16 schools chosen to participate were ones where the highest numbers of weapons were being found. School security staff began using hand-held metal detectors to conduct unannounced lobby searches of students at the start of the day. The program required a mobile staff of 120 and cost \$300,000 per year per school. According to the school system personnel, aside from removing more than 2,000 weapons (the most commonly confiscated item was a razor-blade box cutter) weapon-related incidents of all types decreased in 13 of 15 schools; attendance improved; and anecdotal outcomes included many students' expressions of an increased sense of security.

Since that time, the number of NYC schools with metal detectors has risen to 41 (out of 125). But weapon-related incidents continue. In one, which also uses X-ray machines to screen book bags and backpacks, magnetic identity cards, security guards, and magnetic door lock, a stabbing occurred. When environmental interventions such as these are used they are often viewed as infringements on personal freedoms and criticized because they are touted as an immediate solution to a problem that cannot be solved without addressing the underlying social and psychological causes of aggressive behavior.

***PACT (Policy, Action, Collaboration, and Training)**
Violence Prevention Project
Contra Costa County Health Services Department
75 Santa Barbara Road
Pleasant Hill, CA 94523
tel: 510/646-6511
Larry Cohen, Project Director

The program represents a collaboration among the Contra Costa County Health Services Department Prevention Program, West Contra Costa County organizations, and the California Department of Health Services. A coalition of 10 local agencies guide implementation of activities to identify causes of violence, to study strategies for reducing violence, and to advocate for solutions. The cornerstone of PACT is violence prevention leadership training for African-American, Laotian, and Latino youths. The training and follow-up activities help the youths focus on issues of violence in their own strategies for violence prevention.

Youth outreach is supported and enhanced by neighborhood partnerships involving business, schools, government, neighborhood residents, and community organizations. PACT's multicultural collaboration promotes awareness and respect for West Contra County's diversity through activities such as community forums, parent councils, and cultural festivals.

PACT staff have also compiled a set of resources for a public health policy response to gun violence in

local communities for use by policy makers, media representatives, and other health department personnel working to prevent gun injuries and deaths. Most recently, the project developed an action plan for preventing violence in Contra Costa County. The plan was placed on the November 1994 ballot by the County Board of Supervisors. The plan is supported by a "Framework for Action" that enumerates many of the specific activities local communities and governmental bodies can undertake to reduce and prevent violence.

The project has an evaluation component to assess the degree of involvement by community organizations, the relationship between county government and community organizations, and changes in youths' attitudes about violence.

People Opening the World's Eye to Reality (POWER)

Goldwater Memorial Hospital

Roosevelt Island

New York, NY 10044

tel: 212/318-4361

fax: 212/318-4370

Samuel Lehrfeld, Program Director

POWER members are patients at Goldwater Memorial hospital who are disabled and sometimes dependent on respirators. All were seriously injured as a result of drugs and/or street violence. They range in age from 19-44. Confined to wheelchairs, they pay visits twice a week to high schools, correctional facilities, probation agencies, and community centers to tell their stories to youths of similar ages and circumstances. Because some members were incarcerated due to their involvement with drugs and substance abuse, they are in a unique position to warn their peers about the hazards of drugs. Their fundamental message to the youths of New York is simple: "Put down the guns and drugs and pick up the books, because drugs, guns, and violence have only three results: jail, paralysis, or death!"

The Prevention Partnership

Center for Substance Abuse Prevention Grant

139 Menahan Street

Brooklyn, New York 11221

tel: 718/919-3900

fax: 718/574-5100

Anthony Brown, Acting Project Director

This program aims to provide incentives for people to turn in guns. This program involves the Fighting Back community partnership, a local high school, and two police precincts (83d & 104th). Guns are exchanged for food vouchers.

Project LIFE

(Lasting Intense Firearms Education)

Training and Alternative Programs

Marion Superior Court, Juvenile Division

2451 N. Keystone Avenue
Indianapolis, IN 46218
tel: 317/924-7440
fax: 317/924-7508
Stacia Lozer, Director of Hiring, Training and Alternative Programs

Project LIFE is operated by the Marion County (Indianapolis), Indiana Juvenile Court. It is a diversion program for juveniles arrested on gun charges. As in the Pima County program, parental participation is required. The program is designed to help youth and their parents learn about the effects of gun violence and accidents through an experiential exercise. Children and their parents prepare a paper on the effect of guns. A discussion based on these papers opens the education session. After the discussion, a videotape of an actual accidental shooting is shown. Participants engage in another discussion on the impact they would have felt had the delinquents been the victims of gun violence or accidents rather than the violators of gun laws. They imagine and discuss, for example getting a call from the morgue rather than from the jail. The majority of the families do not return to juvenile court on gun charges.

Rebound/Lookout Mountain Camp Falcon Juvenile Facility
Rebound Corporation
1700 Broadway, Suite 2200
Denver, CO 80290
tel: 303/861-9717
fax: 303/861-0111
Bob Hietala, Program Director

Camp Falcon was created during a special 1993 session of the Colorado legislature in response to public concern over an increase in violent juvenile crime. This highly structured and regimented boot camp will provide a sentencing alternative for first-time and other juvenile offenders, in lieu of a 45-day detention, probation, or commitment to the Division of Youth Services. Camp Falcon is located on the grounds of Lookout Mountain Youth Services Center's secure campus. The program consists of a 60-day, regimented military boot camp that includes academic education, life-skills building, and drug and alcohol abuse education. Youth are supervised by highly trained staff 24 hours a day; the program structures every minute of a youth's time from 5 a.m. when he wakes up to 9 p.m. when the lights are turned off. Youth sentenced to Camp Falcon must be adjudicated, delinquent males sentenced by the court to regimented juvenile training; be 12 to 18 years old; be psychologically capable of handling a confrontational, disciplinary milieu; and be physically capable of participating in an intensive training regimen.

The program is designed for first-time offenders, probation violators, and youth sentenced under the new handgun legislation. In general, the youth have committed property crimes but may have some assaultive behavior. The judge hearing the case makes the initial sentencing decision based in part on the presentencing report of the juvenile's probation officer. Post-sentencing, mental and physical assessment, and time spent in detention may reduce the standard 60-day length of stay. An aftercare program is provided upon a youth's completion of the Camp Falcon program.

Second Chance School
Topeka Schools USD 501
423 South East Norwood
Topeka, KS 66607
tel: 913/233-0313
fax: 913/575-6161
Rome Mitchell, Director

The Second Chance School is a half-day instructional program for voluntary students who have been expelled for possession of weapons or assaulting a staff member. Students engage in studies of math, social sciences and language skills, participate in some recreational activities and are required to participate in community service. Depending on the seriousness of the offense, students attend the program for one semester or one year. Upon successful completion of the program, grades are sent to the home schools and students are readmitted. To date, 90% of the students enrolled have successfully completed the program. The program has been operating for three years and has a maximum capacity of eight students in the morning class and eight in the afternoon class. The Second Chance School has developed partnerships between the juvenile courts, the public schools, the police department and the recreational department.

Shock Mentor Program
Prince George's Hospital Center
3001 Hospital Drive
Cheverly, MD 20785
tel: 301/618-2100
fax: 301/618-3966
Allan E. Atzrott, President

The Shock Mentor program was recently developed by Prince George's Hospital Center and Concerned Black Men, Inc., a District-based mentoring group of African American professionals. The program brings Prince George's high school students into the shock trauma and emergency rooms to watch doctors patch together the victims and perpetrators of violence. This program is part of a larger county school-wide conflict-resolution program, peer mediation training program, black male achievement program, and county-wide forums on violence prevention.

The visits continue throughout the school year and each time students go through the trauma center, they are accompanied by a member of Concerned Black Men. Their role is to provide support to the young people as well as show them that there is an alternative to becoming a statistic in a trauma unit.

Solutions Without Guns
Gun Safety Institute
320 Leader Building
Cleveland, OH 44114
tel: 216/623-1111
fax: 216/687-0115

Dr. Joseph D. Clough, Founder and President

Conducted an attitude survey of students with the support of the W.T. Grant Foundation in Cleveland Public Schools and determined four major factors contributing to gun-proneness. A substantial increase in gun-proneness occurs between fifth and sixth grade. "Solutions Without Guns" is geared towards kids in that age group. So far teachers and students have both been enthusiastic.

The Solutions Without Guns program is a multi-media education curriculum designed to address four gun-proneness factors which were identified in their study as being the main cause of handgun violence among youth: 1) guns and the people who use them are exciting; 2) guns provide both safety and power; 3) aggression is a response to shame or disrespect; 4) children are comfortable with aggression. The program is based on the view that students, teachers and parents must understand what these factors are and that children must learn to choose positive alternative behaviors when faced with situations that have the potential to result in gun violence.

The program's goals are geared toward prevention, not interdiction, providing students with skills to identify the four gun-proneness factors in themselves and others; identify and choose alternative positive behaviors; resist negative peer pressure in regard to the four factors; and practices appropriate pro-social behavior themselves and encourage the same in others. The curriculum is Language Arts-based but is meant to be integrated into other daily classroom lessons, through academically oriented activities and exercises.

Southeastern Michigan Spinal Cord Injury System
Rehabilitation Institute of Michigan
261 Mack Avenue
Detroit, MI 48201
tel: 313/745-9740
fax: 313/993-0812
Marcel Diskers, Director

The Southeastern Michigan Spinal Cord Injury System provides a video and discussion guide to high schools about gunshot victims and injuries. "Wasted Dreams" (distributed by Film Ideas, Inc. at 800/475-3456) is a peer-to-peer video on the effects of violence on seven young men. This group of teenagers, and one young man who can breathe only with the help of a respirator, all describe how they were shot, and, in hindsight, how they could have avoided becoming victims. Produced by the Rehabilitation Institute of Michigan.

*State Attorney General's Law Enforcement and Educational Task Force
Division of Criminal Justice
25 Market Street, CN085
Trenton, NJ 08625-0085
tel: 609/292-4925
fax: 609/292-3508
Deborah Poritz, State Attorney General

The State Attorney General's Law Enforcement and Educational Task Force is an interagency effort to lower the incidence of school violence. The task force recently signed agreements (1993) with all school superintendents regarding guns in school grounds. This memorandum of agreement between the departments of education and law enforcement officials includes provisions for dealing with weapons on school property and establishes reciprocal rights and responsibilities for teachers, parents, and law officials.

***Steps to Prevent Firearm Injury (STOP)**

American Academy of Pediatrics
141 Northwest Point Boulevard, P.O. Box 927
Elk Grove Village, IL 60009
tel: 800/433-9016
fax: 708/228-5097
Michelle Esquivel, Director

A collaborative effort with the Center to Prevent Handgun Violence has led to The Childhood Firearm Injury Prevention Project which is the first national educational program designed for pediatricians to use when counseling parents on the risks of keeping a gun in the home and the dangers guns pose in the community.

The program consists of (1) a monograph on firearm injury and death; (2) a bibliography of resources related to gun violence in America; (3) an audiotape that models dialogue between pediatricians and parents; (4) an eight-page brochure for parents that describes the dangers guns present and ways to minimize them; and (5) a poster for display in waiting rooms.

The package, which has been disseminated to more than 700 AAP members is currently being evaluated. Preliminary findings show an increase in pediatrician's willingness to talk about the issue after receiving the materials.

Straight Talk About Risks (STAR)

Center to Prevent Handgun Violence
1225 Eye Street, NW
Washington, DC 20005
tel: 202/289-7315
fax: 202/962-4601
Nancy Gannon, Director of Education

Straight Talk About Risks (STAR) is a curriculum for four grade clusters: K-2, 3-5, 6-8, and 9-12. STAR is a comprehensive school-based program designed by the Center to Prevent Handgun Violence to reduce gun injuries and deaths with prevention activities for children and their families. Through STAR, students also learn how to make better, safer decisions and resolve conflicts without violence through role-playing, how to resist peer pressure to play with or carry guns, how to distinguish between real life and TV violence, goal setting, and the development of leadership skills.

The program includes the curricula in English, Spanish, training, technical assistance, and safety information for parents. The curricula provides a flexible format: the activities may be taught alone, through a health or social skills class, or can be taught over several weeks. Many of the activities are suitable for use across the curriculum in English, mathematics, science, or visual and performing arts classes. A recent evaluation found that the program was most effective for students in grade 3-5 in terms of improvement in knowledge, attitudes and behavior.

***Teens on Target & Youth Alive**

Summit Medical Center
South Pavilion, 4th Floor
350 Hawthorne Avenue
Oakland, CA 94609
tel: 510/444-6191
fax: 510/444-6195
Deane Calhoun, Director

Youth Alive, a statewide nonprofit agency based in Oakland, provides expert testimony, presentations, and interagency communication to policy makers and the media about the incidence, cost, and impact of youth gun violence. Teens on Target (TNT) is a grass-roots organization in Oakland California, established in 1988 after two junior high school students were shot in school. TNT was founded on the assumption that young people can address the problem of gun violence better than adults. Each year an Oakland teacher and a San Francisco Trauma Foundation staff member educate a group of high school students on gun violence. The students develop their leadership and public speaking skills, then become violence prevention policy advocates, peer educators, and mentors for middle and elementary school students.

Youth Alive also runs a program called "Caught in the Crossfire." The program sends young counselors into Highland Hospital to try to persuade teenage gunshot victims to avoid further violence by not retaliating. Counselors emphasize that all revenge is going to do is destroy another life and put friends (who are doing the retaliating) at risk of being locked up. Several high school students, belonging to a group called Teens on Target, were trained by Youth Alive to be advocates against violence and to be volunteer counselors for the hospital program.

***UHLICH Children's Home**

3737 N. Mozart Street
Chicago, IL 60618-3689
tel: 312/588-0180
fax: 312/281-4237
Thomas VandenBerk, President

Mr. VandenBerk has developed a fact sheet on How Child Welfare Agencies and Child Advocates Can Help End the Epidemic of Death, Disability and Suffering due to Handguns. Suggestions include providing conferences, informational sessions, and programs to educate parents and parents about the risks of weapons in the home.

*University of Virginia Youth Violence Project
University of Virginia
Hampton Roads Center
Virginia Beach, Virginia
tel: 804/552-1890
fax: 804/552-1898
Dyanne Bostain, Director

UVA's project focuses on reducing youth violence through a team approach. Staff bring together a multi-disciplinary team of experts on youth aggression and violence (education, psychology, law enforcement, planning, crime prevention) who present 4 to 45 hour instruction courses in selected Virginia cities. Prior participating cities include: Falls Church, Newport News, Roanoke, Richmond and Virginia Beach.

Program participants (primarily school and law enforcement officials from target jurisdictions) are exposed to a variety of issues (risk factors for violence, multi-cultural dynamics, etc.) and asked to implement a series of actions in their schools including building security assessments and peer mediation. Many of the instructors in this program are local police officers. Part of their curriculum also deals with weapon identification and interdiction. School collaboration/cooperation is stressed, since school officials are not trained in defensive weapon removal/disarming tactics. In 1994, the project will expand its reach through a televised version "School Safety and Youth Aggression" to be downlinked to 24 sites across the Commonwealth.

No short or long term evaluation of this program has been implemented. Anecdotal information from prior participants would indicate some degree of usefulness/success. UVA staff would be supportive of any credible outside evaluation effort.

*Violent Injury Prevention Program (VIPPP)
Monterey County Health Department
Injury Prevention Section
1000 South Main Street, #306
Salinas, CA 93901
tel: 408/755-8486
fax: 408/758-4770
Diana Jacobson, Chief

VIPPP, directed by a Violent Injury Prevention Coalition and a steering committee, seeks to prevent and reduce acts of violence in Salinas through community unification and education by disseminating resources and information. The steering committee, composed of representatives from diverse sectors of the community (e.g., education, religious, criminal justice, health, and government), identified and prioritized violence issues in the Salinas community and then developed recommendations for the Violent Injury Prevention Coalition to implement. The identified issues ranged from alcohol and other drug abuse to a perceived need to take a firmer approach to violence. Recommendations to address these concerns included the creation of a community information hotline and the development of anti-violence public

service announcements (PSA's), weapon safety materials, and a discount trigger lock coupon program. The program sponsored a "Stop the Violence Day that featured a variety of events, including a peace rally. In April 1992, as part of "Violence Prevention Month," nearly 1,900 people pledged to stop violence. The program also aired violence prevention PSA's on local television stations.

In addition, the program distributes an information sheet for parents to fill out whenever their children visit friends. On this sheet, parents can document where their children are, whether there are any guns in the house and, if so, whether the gun are locked up. All information distributed by the program is printed in English and Spanish. Evidence of success is indicated by the institutionalization of this private-sector partnership in the community.

***WARN (Weapons Are Removed Now)**

Reseda High School
18230 Kittridge Street
Reseda, CA 91335
tel: 818/342-6186
fax: 818/776-0452
Mr. Shaffer, Director

WARN is an anti-weapons program designed to keep weapons off school campuses. The WARN objectives demonstrate that violence is an improper method for settling disputes; that weapons on campus are life threatening; and that informing on those who bring weapons on campus is the morally correct thing to do.

The program operates by training high school students to visit their neighborhood elementary and middle schools and speak to students concerning the danger of weapons on campus. The high school students may go alone or in groups. The method of presentation is left to a student's discretion with adult guidance. The administration of the high school will assist the students by confirming contacts with local feeder schools and by providing transportation if needed.

Weapon Watch
Mental Health Center
Memphis City School District, Room 102
2597 Avery Avenue
Memphis TN 38112
tel: 901/325-5810
fax: 901/325-7634
Dr. Gerry Nichol, Director

Weapon Watch was implemented to get children involved in ridding their schools of weapons. The school district joined forces with the Memphis Police Dept and Crime Stoppers, a group that financially rewards citizens for calling in tips about crimes. Instead of buying metal detectors, Memphis officials decided to get students involved in weeding out the weapons.

A hot line was established for students to call anonymously with information pertaining to a class mate who brings a weapon to school. Students who call in are given a secret code number. Once the call is received, police are dispatched to the school, and officers conduct an investigation. Students are rewarded if the information leads to the confiscation of weapons and the arrest of the classmate who brings a weapon on campus.

*Words Not Weapons
Office of Violence Prevention
Massachusetts Department of Public Health
150 Tremont Street
Boston, MA 02111
tel: 617/727-2700
fax: 617/727-1246
Salena Respass, Director

The Words Not Weapons campaign is currently coordinated by the Office of Violence Prevention and co-sponsored by the state department of education, the Massachusetts Committee on Criminal Justice, and the Governor's Alliance Against Drugs.

Enrollment in the program is open to schools in cities and towns in all areas of the state. The governor (Weld) has pledged to make personal visits to each participating school to meet students and staff. Plans include training for teachers and other school personnel and creating linkages among parents, the media and community agencies. Although the initial efforts will focus on schools, the long-range goal is for community-wide expansion that includes many segments of society - law enforcement, criminal and juvenile justice, business, religious institutions, health care and social service organizations.

Youth, Firearms and Violence in Atlanta:
A Problem -Solving Approach
Emory University School of Public Health
1599 Clifton Road, NE
Atlanta, GA 30329
tel: 404/727-5481
fax: 404/727-8744
Dr. Arthur Kellerman

In Atlanta, Dr. Arthur Kellerman of Emory University is working together with the community, state and local governments, and Project Pulling America's Cities Together (PACT) to analyze the magnitude, extent, and characteristics of youth firearms violence and develop a broad-based strategy to address the problem. The planned intervention will apply a three-part strategy: (1) reducing demand of firearms through a comprehensive community education program; (2) reducing supply by promoting safe storage of firearms and by law enforcement efforts to interdict the illegal gun market; and (3) aggressive rehabilitation seeking to decrease recidivism among juvenile gun offenders.

Youth Trauma Team
Howard University Violence Prevention Project
525 Bryant Street, NW
Washington, DC 20059
tel: 202/797-0723
Hope Hill, Director

A group of two psychologists, four social workers, 16 community recreation workers, and 45 trained police officers formed the Youth Trauma Team which patrols the city at all hours helping children cope with the violence they so often witness. The work of the Team is helped by the Howard University Violence Prevention Project which offers an after-school middle school program, a pre-school program, and a summer camp which provides social support, tutoring, esteem-building, and cultural enrichment for children who have been exposed to serious violence, including gun violence. The program gives children an opportunity to receive the services they need so they do not perpetuate the cycle of violence.

Zero Tolerance Program
San Diego City Schools
4100 Normal Street
San Diego, CA 92103-2682
tel: 619/293-8418
fax: 619/293-8067
Dr. Frank Till, Director

The Zero Tolerance Program applies to middle, junior and senior high school students. All students who possess a firearm, knife, explosive or any other dangerous object in school shall be immediately suspended and recommended for expulsion. The student is given the option to attend a district Zero Tolerance Program for a minimum of one semester. If the student elects to attend the program, the expulsion is suspended.

The Program is established so that students are able to continue with their studies, receive counseling and more individual attention, work at their own pace and complete as many courses as possible.

All objects used in a threatening manner are considered to be a weapon even if typical use is not as a weapon. Trespassing on school grounds by students who are not enrolled and who have not been cleared by the school office shall be a recorded, suspendable offense, and a third offense shall require attendance at a Zero Tolerance Program. In every case where students violate applicable Education Code and Penal Codes, they will be charged and arrested and taken to a juvenile detention facility or county jail.

III.

A NATIONAL ORGANIZATION DIRECTORY



III. A NATIONAL ORGANIZATION DIRECTORY

Advocacy Institute
1730 Rhode Island Avenue, NW, Suite 600
Washington, DC 20036-3118
tel: 202/659-8475
fax: 202/659-8484
Michael Pertschuk, Co-Director

The Advocacy Institute is working to build an infrastructure for the movement against gun violence, including a computer network (Safety Net) to link advocates fighting gun violence. Its objective is to facilitate unified voices and alliances that can challenge and surpass the influence of the NRA and its allies in the arena of public policy and values. AI plans to develop and provide a gun violence training program for community-based advocates; provide technical assistance to researchers in monitoring and timely disseminating of gun policy and policy-related research.

American Academy of Pediatrics
141 N. West Point Boulevard
P.O. Box 927
Elk Grove Village, IL 60009-0227
tel: 800/433-9016
Dr. Joe M. Sanders, Jr., Director

In 1985, the American Academy of Pediatrics (AAP) issued a policy statement encouraging its members to support gun control. In 1992, the recommendations extended beyond legislative and regulatory measures and included: (1) removing handguns from the environment in which children live and play; (2) reducing the destructive power of ammunition; and (3) reducing the romanticization of gun use in the popular media.

The membership recommended that gun manufacturers and retailers develop and sell gun safety devices. For the long term, AAP advocated that legislative bans be placed on various firearms and the public be made aware of the prevalence of childhood gun injuries.

American Bar Association
750 North Lake Shore Drive
Chicago, IL 60611
tel: 312/988-5109
fax: 312/988-5100
George E. Bushnell, Jr., President-Elect

The ABA and its membership of over 370,000 lawyers nationwide is engaged in a range of activities aimed at the reduction of gun violence in our nation. The ABA Legal Solutions to Gun Violence assists cities, counties and states in drafting and enacting ordinances and laws to regulate firearms, including

legislation to ban the manufacture, sale and possession of all assault weapons. Additionally, the ABA is working with a broad coalition of law-enforcement, medical and public-health, victim advocacy and community and locally-based organizations in public education efforts related to the Second Amendment to the Constitution, risks and costs of gun violence, and the impact of gun violence on children and youth. The ABA supports the efforts of the recently formed private bar groups in San Francisco (Legal Community Against Violence) and New York (Lawyers' Committee Against Violence), for the primary purpose of pursuing damage suits on behalf of victims of gun violence.

American Psychological Association
Commission on Violence and Youth
750 First Street
Washington, DC 20002-4242
tel: 202/336-5500
fax: 202/336-6063
Jackie Gentry, Director

An American Psychological Association commission was created in 1991 to review current and past research on youth violence. In August, 1993, the Commission released a report entitled "Violence and Youth: Psychology's Response." Next steps involve a conference in January on the subject.

Annie E. Casey Foundation
701 St. Paul Street
Baltimore, MD 21202
tel: 410/547-6600
fax: 410/547-6624
Bart Lubow, Senior Associate

The Annie Casey Foundation is considering the following issues which can contribute to developments to protect children and youth from handgun violence.

- How to build a movement to end the political and cultural traditions that sustain unregulated handgun manufacture and distribution;
- How to avoid (and/or undo) regressive juvenile and adult justice system laws and policies that punishes kids mindlessly while consuming vast amounts of scarce tax dollars for practices with no relation to improved community safety;
- What to do, in terms of research and information system development, to ensure that policies developed to prevent or reduce handgun violence are data-driven;
- How to focus more attention in the gun violence arena on the particularities of the issue for disadvantaged children and communities. How to bring community perspective and experience into these efforts;

- What is the state of the art in policies and programs to reduce violence, especially handgun violence;
- How can system reform initiatives incorporate both a message in support of new policies and effective strategies to reduce handgun violence?

Centers for Disease Control (CDC)
National Center for Injury Prevention and Control
Division of Violence Prevention
4770 Buford Highway, NE, Mailstop K60
Atlanta, GA 30341-3724
tel: 404/488-4362
fax: 404/488-4349
Jim Mercy, Director

The CDC is currently tracking baseline data and delineating strategies to address each of the "Healthy People 2000: National Health Promotion and Disease Prevention Objectives" which include three objectives (out of 18) which concern firearm accessibility.

○ Through the extra-mural research grants, CDC is funding the State-based Firearm Injury Surveillance Projects. The purpose of the state-based firearm injury surveillance projects is to fund seven (7) states to begin to develop a system to provide more complete epidemiologic descriptions of firearm injuries. This information can, in turn, be used to identify intervention points and to design, implement, and evaluate prevention activities. Missouri, Maryland, Massachusetts, Oklahoma, Washington, Wisconsin, and Colorado are collecting data from emergency rooms, police, newspaper accounts, child fatality offices, etc. These projects will help determine the most useful sources of data and the most efficient methods for combining information from those sources. The final goal is a system that will monitor the number, severity, cost, causes, and other epidemiologic characteristics of firearm injuries both locally and nationally.

Cooperative agreements have been undertaken to evaluate specific interventions that may reduce injuries and deaths related to interpersonal violence among adolescents and young adults. The interventions have theoretical and empirical foundations. Thirteen projects have been funded.

Community Demonstration Projects, which are five-year cooperative agreements are funded. These projects are meant to give information about the effectiveness of the interaction of multiple community forces in a coordinated violence prevention program that contains multiple interventions. The projects are designed so that CDC may assist communities to design and implement multifaceted community youth violence prevention programs.

○ Center for Injury Control
Emory University School of Public Health
1462 Clifton Road, NE
Atlanta, GA 30322

tel: 404-727-9977

fax: 404/727-8744

Dr. Arthur L. Kellerman, Director

Kellerman's research focuses on guns in the home. In studies of gun deaths in Washington state, British Columbia, Tennessee and Ohio, his research has shown that guns kept at home are used far more often to commit suicide or to kill a family member than to fend off a potentially fatal criminal attack. His prevention strategy is based on public education much like that of early anti-smoking campaigns.

Center to Prevent Handgun Violence

1225 Eye Street, NW

Washington, DC 20005

tel:202/289-7315

fax: 202/408-1851

Kris Robinson: 202-289-5784

Nancy Gannon, Director of Education Program, (HELP): 202-289-5769

The Center To Prevent Handgun Violence is a national, nonprofit organization formed to help America understand the realities of handgun violence and the dangers posed by loaded, easily available handguns. The Center educates the public about ways to reduce gun violence through partnerships with experts in medicine and public health, law, education, law enforcement, community groups, the media, and the entertainment industry. Its activities include legal action (e.g., amicus briefs on behalf of victims), primary prevention, education, and efforts to affect the way that entertainment media portray gun violence. The Center has developed programs for use in school and in law enforcement and health settings.

CPHV has been involved as amicus curiae in *U.S. v. Lopez*; a United States Supreme court case regarding the constitutionality of the federal Gun Free School Zones Act which was enacted in 1990. The challenge to the Act is being brought by a 12th grade student who was caught carrying a concealed .38 caliber handgun and five bullets at a San Antonio high school. He told police he was planning to deliver the gun to another student who was going to use it in a "gang war." He argues that because possession of guns is a local matter, Congress lacks power under the Constitution to enact a law banning their possession in school zones.

Joined by six national educational and seven national law enforcement organizations, the Center argues that the possession of guns near schools, by fueling gun violence, has a substantial effect on interstate commerce. In addition to imposing enormous direct costs on society, gun violence in schools threatens the educational process with far-reaching consequences for the national economy. The result of the case may be that youth may have to be regulated on state-by-state basis.

The Center recently collaborated with Disney Educational Productions to produce a gun violence prevention video, "Under the Gun" which challenges the glamorization of guns and the notion that guns make us safer. Disney plans to market the video to schools, recreation centers, police departments, juvenile justice facilities, hospitals, rehabilitation centers, and other educational organizations.

Center for the Study and Prevention of Violence
University of Colorado, Boulder
Campus Box 442
Boulder, CO 80309-0442
tel: 303/492-1032
fax: 303/443-3297
Laura Greiner, Project Coordinator

The Center for the Study and Prevention of Violence was founded in 1992 with a grant from the Carnegie Corporation of New York to provide informed assistance to professional groups committed to understanding and preventing violence, particularly adolescent violence.

CSPV has a three-fold mission. First, an Information House serves to collect research literature on the causes and prevention of violence and provides direct information services to the public by offering topical bibliographic searches. Second, CSPV offers technical assistance for the evaluation and development of violence prevention programs. Third, CSPV maintains a basic research component through data analysis and other projects on the causes of violence and the effectiveness of intervention and prevention programs.

Children & Family Justice Center
Northwestern University Legal Clinic
357 East Chicago Avenue
Chicago, IL 60611
tel: 312/503-0135
fax: 312/503-8977
Bernadine Dohrn, Director

The Children & Family Justice Center hosted the meeting "Framing the Message on Youth and Guns: A Dialogue on Juvenile Justice" held at the Children's Defense Fund.

Children's Defense Fund
Cease Fire: A Gun Violence Prevention Campaign
25 E Street, NW
Washington, DC 20001
tel: 202/628-8787
fax: 202/662-3540
Hattie Ruttenberg

The Children's Defense Fund is a research and advocacy organization interested in all issues pertaining to children. Attorneys working for CDF write publications on reducing firearms. CDF collects data on who is getting killed. CDF is addressing the problem of gun violence through multiple approaches:

1) Legislation.

2) Community Mobilization - The Children's Sabbath; Child Watch violence module; and Safe Start Component (leadership training in 3-10 cities).

3) Data Collection - on gun fatalities among children.

4) Public Education - The first phase was for an adult audience; the next one is for a teenage audience.

The Cease Fire campaign involves 10 steps to stop the war against children in America including removing guns from our homes, creating opportunities, safe havens, being informed about violence, and media violence, and resolving conflicts peaceably. The campaign also features television public service announcements and the "Wall of Names," a print presentation of more than 600 children killed from 39 states by gun fire in 1993-1994.

Coalition to Stop Gun Violence

100 Maryland Avenue, NE

Washington, DC 20002

tel: 202/544-7190

fax: 202/544-7213

Michael Beard, President, Founder and Director

The Coalition to Stop Gun Violence (CSGV) is one of the nation's oldest anti-gun lobbies. A coalition of citizens groups and religious, professional, labor, medical and educational associations, CSGV also has 120,000 individual members nationwide. The goal of the Coalition, which was founded in 1974, is to eliminate most handguns and assault weapons in the United States through bans on importation, manufacture, sale, transfer, ownership, possession, and use by the general public. This would be accomplished by limiting the availability of gun dealers' licenses; increasing gun dealers license fees; user licensing; increasing the handgun ammunition taxes to offset health care costs; strict liability for gun manufacturers and dealers; and enacting a national one handgun a month law. Exceptions for police, military, security officers, and gun clubs would be made.

In an effort to accomplish their goals, CSGV engages in a vigorous program of lobbying the US Congress; counteracting the NRA; maintaining an active legal program; initiating or assisting litigation cases against manufacturers and dealers; conducting public education and awareness campaigns; and coordinating a network of grass-roots activists across the country. The Educational Fund to End Handgun Violence is the educational arm of the CSGV.

Communications Consortium

1333 H Street, NW

Washington, DC 20005

tel: 202/682-1270

fax: 202/682-2154

The Communications Consortium is developing a public policy and education campaign "Women's Voices on Gun Violence: Building New Alliances for Public Safety." According to this project, there are

○ numerous precedents for redefining an issue in terms of how it affects women and families and woman's role in making the decisions that affect everyday lives (cigarette smoking; abortion and reproductive rights; etc). They have reviewed past polling and media trends to probe public perceptions on women and guns; identified at least 14 regional areas in the United States which have a combination of elements that characterize them as potential media markets for building new alliances among women for public safety; and made an assessment of campaigns that led to mobilization around social issues.

Educational Development Center, Inc.
Children's Safety Network (CSN)
Adolescent Violence Prevention Resource Center
or National Injury and Violence Prevention Resource Center
55 Chapel Street
Newton, MA 02158-1060
tel: 617/969-7100 x2359
fax: 617/244-3436
Beth Jacklin, Director

The goal of the resource center is to improve the science and practice of youth violence prevention. To accomplish this goal, the center is providing state MCH agencies with information, resources, materials, and technical assistance that will encourage the development of new adolescent violence prevention programs and the improvement of current efforts.

○ Educational Fund to End Handgun Violence
110 Maryland Avenue, NE, Box 72
Washington, DC 20002
tel: 202/544-7227
fax: 202/544-7213
Josh Horowitz, Executive Director

A project of the Coalition to Stop Gun Violence (CSGV), the Educational Fund to Handgun Violence was founded in 1978. To meet the goal of ending violence caused by the use of firearms, the Fund activities consist of research and scholarship; public education; and a firearms litigation clearinghouse. Their primary project is "Hands Without Guns", a collaborative public education campaign.

Entertainment Resources Department
Center to Prevent Handgun Violence
10951 West Pico Boulevard
Los Angeles, CA 90064
tel: 310/475-6714
fax: 310/475-3147
Nancy Gannon

○ Entertainment Resources Department is branch of Handgun Control Incorporated, which has a legal action project, and curriculum in the schools (straight talk about risks) (STAR), and entertainment

resources. They work with entertainment industry to help them portray gun violence in a more realistic fashion. They consult on scripts to ensure accuracy of information.

Gun Safety Institute
The Leader Building
East 6th Street
Cleveland, Ohio
tel: 216/574-9180
fax: 216/687-0115
Dr. Joseph D. Clough, Founder and President

The Gun Safety Institute commissioned research from the Child Guidance Center of Greater Cleveland to measure attitudes towards guns and violence among urban youth. In a survey of 461 fifth-, seventh- and ninth-grade students in the Cleveland Public School System, the data yielded the following four factors which address the question of why many youth are attracted to guns: they are perceived as fun; that safety is achieved through power; young people have more confidence in aggression than in negotiation; and many students believe that shame can be undone through aggression.

George Gund Foundation
1845 Guildhall Building
45 Prospect Avenue West
Cleveland, OH 44115
tel: 216/241-3114
fax: 216/241-6560
David Bergholz, Executive Director

The George Gund Foundation has been involved in funding some youth gun violence reduction programs, including the Center to Prevent Handgun Violence, for the Legal Action Project and second amendment media campaign; and Youth Alive, for a study on the use of local zoning and business codes to regulate fire arms dealers.

Handgun Control Incorporated
1225 Eye Street, NW, Suite 1100
Washington, DC 20005
tel: 202/898-0792
fax: 202/371-9615
Richard Aborn, Director

The lobbying branch of the Center to Prevent Handgun Violence, Handgun Control, Inc. has proposed comprehensive legislation to regulate every level of the gun industry. The lobbying branch of the Center to Prevent Handgun Violence. Handgun Control, Inc. has proposed comprehensive legislation to regulate every level of the gun industry. The proposed bills would:

- Require a license to buy a handgun; mandate fingerprint checks and safety training for

license applicants; include mandatory seven-day cooling off period; and require the registration of handgun transfers.

- Prohibit gun possession by those convicted of violent misdemeanors, including spouse or child abuse, and require a special license for possession of a gun arsenal (20 guns or 1,000 rounds of ammunition).

- Require gun dealers to pay an annual license fee of \$1,000; prohibit the sale of more than one handgun a month to any individual; mandate a federal license for ammunition dealers; require background checks for gun store employees; ban firearm sales at gun shows; and create "a private cause of action" for gun law violations.

- Ban semiautomatic assault weapons, Saturday Night Special handguns, and nonsporting ammunition; regulate gun safety; and increase the surtax on handguns and handgun ammunition.

Handgun Epidemic Lowering Plan (HELP) Network of Concerned Professionals

c/o The Children's Memorial Medical Center

2300 Children's Plaza, #88

Chicago, IL 60614

tel: 312/880-3826

fax: 312/880-6615

○ Amy Friedman, Director

HELP is a new organization of health professionals (first meeting was held on 10/17/93 at the Children's Memorial Hospital in Chicago) with the mission of reducing the handgun violence epidemic by addressing it as a public health problem. The HELP agenda calls for legislation to regulate handguns and handgun ammunition, increased public health surveillance of firearms deaths and injuries and the sale of weapons. Katherine Kaufer Christoffel, attending physician at CMH is head. The network publishes a quarterly newsletter; holds an annual national conference; a clearinghouse on information gathered from member organizations; and a steering committee to guide network activities. Steering Committee members include the National Association of Children's Hospitals, AAP, Center to Prevent Handgun Violence, Dartmouth Medical Center, Violence Policy Center, and NYC and LA City Departments of Health.

Harvard Project on Guns, Violence, and Public Health

Harvard Injury Control Center

Harvard University School of Public Health

718 Huntington Avenue

Boston, MA 02115

tel: 617/432-0814

fax: 617/432-0068

Deborah Prothrow-Stith, Director

○ Founded in 1987 with funding from CDC, the Harvard Injury Control Center is a multidisciplinary

research center which represents public health, medicine, epidemiology, program evaluation, violence prevention, criminology, economics, psychology, behavioral sciences, and statistics. The Center's goal to "promote injury control through public policy," is accomplished through applied research projects, training activities, and communications with professionals and the public.

Injury Prevention Center
Johns Hopkins School of Public Health
615 N. Wolfe St.
Baltimore, MD 21287
tel: 410/955-3555
fax: 410/614-2797
Mr. Stephen P. Teret, Director

The Center started working on the issue of guns in the early 1980's. Wants to redirect public attention from the user of the gun to the maker of the gun by requiring manufacturers to make safer or fewer guns; holding gun makers or sellers legally liable for harm their products do; educating the public about gun hazards; and controlling gun advertising. The focus of the research is on manufacturers.

Injury and Violence Prevention Program
Los Angeles City Dept of Health
313 N. Figueroa, Room 127
Los Angeles, CA 90012
tel: 213/241-7785
fax: 213/250-3909
Billie Weiss, Director

International Association of Chiefs of Police (IACP)
515 North Washington Street
Alexandria, VA 22314
tel: 703/836-6767
fax: 703/836-4543
John Firman, Director

The International Association of Chiefs of Police has been developing a research effort in the area of school violence, particularly guns in schools. The project entitled, "Reducing School Violence" is a joint effort of the University of Virginia and the IACP.

The IACP, through retired chief John Granfield (Alexandria Police Department) offers a course covering all aspects of weapon incidents in schools, including disarming suspects, weapon identification, and how to most effectively use police resources when such incidents occur. This course has been presented at a number of area schools and has been very well received.

Joyce Foundation
135 South LaSalle Street

Chicago, IL 60603-4886

tel: 312/782-2464

fax: 312/782-4160

Deborah Leff, President

- Developing a major gun policy center through board.
- Harvard University School of Public Health for 2 Louis Harris polls (\$93,500) and establishment of the Harvard Project on Guns, Violence, and Public Health to make guns a public health issue;
- Advocacy Institute, to research and publish "Toward a Gun-Safe Society: Movement Building Strategies;"
- HELP Network;
- Children's Express Foundation for hearing on violence in the lives of children;
- Illinois Council Against Handgun Violence;
- Cook County Hospital to produce and distribute anti-violence posters on the buses and subways;
- Communications Consortium, to develop a public policy campaign against gun violence directed toward women;
- Hyde Park Bank Foundation, to publish a book of essays, poems, and pictures created by Chicago elementary school students on their views of violence;
- Children's Defense Fund to launch its Gun Violence Prevention Campaign;
- Childhood Firearm Injury Prevention Project;
- John Hopkins University, School of Hygiene and Public Health, Baltimore, for analysis of firearm advertisements and to plan Safety Net, a data network on guns;
- Violence Policy Center;
- Medical College of Wisconsin to establish in Milwaukee County an integrated firearm injury reporting system that could serve as a national model;
- Educational Broadcasting Corporation, Public Affairs Television for a television services on children and violence.

Legal Community Against Violence
A Fund of the San Francisco Foundation
101 California Street, Suite 1075
San Francisco, CA 94111
tel: 415/433-2062
fax: 415/433-3357

The Bay Area legal community, with support from government and business leaders and The San Francisco Foundation, has created Legal Community Against Violence (LCAV). The Organization is dedicated to ending the sale to the public of military-style assault weapons and ammunition and large-capacity magazines, and regulating the availability of other firearms and bullets to help protect our society from gun violence.

LCAV's goal is to mobilize the legal community and other concerned citizens to work for gun violence prevention through legislative, legal and education efforts. They support and draft gun control legislation; serve as a resource to elected officials; provide assistance and financial support on litigation against negligent gun dealers and manufacturers; and educate the public on gun control issues, including the true meaning of the Second Amendment. They have provided funding to survivors of the 101 California massacre to enable them to testify in Congress on behalf of the Brady Bill, and on the recent successful legislation to ban assault weapons.

Marylanders Against Handgun Abuse
3000 Chestnut Avenue, Suite 203
Baltimore, MD
tel: 410/889-1477
fax: 410/889-1480
Vinny De Marco

In 1988, Marylanders Against Handgun Abuse (MAHA) spearheaded one of the nation's most effective gun control campaigns to ban Saturday Night Special handguns in Maryland. In 1993, MAHA kicked off its campaign to enact comprehensive gun-control legislation and to educate the public about the hazards of handguns...The key element here was creation of a statewide grassroots coalition known as Standing Together Against the Gun Epidemic (STAGE). MAHA has brought together over 150 religious, community, law-enforcement and medical provider groups into the STAGE Coalition. In 1994, MAHA, with the STAGE coalition, convinced the General Assembly to pass an assault-pistols ban. This victory helped inspire the subsequent victory in Congress of the assault-weapons ban.

National Association of Child Advocates
1625 K Street, NW
Suite 510
Washington, DC 10006
tel: 202/828-6950
fax: 202/828-6956
Eve Brooks, President

○ NACA performs advocacy efforts on legislation pertaining to children and provides technical assistance to state and community-based child advocacy organizations working to fight ineffective punitive approaches to juveniles and to promote more effective approaches, particularly prevention, as well as alternatives to incarceration. Goals include lifting all children out of poverty and ending childhood hunger and homelessness. NACA funds a Juvenile Justice Project which is a major focal point of nationwide information dissemination on federal and state juvenile justice and youth crime prevention policy; and co-sponsored a meeting called "Framing the Message on Youth and Guns: A Dialogue on Juvenile Justice" with the Children and Family Justice Center.

National Center for Education in Maternal and Child Health
2000 N. 15th Street
Suite 701
Arlington, VA 22201-2617
tel: 703/524-7802
fax: 703/821-2098
Rochelle Mayer, Director

Funds the Children's Safety Network and houses "Biblio Alert! Focus on Firearms," a clearinghouse (703/821-8955 x254) with an extensive bibliography of journal articles, reports, books, and other resources.

○ National Association of Children's Hospitals (NACHRI)
401 Wythe Street
Alexandria, VA 22314
tel: 703/684-1355 x265
fax: 703/684-1589
Stacy Collins, MSW, Assistant Director, Child Health Analysis

At its 1993 annual meeting in Atlanta, the NACHRI Board of Trustees issued an Association position statement calling for actions to reduce children's access to firearms and the morbidity and mortality resulting from firearm use. In adopting the position statement NACHRI joins the American Academy of Pediatrics and other child health advocates in approaching the issue of gun violence from a public health perspective.

NACHRI advocates:

- Data Collection and trend monitoring on firearm injury and death in children's hospitals.
- Education strategies involving parents, school curricula and community coalitions.
- Prevention strategies through identification of children most at risk for firearm violence and subsequent intervention services.
- Public policy strategies with support for incremental measures such as the Brady Bill and a long-term goal of eventual elimination of private use of handguns and other highly injurious firearms.

National Association of State Boards of Education
1012 Cameron Street
Alexandria, VA 22314
tel: 703/684-4000
fax: 703/836-2313
Jane Ascroft, Research Assistant

NASBE is a membership group made up of state boards of education. The group has developed policy recommendations for in and out of schools and included harassment and bullying. One of recommendations, before legislation, was that the State boards of education must protect the right of students and staff to feel safe and secure in a classroom as the right of children and youth to receive a public education. To do so, state boards must assure that a continuum of sanctions is available for children and youth who have been disruptive or delinquent. Expulsion without alternatives is not a solution to youth violence. Efforts must be made to keep disruptive or delinquent students, to the maximum extent possible, in their neighborhood school. At a minimum, alternative programs with strong academic and counseling components should be provided.

National Institute of Justice
US Department of Justice
633 Indiana Ave, NW
Washington, DC 20531
tel: 202/514-4787
fax: 202/307-6394
Jeremy Travis, Director

Some of the NIJ programs include:

- Private Ownership of Firearms. NIJ is sponsoring a national telephone survey of 3,000 households regarding private firearms ownership and use. The survey includes such issues as how, where, when, and why household members acquired handguns; the types of weapons owned; how weapons are stored, used, and disposed of; why non-owners do not own guns; previous victimization and arrest histories; and demographic characteristics. A final report is due March 31, 1995. Interim reports will be requested.
- A Survey of High School Youth and Weapons. This NIJ project includes a national survey of urban, suburban, and rural high school students about carrying and access to weapons in and around schools, as well as in communities. Violence incidents and victimizations, as well as gang and drug-related behavior, will also be measured. In addition, school administrators will be surveyed about their responses to guns and violence in their schools. This is a 2-year project with a begin date of January 1, 1995.
- Juveniles, Illicit Markets, and Fear. This NIJ project is testing the applicability of preventing juvenile gun violence through problem solving policing focused on disrupting the illicit market in firearms. The project will assist the Boston Police Department in

analyzing its juvenile gun problem and designing an intervention. Efforts will be made to disrupt the local black market in firearms and to reduce fear that may drive juveniles to acquire and carry firearms. The study will conduct a process and impact evaluation. The project will also produce information on juvenile gun acquisition and use. This is a 2-year project with a begin date of November 1, 1994.

○ Demonstration on Youth, Firearms, and Violence. NIJ is sponsoring a demonstration and evaluation program on youth, firearms, and violence, which is being conducted in St. Louis. Its purpose is to reduce: morbidity and mortality of gun-related assaults, the frequency of carrying guns, and the frequency of assaults. The project involves the creation of Assault Crisis Teams that will work in an emergency medical treatment center serving high-risk juvenile populations. The Assault Crisis Teams consist of medical, social service, educational, and criminal justice personnel. This is a 2-year project with a begin date of October 1, 1994.

○ Youth Violence, Guns, and Links to Illicit Drug Markets. This NIJ project will study the recent growth in juvenile homicide rates by examining, by race and age, data on homicide rates, drug arrest rates, arrest rates for weapons offenses, fractions of homicides involving guns, and other variables that might explain the growth in juvenile homicide. Findings will test the theoretical link between participation in drug markets and gun ownership, and the diffusion of guns into the community. This will be an 18-month project which is in the process of being awarded.

○ Survey of Police Departments. A telephone survey of major police departments is being conducted by NIJ to request information on any programs and strategies their departments are implementing targeting youth and firearms. Status reports and findings are being requested. Delivery date is unknown.

National School Boards Association (NSBA)
1680 Duke Street
Alexandria, VA 22314
tel: 703/838-6722
fax: 703/683-7590
Lynne Glassman

Performed a survey and produced a booklet "Violence in the Schools: How America's School Boards are Safeguarding Your Children." The book catalogs programs by various topics, such as "Alternative Program of Schools;" "Gun-Free School Zones;" "Suspension;" "Establishing Safe Havens" on violence in the schools.

National School Safety Center
4165 Thousand Oaks Boulevard, Suite 290
Westlake, CA 91362
tel: 805/373-9977

fax: 805/373-9277

Ron Stevens, Executive Director

Sponsored by the U.S. Departments of Education and Justice, this organization focuses on school crime prevention throughout the country. Special emphasis on efforts to rid schools of crime, violence and drugs, and on programs to improve student discipline, attendance, achievement and school climate. Provides technical assistance and training programs; training films; and publishes a news journal.

Office of Juvenile Justice and Delinquency Prevention

U.S. Department of Justice

633 Indiana Avenue, NW.

Washington, DC 20531

tel: 202/307-5911

fax: 202/514-6382

Shay Bilchik, Administrator

The Office of Juvenile Justice and Delinquency Prevention, (OJJDP) is responsible for all issues pertaining to youth, justice and delinquency prevention at the national level. Initiatives undertaken by OJJDP share a common purpose--to have a positive and practical impact on the serious problems affecting youth today. This goal underlies our efforts to prevent delinquency; improve the effectiveness of juvenile and family courts, detention, corrections, and aftercare; provide alternatives to youth at risk of delinquency; reduce the number of school dropouts; prevent child abduction, abuse and exploitation, and provide appropriate sanctions for serious, violent, and chronic juvenile offenders.

Some of the initiatives pertaining to guns include:

- Survey of juvenile handgun legislation and development of a model law. As mandated by the Youth Handgun Safety Act, OJJDP is funding a project to gather and analyze selected provisions of States' firearms codes. The project will develop a body of general information about key provisions of States' firearms codes (including local ordinances and relevant court decisions) that can be used by the Congress in reviewing existing and proposed legislation designed to reduce juvenile handgun violence; by Federal agencies in implementing congressionally mandated firearms provisions; and by the States in formulating firearms laws and policies to address their respective unique objectives and circumstances.

- School Violence Reduction Project. On September 26, 1994, OJJDP issued a purchase order to the International Association of Chiefs of Police for the purpose of identifying and documenting school violence reduction programs currently in place throughout the United States. Programs that emphasize reducing the number of weapons on school property will be of particular research emphasis. Three types of programs will be explored during this project: school-based programs, law enforcement-based programs; and community-based programs. An interim report is due in late November, 1994, and the full report is due December 23, 1994.

○ Gun Acquisition and Possession. OJJDP and NIJ jointly funded a study on juvenile possession of firearms drawn from voluntary questionnaires completed by male students in inner-city high schools and male juvenile offenders incarcerated in juvenile correctional facilities. Issues studied were: the number and types of firearms owned, and where, how and why they were obtained. The findings indicate that the problem is not simply getting guns out of the hands of juveniles, but more one of reducing motivations for youth to arm themselves in the first place. Convincing juveniles not to own, carry, and use guns will therefore require convincing them that they can survive in their neighborhoods without being armed. An NIJ *Research in Brief* was published in December, 1993, summarizing the research findings.

○ Interagency Demonstration on Youth, Firearms, and Violence. This project, awarded to Emory University located in Atlanta, Georgia, is being conducted in collaboration with the National Institute of Justice (NIJ), the Centers for Disease Control and Prevention (CDC), and OJJDP. The study will employ a problem solving approach to reduce gun violence by youth in metropolitan Atlanta by working with the community and State and local governments to analyze the magnitude, extent, and characteristics of the problem. This information will then be used to implement a broad-based approach to combat youth firearms violence. After the program is implemented, the study will obtain repeat measures to evaluate its impact. These findings will be used to refine the program. The intervention will employ three complementary tactics to break the link between youth and guns: 1) *demand reduction*, through a comprehensive community education program; 2) *supply reduction*, by promoting safe storage of firearms, and by law enforcement efforts to interdict the illegal gun market; and 3) *aggressive rehabilitation*, to decrease recidivism among juvenile gun offenders.

○ Juvenile Violence Studies. The 1992 Amendments to the Juvenile Justice and Delinquency Prevention Act require four violence studies to be conducted for the purposes of improving the juvenile justice system and provide valuable information regarding community violence patterns, with a particular focus on homicides and firearms. The mandated objectives of the studies are to: 1) identify characteristics and patterns of behavior of juveniles who are at risk of becoming violent or victims of homicide; 2) identify factors particularly indigenous to each area that contribute to violence; 3) determine the accessibility and use of firearms; 4) determine the conditions that cause any increase in juvenile violence; 5) identify existing and new diversion, prevention, and control programs to ameliorate such conditions; 6) improve current systems to prevent and control juvenile violence; and 7) develop a plan to assist State and local governments to establish viable ways to reduce homicides committed by or against juveniles.

○ Innovative Firearms Program. This program will assist state or local jurisdictions to develop and implement new or enhanced projects designed to prevent the possession and use of firearms by juveniles and to control illicit firearm trafficking. Law enforcement, prosecutorial agencies, schools, community groups, and juvenile justice system representatives may participate in the program. The grantees, in cooperation with the Bureau of Justice Assistance (BJA), OJJDP, and

the Bureau of Alcohol, Tobacco, and Firearms will also work with U.S. Attorneys to develop and implement State and local projects related to the new Youth Handgun Safety Act. This Act prohibits the possession of a handgun or ammunition by, or the private transfer of a handgun or ammunition, to a juvenile.

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The Pacific Center for Violence Prevention is the policy branch of the California Wellness Foundation's \$30 million, five-year state-wide Violence Prevention Initiative. The Pacific Center links several leading organizations, each with a history of working for social change by blending science, community action and politics into sound public health policy. The Center's goals include 1) shifting society's definition of youth violence from a law enforcement model only, to include a public health model that addresses societal and environmental influences contributing to youth violence; 2) advocating for public policies that reduce the consumption of alcohol and other drugs which contribute to youth violence; 3) advocate for public policies that reduce firearm injury and death among youth. To this end, the Center hopes that by November 1996, a proposition to eliminate preemption in California will be on the ballot. If it passes, city and local governments will have an opportunity to pass laws controlling handgun sales and ownership.

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PUNCH! is a Colorado contact for the Center to Prevent Handgun Violence. Felix Sparks is a former Juvenile court justice, former district attorney, justice of the Colorado Supreme Court, and member of the governor's cabinet.

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The Violence Policy Center is a national non-profit educational foundation that conducts research on firearms violence in America and works to develop violence-reduction policies and proposals. Past studies

released by the Center include "Deadly Odds: An Analysis of Handgun Justifiable homicides Committed by Women in 1992; "More Gun Dealers Than Gas Stations: A Study of Federally Licensed Firearms Dealers in America; " "Firearms Industry Resource Guide"; and "Cease Fire: A Comprehensive Strategy to Reduce Firearms Violence"



IV.

A BIBLIOGRAPHY OF RESEARCH,
EVALUATION, AND PUBLICATIONS
ON YOUTH AND GUNS



IV. A BIBLIOGRAPHY ON YOUTH AND GUNS

Advocacy Institute (1994). Toward a Gun-Safe Society: Movement Building Strategies, Washington, D.C.

This report was developed as the result of two meetings attended by health professionals, children's advocates, and others. The major points include: 1) a gun-safety movement should be developed; 2) the issues of a gun-safety movement should be reframed from crime control to the public health goal of prevention of firearm injury and safety from violence; and, 3) concerned gun owners should be separated from individuals who profit from gun traffic. Other issues include: 1) develop and disseminate science-based policy and policy-related research; 2) develop a media advocacy campaign; 3) build new alliances; 4) develop a movement infrastructure; and, 5) develop a legislative strategy to define and mobilize the gun-safety movement.

Allen-Hagen, B., Sickmund, M., and Snyder, H.N. (1994). Juveniles and Violence: Juvenile Offending and Victimization. Fact Sheet #19. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

This fact sheet documented the increasing use of firearms in adolescent suicides. In 1991, 1,899 youth ages 15-19 committed suicide, a rate of 11 per 100,000 youth in this age group. Between 1979 and 1991, the rate of suicide among youth ages 15-19 increased 31%. Firearms were used in 6 out of 10 suicides among 15-19 year olds in 1989.

American Academy of Pediatrics. (1989). Report of a Forum on Firearms and Children. Sponsored by the American Academy of Pediatrics and the Henry J. Kaiser Family Foundation, August 30 to September 1, 1989. Elk Grove Village, IL.

This forum adopted the long term goal of "getting guns out of the environments of children." Due to the way guns are used in the United States, this would require bans on handguns, assault rifles, and deadly airguns. The short term goal is to develop safer guns. A suggestion was made to develop coalitions of groups including public health, victim's families, gun control groups, police and others.

American Academy of Pediatrics, Committee on Adolescence (1992). Firearms and Adolescents. Pediatrics, 89(4), 784-787.

Identifies major issues concerning adolescent firearm use. The authors encouraged a multifaceted approach to adolescent firearm use which included more restrictive legislative and regulatory measures, a health care focus on creating gun-safe homes, identification of children at risk and referral to appropriate services, the development of community-based coalitions to address the broader needs of public education, a curriculum in schools which provided violence prevention lessons and an increase in research on the precursors and correlates of firearm injuries and deaths among children and adolescents.

Firearm morbidity and mortality, which stems largely from homicide and suicide, are a major adolescent health problem as well as a social problem. The scope of the problem involves all of American society. Pediatricians and other adolescent health care providers can make a critical contribution to specific intervention and prevention strategies.

Firearms play a major role in childhood morbidity and mortality in the United States, particularly among adolescents. Reducing injuries and deaths from firearms is a critical priority for the health of adolescents. Eighty percent of firearm deaths (birth to 19 years of age) occur in children aged 10 to 19 years. Firearms are involved in 70% of teen homicides and 63% of teen suicides. Firearms are the second leading cause of death among all teenagers ages 15 to 19. Risk factors for firearm death seem related to age as rates of firearm violence peak in late adolescence (15 to 24 years) and decrease in young adulthood (25 to 34 years). Special characteristics of adolescent development must be considered in designing effective countermeasures to prevent injury and death.

American Academy of Pediatrics, Committee on Injury and Poison Prevention. (1992). Firearm Injuries Affecting the Pediatric Population. Pediatrics 89(4): 788-790.

Proposes prevention strategies in the areas of firearm design, regulation, product liability actions, public and parent education, and legislative measures.

American Psychological Association, Commission on Violence and Youth, Violence and Youth: Psychology's Response.

The Commission recommended many specific action steps to be taken by APA members and concerned others, including parents, health care providers, educators, state and local agencies, the armed services, the Federal Communications Commission, and the U.S. Civil Rights Commission.

The Research and Public Policy Recommendations were:

- Offer psychological health services to young perpetrators, victims and witnesses of violence;
- Use education programs to reduce prejudice and hostility that lead to hate crimes and violence against social groups;
- Involve community members in designing programs and scientific approaches to prevent violence;
- Limit access to firearms by children and youth and teach them how to prevent firearm violence; and
- Reduce involvement with alcohol and drugs.

Beginning in 1985, and particularly in 1988, there was a steady growth in the use of guns by juveniles. There was no corresponding upward trend in the non-gun homicides.

The Commission also concluded that:

- The availability of guns makes youth violence more lethal.
- Little research has been done to determine why young people carry guns. Handguns are more likely to be owned by socially deviant youth than by their more socially adjusted peers, even in those sections of the country in which firearms for recreation and hunting are fairly common.
- When youth who are already predisposed to violence have easy access to guns, they may be more likely to become violent.
- Although youth can easily obtain firearms, and see them used frequently in films and on television as a method of solving problems, few violence prevention programs for youth focus specifically on preventing violence with guns.
- Firearms are more prevalent around illicit drugs.
- the general public is becoming more concerned about young people committing homicide with guns because they perceive that young people are less likely to exercise the necessary restraint in handling dangerous weapons, and particularly when they are rapid-fire assault weapons.

Anderson, Elijah (1994) *The Code of The Streets: How the Inner-City Environment Fosters A Need for Self-Respect and Self-Image Based on Violence.* The Atlantic Monthly, May.

Becker, T.M., Olson, L., & Vick, J. (1993). *Children and Firearms: A Gunshot Injury Prevention Program In New Mexico.* American Journal of Public Health, 83 (2), 282-283.

Health professionals should become involved in gun safety counseling, education programs, and legislative efforts geared toward reducing the number of loaded firearms in the home. Cooperative efforts should also be organized on the state or regional level.

Blackman, Paul H. (1994). Children and Guns: The NRA's Perception of the Problem and Its Policy Implications. Paper presented at the American Society of Criminology: Miami, Florida, November 9-12, 1994.

This paper summarizes the NRA's perception of the issues concerning children and guns. NRA favors (particularly at the state level) regulations governing access and misuse of firearms by minors as long as these regulations do not impinge on adult rights. This paper posits that there is no relationship between ordinary gun ownership and the recent increases in gun-related violence involving children and teenagers. It further states that gun ownership by adults and the introduction of their children into the gun culture would appear to reduce problems associated with teenage violence and describes some programs which introduce youth to the shooting sports, among other strategies.

Blumstein, A. (1994). Youth Violence, Guns, and the Illicit-Drug Industry. Carnegie Mellon University: Pittsburgh, PA.

This age-specific analysis shows the increasing incidence of firearm homicides among young persons. The author develops a "diffusion" hypothesis to explain the increase. He reasons that as juveniles became involved in the drug trade, they acquire firearms because of the dangerousness of the enterprise. In turn, other youngsters get firearms for their own protection. Then, many of the disputes that might have been fist fights turn into shootings due to the presence of the guns. This may also be exacerbated by the problems of high levels of poverty, high rates of single-parent households, educational failures, and a widespread sense of economic hopelessness.

One solution to this problem would be to confiscate the guns from juveniles carrying them on the street. Greater investment in drug treatment, more effective prevention, or through other means of providing drugs to certified addicts would diminish the demand and volume of drugs. We also need to consider the dilemma of the large number of people who see no hope for themselves in legitimate activities of society.

Boston Commission Survey of Weapons-Carrying: The Boston Commission on Safe Public Schools. (1983, November). Making Our Schools Safe for Learning.

Brent, D. A., Perper, J. A., & Allman, C. (1987). Alcohol, Firearms, and Suicide Among Youth: Temporal Trends in Allegheny County, Pennsylvania, 1960-1983. Journal of the American Medical Association, 275, 3369-3372.

Demonstrates that the presence of firearms in the home is associated with the increased risk of adolescent suicides. Concludes that physicians should recommend that firearms be removed from the homes of at-risk adolescents.

Brewer, D, Hawkins, J.D., Catalano, R.F., Neckerman, H.J. (1994). Review of Prevention Programs: Community Laws and Policies Related to Weapons. Prevention Serious, Violent and Chronic Juvenile Offending: A Review of Evaluations of Selected Strategies in Childhood, Adolescence and the Community. Developmental Research and Programs, Inc. Seattle, Washington

Various laws, regulations, and policies have been enacted with the goal of reducing firearm violence, including: restrictions on the sale, purchase, and transfer of guns; regulations on the place and manner of carrying firearms; mandatory sentencing laws for felonies involving firearms; firearm training and mandatory firearm ownership; and, metal detectors in schools. The risk factors of firearm availability and norms tolerant of crime and the protective factor of healthy beliefs and clear standards for behavior are addressed.

The aim of restrictions on the sale, purchase, and transfer of guns is to reduce the number of available guns which could be used by potential offenders. Several cities have enacted restrictive regulations on the sale, purchase, and transfer of handguns within city limits. Washington, D.C., and Morton Grove, Illinois are two examples.

An evaluation of the District of Columbia law suggested that the law reduced firearm

homicides over an eleven year period. The comparison of Seattle and Vancouver also suggested that laws restricting the sale and purchase of handguns prevented violent gun-related crime. Illinois did not show any reliable evidence of significant preventive effects on reported burglaries or gun-related crime, perhaps due to weak enforcement.

Regulations on the place and manner of carrying firearms have been enacted by state and local governments in efforts to reduce the number of persons who carry and use firearms in public. Three laws regulating the place and manner of carrying firearms have been evaluated. Overall, the evidence for the effectiveness of these laws is slight and mixed. The evaluations probably do not reflect the preventive potential of laws regulating place and manner of carrying firearms because important enforcement may have been lacking for two of the three laws.

Mandatory sentencing laws for felonies involving firearms have been enacted at both the Federal and state levels. These laws impose stronger sentences for offenders who use or carry a firearm during the commission of a felony. There is data that suggest that mandatory sentencing laws for crimes involving firearms prevented firearm homicides. These laws may prevent other types of violent crime involving firearms; however, the available evaluations do not yet allow this conclusion.

Two firearm training programs and one mandatory gun ownership law were evaluated. The training programs were designed to deter crime by increasing the number of citizens who know how to use guns properly. The second law required all homes to own a gun. None of the evaluations of firearm training programs or the mandatory gun ownership law demonstrated any significant intervention effects on crime or violence.

Metal detectors usually necessitate security personnel or school staff searching some or all students for metal weapons with metal detectors. Metal detector programs may have a site-specific impact on weapon availability, which may decrease the lethality of interpersonal conflicts at such sites.

Bureau of Justice Statistics. (1992) A National Report: Drugs, Crime, and the Justice System. Department of Justice, Washington, DC.

Assailants in drug-related homicides in New York City in 1984 were likely to have known their victims and to use handguns to kill them.

Butterfield, G. E., & Arnette, J. L. (Editors). (1993). Weapons in Schools. NSSC Resource Paper. Sponsored by Office of Juvenile Justice and Delinquency Prevention (Department of Justice) Malibu, CA: National School Safety Center.

The National School Safety Center paper describes the nature and extent of the problems associated with weapons in schools and discusses strategies for dealing with these problems.

Effective strategies to deter and prevent weapons in school include: training educators in weapon identification and detection, providing adequate supervision both in and outside of the classroom, teaching pro-social skills within the curriculum to promote a positive campus climate, and fostering interpersonal success in conflict resolution. Peer assistance programs have contributed to the reduction of assaults and cases of campus intimidation. Removing serious offenders from regular schools and providing them with a more secure educational placement is also effective. Keeping weapons off campus makes a safer and more productive environment for all children.

Other strategies for keeping weapons out of schools were discussed. One of the most effective intervention tactics was to encourage students to report weapon-carrying classmates to teachers or administrators. Other intervention strategies included the use of metal detectors and unannounced sweeps and searches of lockers. Expulsion, alternative placements and enhanced security are other alternatives. The paper also discussed several strategies to prevent weapons from entering schools in the first place. The author discussed several techniques which aimed to foster positive school climates.

School districts should coordinate a local school security committee or task force comprised of school officials, law enforcers, other youth-service providers, parents and students to plan and regularly update school safety and security measures. School site administrators must acquire "crime resistance savvy" and take greater responsibility in working with the school board and district to implement site security programs. Other strategies are discussed.

School officials are concerned with all weapons. Knives guns, and explosive devices present the greatest threat to school safety. Of these three, firearms pose the greatest risk to students and school staff.

Callahan, C. M., & Rivera, F. P. (1992). Urban High School Youth and Handguns: A School-Based Survey. Journal of the American Medical Association, 267 (22), 3038-3042.

This study documents self-reported handgun access and ownership among high school students in Seattle, Washington. The authors' research objective was to determine the prevalence of handgun ownership among urban high school youth and to investigate associations with socioeconomic status, ethnicity, and deviance. Thirty-four percent of the students reported easy access to handguns (47% of males, 22% of females) and 6.4% reported owning a handgun (11.4% of males, 1.55% of females).

Centers for Disease Control and Prevention. (1991). Weapon Carrying Among High School Students: United States, 1990. Morbidity and Mortality Weekly Report, 40 (40), 681-684.

This study provides the incidence and prevalence of self-reported weapon-carrying among high school students (grades 9-12) in the United States during 1990. Nearly 20% of the students had carried a weapon at least once during the 30 day period (males: 31.5%.

females: 8.1%). To achieve the greatest reduction in the number of weapon-carrying youth, the authors suggested that efforts be directed at frequent weapon carriers, peers and families. Also, because the fear of assault was often claimed as the reason for carrying a firearm, the author argued that programs should be implemented which address the actual or perceived risk of victimization.

The 1990 Youth Risk Behavior Survey baseline data indicate that 71 weapon-carrying episodes occurred per 100 students during the 30 days preceding the survey. To achieve the year 2000 Objective, the incidence rate must be reduced to 57 episodes per month.

Centers for Disease Control (1993). Violence-Related Attitudes and Behaviors of High School Students - New York City, 1992. Morbidity and Mortality Weekly Report Vol. 42, No. 40.

During the 1991-92 school year, 36.1% of all 9th to 12th grade New York City public school students surveyed reported being threatened with physical harm. Twenty-one percent of students reported carrying a weapon such as a gun, knife or club 1 or more days during the 30 days preceding the survey with 7% carrying a handgun.

Cheatwood, D., & Block, K. (1990). Black Homicides in Baltimore, 1974-1986: Age, Gender and Weapon Use Change. Criminal Justice Review, 15, 192-207.

Collison, B. B., Bowden, S., Patterson, M., Snyder, J. et al. (1987). After the Shooting Stops. Special Issue: Counseling and Violence. Journal of Counseling and Development, 65 (7), 389-390.

This article examines the consequences upon parents, students and teachers of a fatal shooting spree within a small community school.

Christoffel, K. K. (1991). Toward Reducing Pediatric Injuries From Firearms: Charting Legislative and Regulatory Course. Pediatrics, 88 (2), 294-305.

Pediatricians in the United States are focusing increasing attention to the problem of injuries from firearms in children and adolescents. They are motivated by their increasing alarm at the degree to which the epidemic of injuries from firearms is intruding into the child and adolescent populations and by a sense that now is the time to undertake initiatives to reduce the frequency of injuries and deaths caused by firearms. Pediatricians have important roles in this process, including that of educators of parents, expert consultants in engineering efforts, and advocates for children in the political process.

Some of the approaches to reduce pediatric injuries from firearms include: enforce existing laws, develop regulation under existing laws, hold owners liable for child use, require gun safety education in schools, increase sales taxes, require firearm registration and licensure, perform background checks, modify ammunition, modify engineering design of guns, ban assault weapons ban, ban handguns where there are children, ban handguns in general, regulate long gun ownership and use, regulate toy gun construction,

ban plastic handguns (and other toy like guns), develop legislation to reduce deadliness of non-powder firearms, and pass omnibus child firearm safety legislation.

Cook, Philip (1990). The Effect of Gun Availability on Violent Crime Patterns. Annals of the American Academy of Political and Social Science, May 1981; and in Federal Regulation of Firearms (A Report prepared by Congressional Research Service for the U.S. Senate Judiciary Committee) USGPO, May 1982; and in Weiner, N.A., Zahn, M.A., and Sagi, R.J. eds., (1990) Violence: Patterns, Causes, Public Policy, San Diego: Harcourt Brace Jovanovich.

Devore, Cynthia DiLaura, 1994. Kids and Guns. Abdo & Daughters.

Dougherty, D., Eden, J. Kemp, K. B., Metcalf, K., Rowe, K., G., Strobel, P., and Solarz, A. (1992). Adolescents' Health: A Journal of School Health, 62 (5): 167-1674.

Reports findings from assessment by the U. S. Congress' Office of Technology Assessment. Includes recommendations regarding adolescents' access to firearms in order to improve their social environments.

Duker, L. (1994). With assistance from Bhatia, E., Doherty, D., Gill, L., and Taylor, C. Gun Dealers, USA (14).

This report poses questions and provides answers regarding state, county, and city licensed gun dealers. Contents include: 1) Where do adolescents who carry and use guns get them? 2) How many gun dealers are in my city, county or state? 3) Can I get the names, address and phone numbers of gun dealers in my city, county or state? 4) How many gun stores are in my city, county, or state? 5) How many guns do licensed gun dealers in my state, city or county sell and what types? 6) Does my state have any laws or regulations regarding gun dealers? 7) What are preemption laws? If my state has one, how will it affect public policy approaches to restricting children's and adolescents' access to firearm in my area? 8) Is my state government currently considering any additional legislative or regulatory restrictions on gun dealers? and 9) Is my local government currently considering any regulations regarding gun dealers? This report also provides state-by-state data on the geographical distribution, concentration and regulation of gun dealers.

Edelman, M. W. (1994). Testimony before the House Subcommittee on Crime and Criminal Justice, House Judiciary Committee. Hearing on the Crime Prevention and Criminal Justice Reform Act. (H.R. 3315).

The author requests that the Committee include prevention in the final crime bill, including funding for programs that offer youth safe and positive alternatives to the streets and develop restrictions on the private accessibility of non-sporting firearms. She discusses the incidence rate of gun murders and notes that one American child is killed with a gun every two hours, the equivalent of a class room of children every two days. She notes that there are five non-fatal gunshot injuries for every fatal one. Further, hundreds of

thousands of children are neither killed nor physically hurt but are still harmed by the pervasive violence around them.

Elliott, Delbert S. (1994). Youth Violence: An Overview. Center for the Study and Prevention of Violence, University of Colorado: Boulder, Colorado.

The problem with youth violence in the 1990's is its lethality which is caused by the increased use of handguns. Not much is known about why today's youth are carrying guns. It could be to show off, insure respect and acquiescence from others or for self defense. It may be a response to the perception that the public authorities cannot protect youth or maintain order in their neighborhoods. Dropouts, drug dealers, and those individuals with a prior record of violent behavior are more likely to own a gun than are other adolescents. The vast majority of guns used in crimes are obtained by theft or some other illegal way. There is little good research on the effectiveness of gun control policies. There is some evidence that restrictive handgun laws and mandatory sentences for firearm offenses work.

Fagan, Jeffrey. (forthcoming, 1995) What Do We Know About Gun Use Among Adolescents? Boulder, CO: Center for the Study and Prevention of Violence.

Based on the gang literature, homicide data, and his own research on youth violence, Fagan uses a nuclear deterrent strategy to describe the "ecology of danger" that pervades the lives of many young people who carry guns. The continuous sense of danger affects how young people think about events and effects of their decision-making and behavior. Cultural dynamics, influenced by the gun trade, have also popularized guns and made backing down from arguments and losing face difficult for kids. As a solution to these two dynamics, Fagan proposes interventions focused on individual behavior change and on building an ecology of safety.

Fingerhut, L. A., Ingram, D. D., & Feldman, J. J. (1992). Homicide Among Black Teenage Males in Metropolitan Counties: Comparison of Death Rates in Two Periods, 1983 Through 1985 and 1987 Through 1989. Journal of the American Association, 267 (22), 3054-3058. Also in Fingerhut, L.A., Ingram, D.D. and Feldman, J.J. Forum on Youth Violence in Minority Communities: Setting the Agenda for Prevention. (1991). Report of the working group on weapons and minority youth violence. Public Health Reports 106(3): 254-258.

Suggests priority areas for intervention at the community level, including developing community consensus on the use of and possession of weapons; modifying the environment to reduce opportunities for weapon-associated violence; requiring firearm safety course; banning the manufacture, sale, and importation of certain types of weapons; educating the community about the product liability litigation against gun manufacturer; and improving enforcement of laws against illegal gun trafficking. Also recommends priority areas for evaluation research.

Fingerhut, L.A., Ingram, D.D. and Feldman (J.J. (1992). Firearm and Nonfirearm Homicide Among Persons 15 through 19 Years of Age. Journal of the American Medical Association, 267 (22), 3048-3053.

The 1989 firearm homicide rate in metropolitan counties was nearly five times the rate in non-metropolitan counties. Firearm homicide rates were highest in core metropolitan counties, (27.7/100,000) compared to non-metropolitan counties (2.9/100,000). Firearm homicide rates were highest for black males and lowest for white females in all five urbanization strata for 1979 through 1989.

Fingerhut, L.A., Kleinman, J.C., Godfrey, E., and Rosenberg, H. (1991). Firearm Mortality Among Children, Youth, and Young Adults 1-34 Years of Age, Trends and Current Status: United States 1979-88. Monthly Vital Statistics Report, 39. Hyattsville, MD: National Center for Health Statistics.

Emphasizes racial and gender differences in homicide and suicide associated with firearms among males ages 15-34.

Heide, K. M. (1993). Weapons Used by Juveniles and Adults to Kill Parents. Behavioral Science and the Law, 11 (4), 397-406.

Henkoff, R. (1992). Kids Are Killing, Dying, Bleeding. Fortune, 126 (3). 62-69.

This article reports a non-experimental exploration of youth homicide, abuse and suicide. The author suggested that there are several things which can be done to reduce violence including: programs to help parents with parenting skills, programs that teach children how to manage anger nonviolently, and policies which increase gun control.

Howell, J.C. (1994). Recent Gang Research: Program and Policy Implications. Crime and Delinquency, Vol. 40 No. 4. Sage Publications: Newbury Park, CA.

The violent youth gang problem is growing. Gang members are committing more violent offenses, resulting in more serious injuries. Gang members are using more lethal weapons. It is unclear if the growth in urban violence is due to gangs, law-violating youth groups, or nongang youths. Further research is needed to determine what part the truly violent gangs play in the increase in urban violence.

Huizinga, David, et al. (1994). Urban Delinquency and Substance Abuse. U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention: Washington, D.C.

There is a strong relationship between owning illegal guns and delinquency and drug use. Seventy-four percent of the illegal gun owners commit street crimes, 24 percent commit gun crimes, and 41 percent use drugs. Boys who own legal guns have much lower rates of delinquency and drug use and are even slightly less delinquent than non-owners of guns.

For legal gun owners, socialization appears to take place in the family. For illegal gun owners, it seems to take place "on the street."

Interdepartmental Working Group (1994). Violence: A Report to the President and Domestic Policy Council. U.S. Department of Health and Human Services: Washington, D.C.

The United States has never tried a comprehensive approach to preventing firearm injuries. Federal laws regulating firearms are piecemeal, under-enforced, and do not treat firearms as the dangerous consumer products they are. Rational public policy, well-executed science, and effective enforcement can help end this epidemic of gun violence.

Jones, M. A. & Krisberg, B. (1994). Images and Reality: Juvenile Crime, Youth Violence and Public Policy. San Francisco, CA: National Council in on Crime and Delinquency.

The most important factor concerning youth violence in general and juvenile homicide specifically over the last ten years is the availability of firearms. Teenage boys in all racial and ethnic groups are more likely to die from gunshot wounds than from all natural causes combined. Both the availability and increasing lethality of firearms contributes to this violence.

Kellerman, Arthur. (1993). Gun Ownership as a Risk Factor for Homicide in the Home. New England Journal of Medicine, Vol. 329, No. 15.

This study found that in King County, Washington, guns kept at home were involved in the death of a household member 185 times more often than in the death of a stranger. These deaths included suicides, homicides, and unintentional fatal shootings.

Kennedy, David M. (1994). Can We Keep Guns Away From Kids? Working Paper #94-05-12, John F. Kennedy School of Government, Harvard University: Cambridge, MA.

Market disruption approaches successfully utilized in fighting street drug markets may be useful in closing down illegal gun markets, particularly youth gun markets. These approaches were designed to interfere with street trafficking to the point that the drug trade was no longer able to survive. Police in Tampa, Florida disrupted a street crack operation. The disruption made it hard for buyers to find sellers as the police used heavy enforcement to keep the dealers moving around. The policy used community allies to report new dealing sites, made buyers feel vulnerable by publicizing reverse stings in which police posed as dealers and arrested buyers and police interfered with business by loitering around dealing sites. There is a trial in Boston currently underway to test the strategy regarding gun violence.

Some of the youth carry guns for self-protection. These youth might be more amenable to putting away the guns if they felt safer. Less ready availability might change the deadliness of the incidents. Gun strategies and fear-reduction strategies would reinforce

each other. A comprehensive strategy is needed to solve the gun, youth, and fear problem, including changes in the environment.

Kleck, G. (1991). Point Blank: Guns and Violence in America. New York, NY: Aldine de Gruyter.

Koop, C.E. and Lundberg, G.D. (1992) Violence in America: A Public Health Emergency. Journal of the American Medical Association. 267:3075-6.

Discusses the need for a public health/medical approach to the problem of violence. Compares the responsibilities associated with owning and using a firearm and those associated with owning and using a motor vehicle. Closes with recommendations for action.

Lacerva, V. (1990). Let Peace Begin With Us: The Problem of Violence in New Mexico. Santa Fe, NM: New Mexico, Department of Health.

Included in this report on violence in New Mexico are issues such as homicide, assault, suicide, drugs, violence and firearms.

Lawyers Committee on Violence. (1994). Gun Violence in New York City: Problems and Solutions. New York, NY: Lawyer's Committee on Violence, Inc.

To reduce the number of guns already in circulation, several alternatives were proposed. The authors argued that penalties for carrying firearms should include fines and jail time without probation. It was also suggested that landlords be required to prohibit firearms on the premises for any period of time, no matter how brief. The authors advocated increase enforcement of existing laws in all public places and suggested that metal detectors be installed in more areas to help accomplish this. Despite their popularity, the authors denounced the so called "Goods for Guns" program that offer incentives to people who trade in guns (e.g. money, sports tickets) because they create the impression that illegal gun ownership is acceptable. The authors proposed that legal burdens associated with gun-violence fall not only on the shooter of the gun, but also on the owner of the gun, the seller or supplier of the gun, the manufacturer of the gun, and the shooter's parents (if the shooter is a minor). The authors detailed accounts of court cases to support the legality of their different proposals.

Lee, R. K. & Sacks, J. J. (1990). Latchkey Children and Guns at Home. Journal of the American Medical Association, 264, 2210.

Lizotte, A.J., Tesoriero, J.M., Thornberry, T.P., Krohn, M.D., (1994). Patterns of Adolescent Firearms Ownership and Use. Justice Quarterly, Vol. 11 No. 1.

In the Rochester Youth Development Study, 10% of the 9th and 10th grade boys in Rochester public schools owned a firearm and 7.5 percent reported carrying them

regularly. Factors leading to sport gun ownership are different from those leading to protection gun ownership. Socialization into sport gun use originates from the family. Socialization into protective gun use comes from peer influences outside the home. Youth who used guns for protection have significantly higher levels of delinquent behavior than youth who own guns for sport.

Lofton, C, McDowall, D., Wierseman, B., Cottey, T. J. (1991) Effects of Restrictive Licensing of Handguns on Homicide and Suicide in the District of Columbia. New England Journal of Medicine 325(23):1615-1620.

This evaluation of District of Columbia Law banning the purchase, sale, transfer, of possession of handguns by civilians suggests that, on average, 47 deaths have been prevented each year since implementation of the law.

Louis Harris and Association, Inc. (1993). Prepared for the Harvard School of Public Health Under a Grant from the Joyce Foundation: A Survey of Experiences, Perceptions and Apprehensions About Guns Among Young People in America. New York, NY: Louis Harris and Associates, Inc. and LH Research, Inc.

Presents the results of two national opinion polls of adults' and children's attitudes toward and experiences with guns. The polls underscored the deep fears and concerns that millions of Americans have about gun violence and their desire to do something about the epidemic. The first poll revealed that 78% of adults believe that concerns over physical safety change the lives of today's children and 77% believe that the prevalence of guns endangers the lives of young people. The second poll showed that 59% of the 2,508 children surveyed in grades 6-12 said that they "could get a handgun if they wanted;" 35% fear their lives will be cut short by gun violence; and 15% had carried a handgun in the last month.

May, John P. (1995) Prior Nonfatal Firearm Injuries In Detainees of a Large Urban Jail. Presentation to Seventh National Conference on Health Care for the Poor and Underserved, Nashville, TN. For subsequent publication in the Journal of Health Care for the Poor and Underserved; Vol 6, No. 3.

Detainees of large urban jails have many health risks including injuries related to violence and firearms. A survey of 582 randomly selected detainees entering the Cook County Department of Corrections during the summer of 1994 found that 51% had previously entered hospitals for violence-related injuries, and 26% survived prior gun shot wounds. Patterns of firearm injuries were different from patterns of violence affecting the general population. Factors common to those with prior firearm injuries included witnessing a shooting at an early age, tatoos, previous sexually transmitted diseases, easy access to a semiautomatic weapon, and prior incarceration. Development of multi-disciplinary strategies to reduce risks of violence would be appropriate.

McCarney, W. G. (1988). Crack Cocaine, Guns and Youth: An Extremely Lethal Mixture. Lay Panel

Magazine, 20 6-8.

McDowall, D. (1991). Firearm Availability and Homicide Rates In Detroit, 1951-1986. Social Forces, 69 (4) 1085-1101.

This study examined the relationship and influence between firearm availability and homicide rates in Detroit, Michigan. The question of whether firearm availability may increase the use of guns in crimes was also a focus.

In this study, gun density influenced homicides. The estimates indicated that changes in firearm availability altered the risk of homicide, but increases in gun density could not completely account for Detroit's high murder rate. Regression analysis was done using the Detroit homicide rate.

National Council of Juvenile and Family Court Judges (1994). Where We Stand: An Action Plan for Dealing with Violent Juvenile Crime. Reno, Nevada: Midby-Byron National Center for Judicial Education.

The National Council believes that the following actions should be implemented by state and local governments with financial, technical assistance and research efforts from the state and federal levels. They include: assuring that juvenile courts can hold violent juvenile offenders fully accountable for their crimes; providing adequate resources to the juvenile courts to conduct thorough assessments of juveniles; and, developing individualized dispositions for the juveniles. Others include renewing the commitment to rehabilitation of violent juvenile offenders consistent with public safety, and providing legislation with rational guidelines for the protection of public safety and individual rights under which state and local juvenile judges can transfer violent juveniles offenders to adult criminal courts.

Northrop, D., & Hamrick, K. (1990). Background paper prepared for the Forum on Youth Violence in Minority Communities: Setting the Agenda for Prevention. Atlanta, Georgia, December 10-12, 1990 Weapons and Minority Youth Violence. Newton, MA: Education Department Center.

This paper reviewed existing and potential strategies for reducing the misuse of weapons by American youth. The authors cited three issues that needed to be addressed if effective interventions were to be implemented in the area of weapons misuse by minority youth. The first issue was the inadequacy of research information on which to base firearms policy and practice. The authors recommended research priorities which included studies of the magnitude, characteristics, and cost of the morbidity and disability caused by firearms and other weapons, investigations as to the number, type, and distribution of firearms and other weapons in the U.S., epidemiological studies of risks of injuries associated with firearms possession, and evaluation of regulations and other interventions that had been attempted in the area of firearm injury prevention. Second, there was a need for more discussion of how local communities could play a role in the prevention of

firearm injuries in minority youth. Third, there were ethical and philosophical issues that needed to be resolved with respect to certain school-based interventions, such as the use of metal detectors, locker searches, and canine searches of properties were seen by some to conflict with students' civil liberties. The authors conclude that interventions which targeted the weapons themselves were more likely to produce immediate effects than socioeconomic factors. They believed, however, that long-term solutions must also address such factors as poverty and economic disparity.

Pacific Center for Violence Prevention. (1994). Preventing Youth Violence: Reducing Access to Firearms (Policy paper funded by The California Wellness Foundation). San Francisco, CA: Pacific Center for Violence Prevention.

The increasing rate of violent youth crime in the last ten years is parallel to a period of decreased allocation of resources for youth. Some experts see increased violence to be associated with this resource allocation for young people. The public health model states that decreasing handgun availability is the most effective means of decreasing firearm related injury and death. All assault weapons should be permanently banned. Communities should address local firearm issues, restrictions on ammunition availability, shifting the cost of firearm injury to manufacturers and placing firearms under a regulatory agency. There is a need to know more about non-fatal assaults which are estimated to occur 100 times more often than homicides. More money is spent on newspaper advertisements about gun control than on research about firearms and violence. The growth in the manufacturing of firearms can be attributed to protectionist legislation, lax or non-existent regulation, and minimal industry oversight.

Low prices, new designs and ready availability contribute to youth's possession of firearms. Two psycho-social factors which contribute to violence are the youth's incompetence (an inability to understand the nature of one's acts), and desensitization to the quality of one's acts through watching media.

Price, J. H. Desmond, S. M., & Smith, D. (1991). A Preliminary Investigation of Inner City Adolescents' Perceptions of Guns. Journal of School Health, 61 (6), 255-259.

The authors suggested that schools and health educators become more aware and involved in the prevention of gun violence.

Roth, Jeffrey A. (1994) Firearms and Violence. The National Institute of Justice Research in Brief. U.S. Department of Justice: Washington, D.C.

Most murders involve firearms and young minority men are at especially high risk of being murdered with a gun. Innovations in laws, law enforcement, public education, and technology all show promise of reducing gun murders by selectively making firearms less available to persons likely to use them in violence, less accessible in situations where violence is likely to occur, or less lethal. Evaluations are needed to test the effectiveness

of these innovations.

Ruttenberg, H. (1994) The Limited Promise of Public Health Methodologies to Prevent Youth Violence, The Yale Law Journal, Vol. 103:1885.

This article notes that although the public health approach successfully changed middle class smoking behavior, it did not seem to change lower class's smoking behavior. Thus, the public health approach may not change the violent behavior of lower class, either.

Although the public health approach may reduce the lethality of violence, there is a question as to whether this approach will reduce the incidence of violence. Rather, to prevent youth violence, we need a national will to improve the circumstances of children, youth, and young adults. This involves making fundamental changes in society.

Schetky, D. H. (1985). Children and Handguns: A Public Health Concern: American Journal of Diseases of Children.

Shapiro, J. P., & Burkey, B. M. (1993). Final Report on a Project Performed for the Gun Safety Institute by Child Guidance Center of Greater Cleveland Development of the Gun-Proneness Questionnaire: A Measure of Attitudes Toward Guns and Violence Among Urban Youth. Cleveland, OH: The Gun Safety Institute.

The authors developed and tested a gun proneness questionnaire. The questionnaire was designed to be used to assess attitudes on gun possession so that a curriculum can be developed that effectively targets these attitudes.

Shapiro, J.P., Dorman, R.L., Burkey, B.M., Welker, C.J. (undated). Attitudes Toward Guns and Violence in Third- through Twelfth-grade Youth. The Guidance Center: Cleveland, Ohio.

To decrease attraction towards guns and violence in young people, interventions should have an empirical basis if they are to address the psychosocial factors that do in fact determine violence-related attitudes in youth.

Handguns and hunting rifles appear not to have the same meanings associated with them for young people. Rifles seem to be mostly associated with hunting and this is only weakly associated with the disposition toward inter-human violence. Handguns, however, seem to be clearly associated with a willingness to hurt people. Prevention programs probably do not need to make a priority of discouraging youth's interest in rifles or hunting. Violence prone attitudes seem to increase between 5th and 6th grades and then stabilize. Prevention programs should be aimed at such ages.

Interventions need to directly address the psychosocial factors that determine whether youth are violence-prone or non-violent. Interventions need to identify, address, and change the attitudes, motives, and beliefs that are conducive to violent behavior. Youth

responding aggressively to shame, finding guns exciting, feeling comfortable with aggression, and believing that guns bring power and safety are most likely to engage in gun violence. Interventions that change these attitudes may reduce violent behavior and increase the safety of young people.

Sheley, J. F., & Wright, J. D. (1993). Gun Acquisition and Possession in Selected Juvenile Samples (NCJ 145326). Washington, DC: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice. Also in Sheley, J. F., & Wright, J. D. (1992). Gun-related Violence In and Around Inner-City Schools. American Journal of Diseases of Children, 146 (6), 677-68.

This study focused on serious juvenile offenders and students from schools in high-risk areas and thus is not generalizable to the general population. The main reason given for owning or carrying a gun was self-protection. Eighty-three percent of inmates and students surveyed possessed guns. Fifty-five percent of inmates carried guns all or most of the time in the year or two before being incarcerated; 12 percent of students did so and another 23 percent carried guns now and then. The firearms of choice were high-quality, powerful revolvers, closely followed by automatic and semiautomatic handguns and then shotguns. Most of the youth surveyed thought it would be easy to acquire a gun. Most of the students said they would borrow a gun whereas most of the inmates said they would get one "off the streets." Drug use was moderately related to gun activity. The fundamental policy problem involves convincing youths that they can survive in their neighborhoods without being armed. The authors recommend that change must not be directed toward the individual, but toward the family, community, and society. The authors emphasize the structural factors that have cultivated a culture of violence as the important factors that must be dealt with, particularly in the social structure of inner cities.

Sloan, J. H., Kellerman, A.L., et al. (1988). Handgun Regulations, Crime, Assaults, and Homicide: A Tale of Two Cities. New England Journal of Medicine 319:1256.

The cities of Seattle, Washington, and Vancouver, British Columbia were studied over a seven year period to understand the relationship between firearm regulations and community rates of homicide. These two cities are similar demographically and are close to each other. The study suggests that a modest restriction of citizens' access to firearms is associated with lower rates of homicide. Decreased availability of handguns did not result in a direct shift to homicide by other means.

Smith, D. (1990). Caught in the Crossfire: A Report On Gun Violence in Our Nations Schools. Washington, DC: Center to Prevent Handgun Violence.

Smith, D., & Lautman, B. (1990). A Generation under the Gun: A Statistical Analysis of Youth Firearm Murder in America. Washington, DC: Center to Prevent Handgun Violence.

The authors' analysis of expository data provides the basis for recommendations for reducing the availability of guns, especially in the home. They also recommend

cooperation between parents, educators, lawmakers and law enforcement officials to educate about dangers, reduce the availability, and punish offenders quickly and severely.

Stephens, R. D. (1992). Congressional Testimony: Weapons in Schools. National School Safety Center.

The author stated that there was a need to make administrators aware of the significant increase in weapons that exists in schools.

Sugarman, Josh and Rand, Kirstan (1994) Cease Fire. Rolling Stone, Issue 677, 30-42.

A regulatory approach is suggested which requires that individuals dedicated to reducing firearms violence reassess their understanding of the issue and reorient the way it has been presented to the general public. Some of the steps include: 1) establish a long-term public education media campaign to change the public's perception of gun violence; 2) support new and ongoing research into firearms violence, causes and effects, and its economic costs; and, 3) recruit individuals and organizations not traditionally involved in the debate.

Treanor, W. W., & Bijlefeld, M. (1989). Kid & Guns: A Child Safety Scandal. Washington, DC: American Youth Work Center & Educational Fund to End Handgun Violence.

This booklet examines some of the issues surrounding the problem of firearm and child safety, including statistics about the nature and prevalence of the problem, and discussion of prevention issues.

The authors presented a number of suggestions to deal with the issue of children and guns: 1) family discussion of gun ownership, including reason for the presence of a gun in the house, removal of guns from homes with children, locking up unloaded guns out of the reach of children, and practicing emergency plans on what to do if an intruder enters the house; 2) involvement of students in this issue by organizing groups against firearms, having firearm awareness programs and organizing speakers to come to classes; 3) school encouragement of such students' organizations, including development of curricula for firearms education and violence prevention designed specifically for children and adolescents; 4) development of violence intervention programs by juvenile judges, social workers, police officers and others who work with at-risk youth; 5) direction of attention to the Surgeon General's 1981 report, calling for handgun regulation and safety campaigns, as well as to the American Academy of Pediatrics call for handgun control; 6) strict regulation of BB guns by the Consumer Product Safety Commission; 7) Provision of authority by Congress to either the Consumer Product Safety Commission or the Bureau of Alcohol, Tobacco and Firearms to regulate safety aspects of firearms; 8) study of the issue of children and guns by state health departments, and the recommendations of policies regarding education and safety; and 9) the integration of gun safety education into programs run by the national and local student organizations, developed independently of the National Rifle Association. The authors concluded with the hope that the next biannual report will discuss positive initiatives that have been taken in the fight to prevent childhood

death and injury due to firearm violence.

Tret, S. P., Winemute, G. J. and Beilienson, P. L. (1992). The Firearm Fatality Reporting System: A Proposal. Journal of the American Medical Association. 267(22): 3073-3074.

Webster, D. W., Gainer, P. S., & Champion, H. R. (1993). Weapon Carrying Among Inner-City Junior High School Students: Defensive Behavior vs. Aggressive Delinquency. American Journal of Public Health, 83 (11) 1604-1608.

This study estimates associations between beliefs and experiences hypothesized to be related to weapon carrying among youths. Among seventh grade males, forty-eight percent had carried knives, and twenty-three percent had carried guns. Forty-five of eighth grade males carried a knife, and forty-percent carried a gun. Key risk factors for knife carrying were being threatened with a knife, getting into fights, and disbelief that having a weapon increases the carrier's risk of injury. Gun carrying was associated with having been arrested, knowing more victims of violence, starting fights, and being willing to justify shooting someone.

Van Kammen, W., and Loeber, R., (1994) Delinquency, Drug Use and the Onset of Adolescent Drug Dealing. University of Pittsburgh: Pittsburgh, PA

Van Kammen and Loeber analyzed data from the Pittsburgh Youth Study (OJJDP's Causes and Correlates Study) which involves a longitudinal survey of 1st, 4th, and 7th grade boys who were randomly selected from the public schools in Pittsburgh. Follow-up interviews were conducted on 1,500 subjects, their teachers, and parents. This particular analysis involves data from six years of follow-up interviews on a sample of boys who were in the 7th grade at the beginning of the study.

The researchers found that the frequency of carrying a concealed weapon increased in the year concurrent with the initiation of drug selling. Among drug sellers, the rates for gun use steadily increased while the rates for other weapons decreased. This was even more significant among drug sellers who sold hard drugs (heroin, cocaine, and LSD). Almost 80% of those who sold hard drugs at age 18.8 were carrying a gun. Finally, of all the young men age 19 who carried a weapon, 64% were also involved in selling drugs. The authors concluded that a reduction in the number of juveniles selling drugs is likely to reduce the carrying of concealed weapons, particularly guns.

Zimring, F. E. (1985). Violence and Firearms Policy. In Curtis, L.A. (Editor), American Violence and Public Policy: An Update of the National Commission on the Causes and Prevention of Violence, (pp. 133-152). New Haven, CT: Yale University Press.

This paper describes what is known about guns and gun violence, particularly since the Violence Commission's report of 1968. Policy implications are also discussed.

Using the last thirty years as a guide, the author argued that the future will bring a national handgun strategy composed of three parts: 1) federal restrictions on handgun transfers that amount to permissive licensing and registration; 2) wide variation in state and municipal handgun possession and transfer regulation; and 3) increasing federal law enforcement assistance to states and cities attempting to enforce more restrictive laws than the federal minimum.

The most important element of future handgun policy is the social notion of appropriate crime countermeasures. Gun proponents will continue to have strength if the handgun continues to be viewed as necessary household defense. The author reviews the actions and beliefs of key opinion leadership groups. Women are most likely to be brought into the argument as those who need protection but are least likely to own a gun. If women's ownership of self-defense handguns increases dramatically, opinion for drastic reduction of handguns could not happen. Blacks are found to play a minimal role in the argument over guns; in the future this role would be pro-or anti-gun control. Older Americans are thought to be a great potential lobbying force in the gun debate, though consensus was not to be found. The large number of females among this population could contribute to anti-gun climate. Among the young, anti-gun sentiments must trickle down to working class and lower class youths before the young can provide a force in the potential arena.

Zimring, F. E., (1993). Research on Firearms. Health Affairs. Winter 1993. The People to People Health Foundation: Bethesda, MD

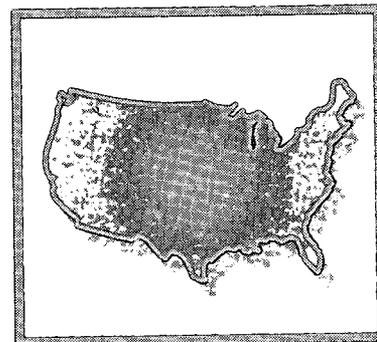
Research needed to formulate sound public policy is lacking in the area of firearm violence and control. This lack of research is due to the volatile nature of the topic and the political risks of endorsing gun control by the policy makers. Some of the research questions that need to be answered include: how much firearm use contributes to the death rate from violence; how successful particular gun control interventions can be; and to what extent the benefits of gun control are worth their cost to society. He suggests that public health professionals, in collaboration with social scientists and criminologists, can make a significant contribution to the research on firearm control.



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Juvenile Offenders and Victims: A National Report



PREVIEW

Juvenile Offenders and Victims: A National Report

Preview

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Foreword

To understand and improve the juvenile justice system, practitioners, policymakers, and the public must have access to useful and accurate information about the system and the youth it serves. Some of the information needed is currently unavailable. When the information does exist, it is often too scattered or inaccessible to be useful.

The goal of the forthcoming *Juvenile Offenders and Victims: A National Report* is to fill this information gap by summarizing the best information available on the extent and nature of juvenile offending and victimization and on the juvenile justice system's response. The *Report* will be published by the Office of Juvenile Justice and Delinquency Prevention in the summer of 1995.

This *Report* will be different than most you have seen. Many statistical reports place great demands on the reader's time and attention. They require the reader to work too hard to uncover the important messages conveyed by the data. The *Report* is designed so you do not have to trudge through pages of irrelevant material. The data is summarized in

clear, nontechnical writing, and is presented using graphics whenever possible.

The *Report* is designed so that each section and page reviews what is known about a specific topic. This mode of presentation effectively disseminates critical, and at times complex, information to an audience that more often than not does not have the time to digest most statistical reports.

OJJDP recognizes that those who attend this year's National Conference on Juvenile Justice are in a position to put this information to immediate use. Therefore, we have compiled this preview of selected key pages from the full *Report* for you to reference until the full *Report* is available. I believe you will be intrigued by the pages we have selected for your review and excited about the full *Report's* release this summer. We will arrange for all conference registrants to automatically receive a copy of the full *Report* upon release.

Shay Bilchik
Administrator



How much crime in the U.S. is caused by juveniles?

Victims attributed about 1 in 4 personal crimes to juvenile offenders in 1991

One of two continuous sources of information on the proportion of crime committed by juveniles is the National Crime Victimization Survey (NCVS). NCVS captures information on crimes committed against persons age 12 or older. Crimes committed against children below age 12 are not counted. As a result, significant numbers of crimes committed by juveniles and adults are not reported.

In 1991 NCVS found that victims age 12 and older reported that the offender was a juvenile (under age 18) in approximately 28% of personal crimes (i.e., rape, personal robbery, aggravated and simple assault, and theft from a person). These victims also reported that 88% of juvenile crimes were committed by male offenders and 10% by female offenders, with the remainder committed by both males and females. Adult offenders in 1991 had a similar sex profile.

Victims reported that half of all juvenile offenders were white

In 1991 victims of personal crimes reported essentially the same racial distribution for juvenile and adult offenders:

Race of offender	Offender age	
	Juvenile	Adult
White	51%	51%
Black	41	39
Other race	8	10
Total	100%	100%

Source: BJS. (1992). *National crime victimization survey 1991* [machine-readable data file].

Juveniles were responsible for about 1 in 5 violent crimes

In 1991 juveniles were responsible for 19% of all violent crimes (i.e., rape, personal robbery, and aggravated and simple assault) reported to NCVS in which there was a single offender.

Age of victim	Proportion of crimes committed by juveniles		
	Crimes of violence	Robbery	Assault
All ages	19%	14%	21%
12-19	49%	48%	52%
20-34	5	7	5
35-49	11	4	12
50-64	5	<1	5
Over 64	<1	<1	<1

Source: BJS. (1992). *Criminal victimization in the U.S. 1991*.

Persons most likely to be victimized by juveniles were individuals between ages 12 and 19 (remembering that crimes against children below age 12 are not a part of NCVS). The offender was a juvenile in nearly half of these violent crimes. In contrast, juveniles were seldom the offender in crimes against older victims. For example, 7% of robberies of persons ages 20-34 were committed by juveniles, and victims above age 50 rarely reported that they were robbed by juveniles.

One in 7 serious violent crimes involved juveniles in groups

Seventeen percent of all serious violent crimes in 1991 were committed by juveniles only, either alone (11%) or in juvenile groups (6%). Another 8% of serious violent crimes were committed by a group of offenders that included at least one juvenile and one adult. In all, 25% of all serious violent crime involved a juvenile offender; and of these crimes, more than one-half involved a group of

offenders. Adults were less likely to commit crimes in groups; about one-third of serious violent crimes committed by adults involved a group of offenders.

Number and type of offenders	Percent of serious violent crime
1 juvenile	11%
2 or more juveniles	6
1 or more juvenile with adult(s)	8
2 or more adults	22
1 adult	53
Total	100%

Juvenile victims were more likely than adult victims to be victimized by a group of juvenile offenders. That is, 14% of all juveniles who were victims of a serious violent crime reported that they were victimized by two or more juvenile offenders, compared with 3% of adult victims.

Racial profiles of violent crime victims varied with the race of the juvenile offender

In 1991, when a white juvenile committed a violent crime, the victim was nearly always white (95%).

Race of victim	Juvenile offender's race		
	White	Black	Other
White	95%	57%	80%
Black	3	37	7
Other	2	6	13
Total	100%	100%	100%

Note: Hispanics can be of any race, but most are classified as white.

Source: BJS. (1992). *National crime victimization survey 1991* [machine-readable data file].

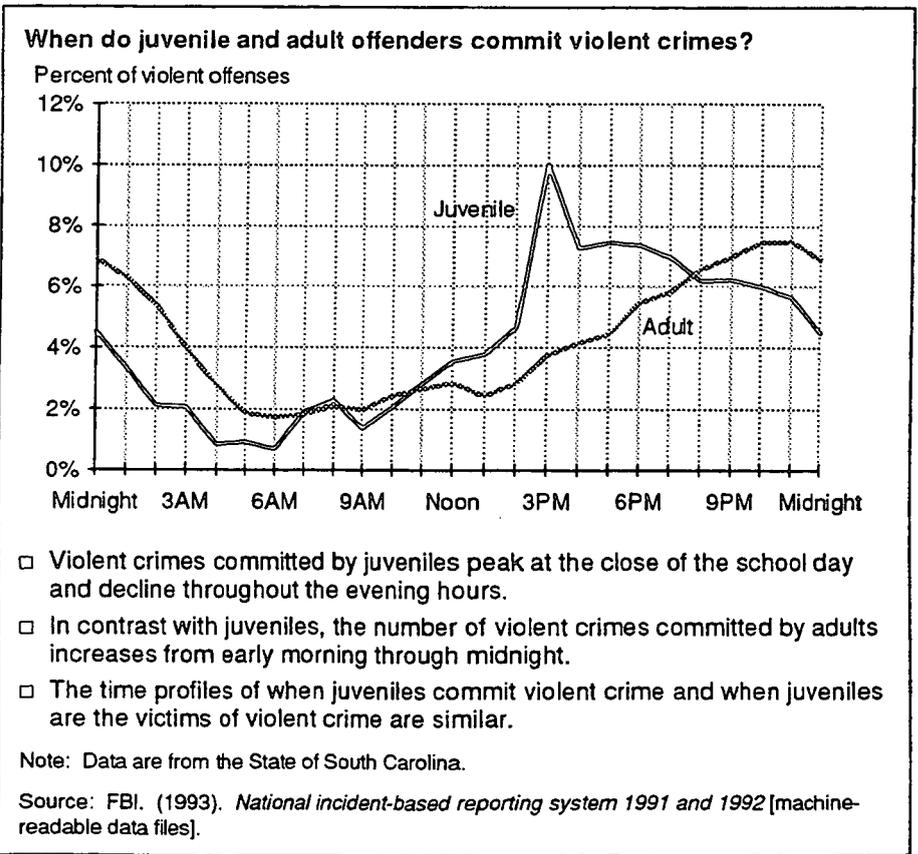
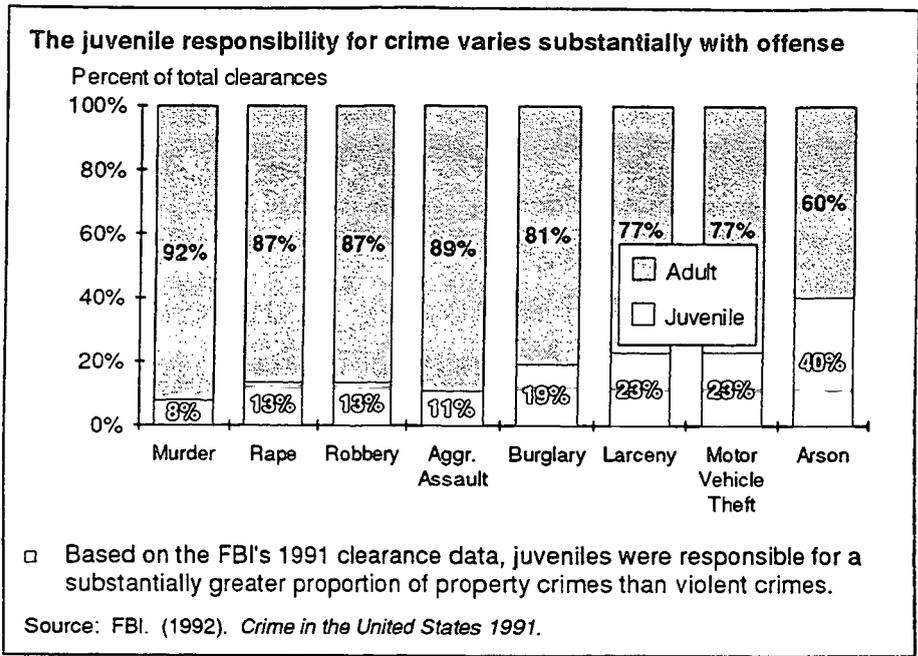
In contrast to white offenders, the victim profile of black juvenile offenders was more racially mixed. Fifty-seven percent of the violent crime victims of black juvenile offenders were white and 37% black.

Juveniles were responsible for 1 in 10 violent crimes cleared by arrest in 1991

The second source of information that addresses the relative volume of crime committed by juveniles and adults comes from the FBI. The FBI tracks the proportion of crimes that result in arrest — or crimes cleared — and the age of the arrestee(s). Many crimes captured by NCVS are never reported to law enforcement agencies and many reported crimes never result in arrest. In contrast to NCVS data, some cleared crimes are against children below age 12. For these and other reasons, the NCVS and the FBI's clearance statistics approach the question of the relative volume of juvenile crime from different perspectives.

The FBI reported that 11% of all violent crimes (i.e., murder, forcible rape, robbery, and aggravated assault) cleared in 1991 were cleared by the arrest of a person under age 18. Juveniles were also arrested in 22% of all cleared property crimes (i.e., burglary, larceny, motor vehicle theft, and arson).

The juvenile proportions of crime inferred by FBI clearance data are below those roughly corresponding figures reported by NCVS for 1991. One possible reason for this difference is that adult crimes are more serious and, therefore, are more likely than are crimes committed by juveniles to be reported to law enforcement. If so, the differential reporting would make the juvenile contribution to crime smaller from the perspective of law enforcement than from the perspective of victims.



Violent crime increased 23% between 1988 and 1992 — about one-third of this increase was caused by juveniles

Users of reported crime and arrest statistics face difficult interpretation problems

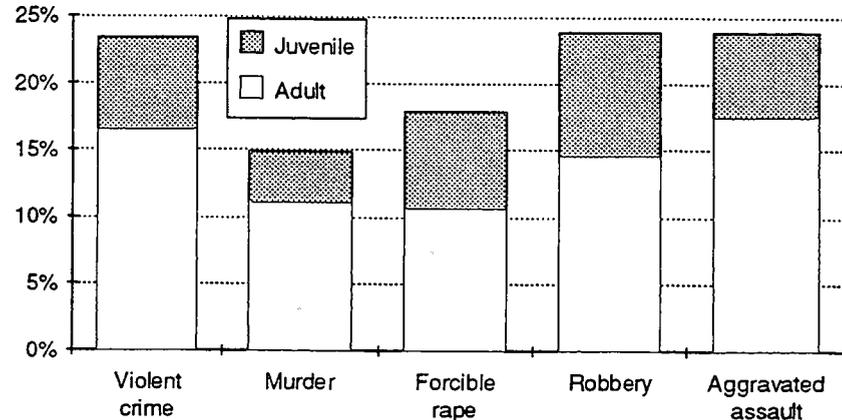
Violent crime is increasing and, based on their representation in the general population, juveniles are responsible for a disproportionate share of this increase. But is it accurate to say that juveniles are driving the violent crime trends?

The number of violent crimes reported to law enforcement agencies increased 23% between 1988 and 1992. Knowing that over this same period, juvenile arrests for violent crime grew 47%, while adult arrests for violent crimes increased 19%, it is easy to conclude that juveniles were responsible for most of the increase in violent crime. However, even though the percentage increase in juvenile arrests was more than double the adult increase, the growth in violent crime cannot be attributed primarily to juveniles.

An example shows how this apparent contradiction can occur. Of the 100 violent crimes committed in 1988 in a small town, assume that juveniles were responsible for 10, and adults for 90. If the number of juvenile crimes increased 50%, juveniles would be committing 15 (or 5 more) violent crimes in 1992. A 20% increase in adult violent crimes would mean that adults were committing 108 (or 18 more) violent crimes in 1992. If each crime resulted in an arrest, the percentage increase in juvenile arrests would be more than double the adult increase (50% versus 20%). However, nearly 80% of the increase in violent crime (18 of the 23 additional violent crimes) would have been committed by adults.

If juveniles had committed no more violent crimes in 1992 than in 1988, violent crime in the U.S. would have increased 16% instead of 23%

Percent change in violent crime 1988–1992



Juveniles were responsible for one-quarter of the 15% increase in murders between 1988 and 1992. If murders by juveniles had remained constant over this period, murders in the U.S. would have increased 11%.

Source: FBI. (1993). *Crime in the United States 1992*.

Large percentage increases can yield relatively small overall changes. Juvenile arrests represent a relatively small fraction of the total; consequently, a large percentage increase in juvenile arrests does not necessarily translate into a large contribution to overall crime growth.

How much of the recent growth in violent crime can be attributed to juveniles?

In 1988 the FBI reported juveniles were arrested in 9% of the violent crimes for which someone was arrested; this juvenile clearance percentage was 13% in 1992. If juveniles were responsible for similar percentages of the unsolved violent crimes in these years, then it is possible to estimate the number of crimes

committed by juveniles and by adults in 1988 and 1992.

From FBI reported crime and clearance statistics, it was estimated that juveniles committed 108,000 more Violent Crime Index offenses in 1992 than in 1988, while adults committed an additional 258,000. Therefore, juveniles were responsible for 30% of the growth in violent crime between 1988 and 1992. Between 1988 and 1992 juveniles were responsible for 26% of the increase in murders, 41% of the increase in forcible rapes, 39% of the increase in robberies, and 27% of the increase in aggravated assaults. Juveniles contributed less to the increase in murder than to the increases in other violent crimes.

Any juvenile between ages 12 and 17 is more likely to be the victim of violent crime than are persons past their midtwenties

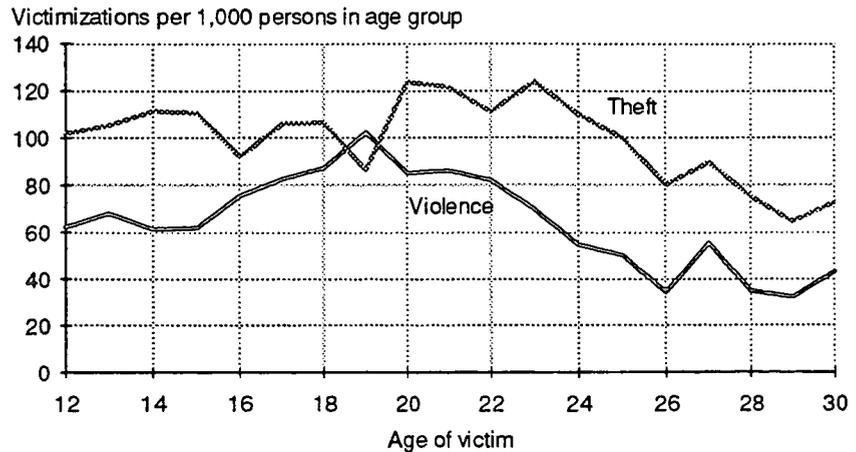
Juveniles and young adults have the greatest risk of victimization

Victimization rates vary substantially across age groups. Senior citizens have much lower victimization rates than young adults, who have the highest rates within the adult population. The victimization rate for juveniles is roughly the same as that of young adults (ages 18–24) and substantially above the rates for persons over age 24. This is true for both crimes of violence and crimes of theft.

Juvenile victims are likely to know their offender

Most offenders who victimize juveniles are family members, friends, or acquaintances. In 1991 only 22% of personal crimes against juveniles were committed by strangers. Adults were much more likely to be victimized

The risk of violent victimization in 1991 was greater for a 12-year-old than for anyone age 24 or older



- The risk of violent victimization for a 29-year-old in 1991 was less than one-half of that faced by a 17-year-old.
- The risk of violent crime varies substantially within the juvenile age groups. The risk of violent crime for a 17-year-old was 33% greater than the risk for a 12-year-old.
- The risk of being a victim of personal theft (i.e., larceny with and without contact) in 1991 was greater for a 12-year-old than for anyone age 26 or older.

Source: BJS. (1993). *National crime victimization survey 1991* [machine-readable data file].

In 1991 juveniles ages 12 through 17 were as likely to be the victims of rape, robbery, and simple assault as were young adults ages 18 through 24 ; aggravated assault was the only violent crime for which young adults had a statistically higher victimization rate than juveniles

Crime type	Victimizations per 1,000 persons in age group							
	All Ages	Juveniles			Adults			
		Total	12–14	15–17	Total	18–24	25–34	35+
Personal crime	98	172	166	179	89	193	114	57
Crimes of violence	32	71	65	78	28	81	37	14
Rape	1	2	1	3	<1	2	1	<1
Robbery	6	10	11	10	5	12	8	3
Aggravated assault	8	15	14	17	7	24	9	3
Simple assault	18	44	40	48	15	42	19	7
Crimes of theft	65	101	102	101	61	112	77	43
Personal larceny with contact	3	3	2	3	3	4	3	2
Personal larceny without contact	62	98	100	97	58	109	74	41

Note: Detail may not add to totals because of rounding.

Source: BJS. (1993). *National Crime Victimization Survey, 1991* [machine-readable data file].

Much of what is known about the victimization of juveniles comes from the NCVS

The Bureau of Justice Statistics (BJS) conducts the National Crime Victimization Survey (NCVS). With funds from BJS, the Bureau of the Census contacts a nationally representative sample of households and asks their occupants to describe the personal crimes they have experienced. Personal crimes are broken into two general categories: crimes of violence and crimes of theft.

Personal crimes of violence include rape, personal robbery, and aggravated and simple assault. These crimes always involve contact between the victim and the offender. For this report, serious violent crime includes all crimes of violence except simple assault. Personal crimes of theft include larcenies (theft without force or threat of force) with and without victim-offender contact.

With all its strengths, the NCVS has limitations in describing the extent of juvenile victimizations. The NCVS does not capture information from, or about, victims below the age of 12. Designers of the survey believe that younger respondents are not able to provide the information requested. Therefore, juvenile victimizations reported by the NCVS cover only those that involve older juveniles. In addition, as with any self-report survey, the NCVS has limited ability to address the sensitive issues of intrafamily violence and child abuse.

Some official data sources (such as law enforcement and child protective service agencies) can provide a partial picture of crime against juveniles. However, they are limited to incidents that are made known to them.

More than 1 in 5 violent crime victims in 1991 was a juvenile aged 12 through 17

Crime type	Proportion of victims who were:			
	Total	Juveniles		Adults
		12-14	15-17	
Personal crime	18%	9%	9%	82%
Crimes of violence	22%	10%	12%	78%
Rape	18	3	15	82
Robbery	18	9	8	82
Aggravated assault	20	9	11	80
Simple assault	24	11	13	76
Crimes of theft	16	8	8	84
Personal larceny with contact	11	4	7	89
Personal larceny without contact	16	8	8	84

Source: BJS. (1993). *National Crime Victimization Survey, 1991* [machine-readable data file].

by strangers (42%). The juvenile and adult proportions of stranger crimes in 1991 were more similar for rape and robbery than for aggravated assault and simple assault.

	Percent stranger crime	
	Juvenile	Adult
Personal crimes*	22%	42%
Rape	33	39
Robbery	44	51
Aggravated assault	20	38
Simple assault	15	38

* Includes crimes of theft.

A gun was used in 1 in 4 serious violent offenses against juveniles in 1991

The offender was armed in 67% of serious violent crimes (i.e., crimes of violence excluding simple assault) involving juvenile victims. In 19% of serious violent incidents the offender had a handgun, in 6% a gun other than a handgun, in 18% a knife, and in 25% a blunt object was used.

The level of weapon use against juveniles is only slightly less than against adults. Compared with adult victimizations, offenders in serious violent incidents against juveniles were less likely to be armed (67% compared with 72% for adults) and, when armed, less likely to use a handgun (19% compared with 24% for adults).

Juveniles suffer fewer and less serious injuries than adults

The proportion of serious violent incidents that resulted in injury was about the same for juveniles (35%) as for adults (36%) in 1991. Adult victims of serious violent crime, however, were twice as likely as juvenile victims to be injured seriously (14% versus 7%). Injuries requiring hospital stays of at least 2 days were also more common for adult (3%) than for juvenile victims (less than 1%).

Child protective service agencies received 1.9 million reports of child maltreatment in 1992 involving 2.9 million children

NCANDS monitors the caseloads of child protective services

The Child Abuse Prevention, Adoption, and Family Services Act of 1988 required the National Center on Child Abuse and Neglect (NCCAN) to establish a national data collection program on child maltreatment. In response, NCCAN established the National Child Abuse and Neglect Data System (NCANDS).

NCANDS annually collects information on cases handled by each State's child protective service agency. These data include information on the number of reports received, the number of children involved, the number of reports that were substantiated after investigation, information on perpetra-

tors in substantiated cases, and information on disposition of the cases. These data provide a national picture of the caseloads of child protective service agencies and their responses to child maltreatment cases.

An estimated 2.9 million children were the subject of abuse and neglect reports in 1992

Nationally, child protective service agencies received an estimated 1.9 million reports of alleged child abuse and neglect in 1992. Many of these reports involved more than one child (e.g., siblings). These 1.9 million reports of abuse and neglect involved approximately 2.9 million children. Child protective service agencies

conducted approximately 1.6 million child abuse and neglect investigations.

In 41% of these investigations the allegation of child abuse or neglect was substantiated (i.e., the allegation of maltreatment or risk of maltreatment was supported or founded on the basis of State law or policy) or was indicated (i.e., the allegation could not be substantiated, but there was reason to suspect that the child was maltreated or was at risk of maltreatment).

How common are intentionally false allegations of child abuse and neglect?

Six States report information on the number of intentionally false allegations of child maltreatment — Florida,

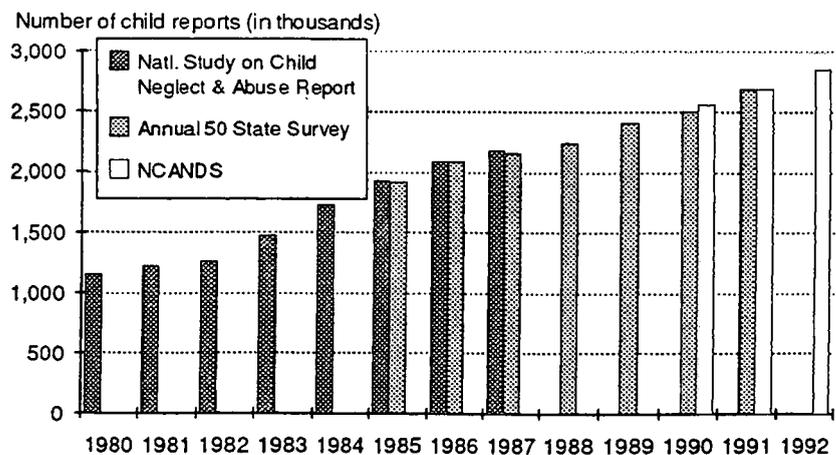
Educators are the most common source of reports of abuse and neglect to child protective service agencies

Source of referral	Percent of total
Professionals	50%
Educators	16
Social service	12
Legal justice	12
Medical	10
Family and community	27%
Friends/neighbors	10
Relatives—not parents	10
Parents	7
Other sources	23%
Anonymous	11
Victims	2
Other*	10

* Includes child care providers, perpetrators, and sources not otherwise identified.

Source: NCCAN. (1994). *Child maltreatment 1992: Reports from the States to the National Center on Child Abuse and Neglect*.

Reports of alleged child maltreatment have increased since 1980



The increasing trend in child maltreatment reports over the past decade is believed to be the result, at least in part, of a greater willingness to report suspected incidents. Greater public awareness both of child maltreatment as a social problem and the resources available to respond to it are factors that contribute to increased reporting.

Sources: NCCAN. (1994). *Child maltreatment 1992: Reports from the States to the National Center on Child Abuse and Neglect*. NCCAN. (1993). *National child abuse and neglect data system: Working paper 2, 1991 summary data component*.

Neglect is the most common form of substantiated or indicated maltreatment

Type of maltreatment	% of Victims
Neglect	49%
Physical abuse	23
Sexual abuse	14
Emotional maltreatment	5
Medical neglect	3
Other	9
Unknown	3

Note: Total is greater than 100% because victims can be in more than one category when more than one type of abuse or neglect has occurred.

Source: NCCAN. (1994). *Child maltreatment 1992: Reports from the States to the National Center on Child Abuse and Neglect.*

Hawaii, Illinois, Missouri, Vermont, and Virginia. Data from these States show that:

- 60% of allegation investigations were not substantiated.
- 5% of the allegations that were not substantiated were determined to be intentionally false.
- 3% of all allegations were intentionally false.

All children are potential victims of maltreatment

In 1992 information on substantiated or indicated victims of maltreatment provided by States to NCANDS found the following:

- 52% of the victims were female.
- 7% of victims were under the age of 1, 52% were under the age of 8, and 7% were 16 or older.

For every 1,000 juveniles in the Nation, 43 were the subject of abuse and neglect reports in 1992

State	Population under age 18 (in thousands)	Number of children subject of a report	State	Population under age 18 (in thousands)	Number of children subject of a report
Total U.S.	66,166	2,855,691	Missouri	1,350	79,493
Alabama	1,076	43,246	Montana*	226	14,760
Alaska*	185	9,892	Nebraska	439	17,029
Arizona	1,047	51,216	Nevada	338	22,540
Arkansas	629	36,089	New Hampshire	280	10,943
California	8,423	463,090	New Jersey	1,863	50,443
Colorado	909	55,740	New Mexico*	469	26,969
Connecticut	771	22,080	New York	4,422	228,457
Delaware	172	8,292	N. Carolina	1,662	88,472
DC	117	12,093	N. Dakota	172	7,565
Florida	3,106	180,285	Ohio	2,820	148,101
Georgia	1,800	46,192	Oklahoma	858	24,092
Hawaii	293	5,310	Oregon	766	41,506
Idaho	324	24,020	Pennsylvania	2,844	25,891
Illinois	3,029	131,592	Rhode Island	233	12,886
Indiana	1,461	58,970	S. Carolina*	945	33,854
Iowa	735	28,094	S. Dakota	204	10,486
Kansas	678	22,079	Tennessee	1,246	31,231
Kentucky	964	56,438	Texas	5,072	174,255
Louisiana	1,238	47,893	Utah	654	27,047
Maine	306	10,177	Vermont	144	3,205
Maryland	1,226	48,698	Virginia	1,562	55,680
Mass.	1,384	52,581	Washington	1,355	55,836
Michigan	2,509	117,316	West Virginia	438	20,949
Minnesota	1,206	27,462	Wisconsin	1,330	47,622
Mississippi	748	32,076	Wyoming	138	5,458

Note: In most States a child may be counted more than once if the child is alleged to be the victim of abuse or neglect in more than one report during the year. However, four States in 1992 provided unduplicated counts of children referred. These States were Alaska, Montana, New Mexico, and South Carolina, which are denoted in this table with an asterisk to indicate this reporting capability.

Source: NCCAN. (1994). *Child maltreatment 1992: Reports from the States to the National Center on Child Abuse and Neglect.*

- 55% of the victims were white, 26% were black, 10% were Hispanic, and 4% were other races; race was unknown for the remaining 5% of victims.

Removal from home occurred in 1 of 5 substantiated cases

NCANDS reported that 18% of the victims in substantiated or indicated cases were removed from their homes in 1992. This represents a 6% increase over 1991.

Increase in homicides by juveniles is tied to the use of guns

The FBI is a primary source of information on homicide

The FBI's *Supplementary Homicide Reports* provide data on offenders as well as victims. In 29% of homicides that occurred between 1976 and 1991, the identity of the perpetrator was unknown, at least at the time the reports were completed by law enforcement authorities. From the large majority of homicides in which the offender is known, however, a profile of juveniles who murder can be developed and trends in juvenile homicide can be examined.

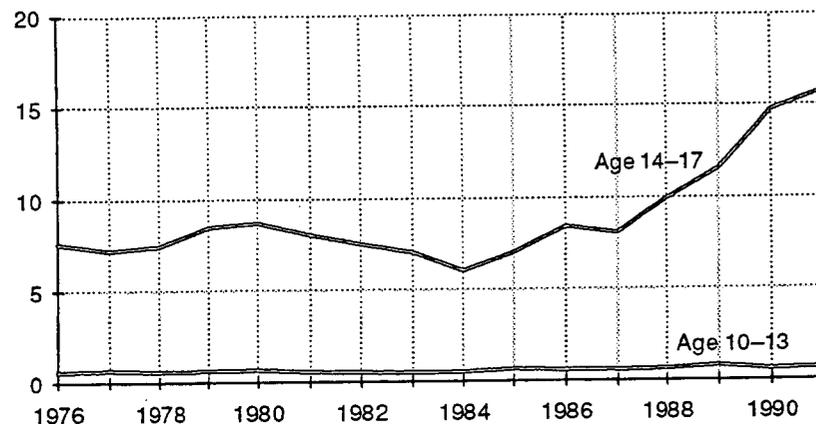
The growth in homicides involving juvenile offenders has surpassed that among adults

From 1976 to 1991, nearly 23,000 persons under age 18 were known perpetrators of homicide in the U.S., an average of more than 1,400 per year. Moreover, the number of known juvenile homicide offenders has more than doubled in recent years, from 969 in 1984 to 2,202 in 1991, while the number of adult offenders increased 20% over the same period.

The trends in homicides for male and female juveniles are quite different. Controlling for population changes, homicides by male juveniles have more than doubled in number since the mid-1980's, whereas those by female juveniles have remained steady in recent years.

The homicide offending rate for 14–17-year-olds increased substantially in recent years, while the rate for younger juveniles remained constant

Homicide offenders per 100,000 juveniles in age group

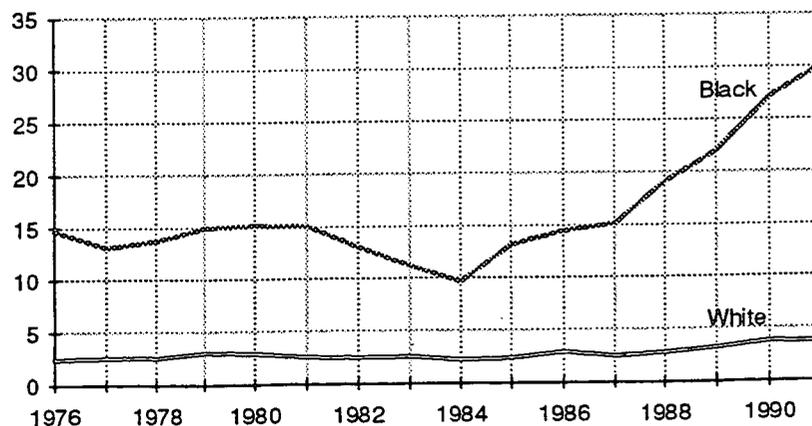


□ Between 1984 and 1991 the rate at which juveniles ages 14 to 17 committed murder increased 160%.

Source: FBI. (1993). *Supplementary homicide reports 1976–1991* [machine-readable data files].

The homicide offending rate for black juveniles is substantially higher than the rate for white juveniles and has risen sharply in recent years

Homicide offenders per 100,000 juveniles age 10–17



□ Between 1984 and 1991 the rate at which white juveniles committed murder increased by 64%, while the black juvenile murder rate increased 211%.

Source: FBI. (1993). *Supplementary homicide reports 1976–1991* [machine-readable data files].

Nearly one-third of juvenile murder victims are strangers

When juveniles commit homicide, most of their victims are friends or acquaintances (53%). Thirty-two percent of juvenile murder victims are strangers and 15% are family members.

When juveniles kill strangers, generally the perpetrator is male (96%) and black (57%), uses a gun (64%), and kills during the commission of a felony (62%).

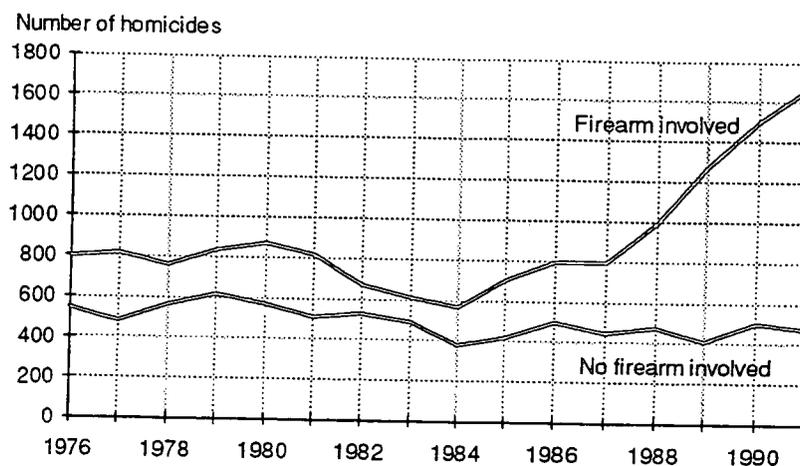
Similarly, when juveniles kill friends or acquaintances, the perpetrator is almost always male (92%), is equally likely to be white or black, kills with a firearm (62%), and is frequently motivated by an argument or brawl (45%).

In family-related incidents, the offender is usually male (75%), is more often white (64%), murders with a firearm (64%), and is motivated by an argument or brawl (51%). When juveniles commit homicide within the family, they typically kill fathers/step-fathers (30%) or brothers (17%).

Handguns accounted for the greatest proportion of homicides by juveniles from 1976 to 1991

Over the period 1976 to 1991, firearms were used by 65% of juvenile homicide offenders — 44% used handguns. The use of firearms by juvenile homicide offenders increased substantially over this period. In 1976, 59% of juvenile homicide offenders killed with a gun; by 1991 the figure was 78%.

Gun homicides by juveniles have nearly tripled since 1983, while homicides involving other weapons have actually declined



□ From 1983 through 1991, the proportion of homicides in which the juvenile uses a gun increased from 55% to 78%.

Source: FBI. (1993). *Supplementary homicide reports 1976-1991* [machine readable data files].

A growing number of juveniles kill in groups of two or more

Multiple-offender killings have more than doubled since the mid-1980's. While in a majority (77%) of homicide incidents involving juvenile offenders the offender acted alone, 14% involved 2 offenders, 6% involved 3 offenders, and 3% involved 4 or more offenders. Group killings typically involve guns (64%) or knives (17%), and often occur during the commission of other felonious acts (51%). When multiple offenders are involved they are disproportionately black (52%) and male (93%). Victims of multiple-offender homicides are as likely to be strangers as not and are more likely to be male (86%) and white (60%).

Group killings are more likely to cross racial lines than single-offender homicides. Whereas 11% of single-offender killings involve victims and offenders of different races, one quarter of multiple-offender homicides involved victims and offenders of different races. These mixed-race group killings typically involve black offenders killing white victims (71% of all mixed-race combinations) who are strangers (76%), and often involve the element of robbery (60%).

After a decade of gradual increase, the juvenile arrest rate for weapons violations increased 75% between 1987 and 1992

A weapons law violation was the most serious charge in 54,000 juvenile arrests in 1992

There were more juvenile arrests for weapons law violations in 1992 than for murder, forcible rape, and robbery combined. A weapons law violation was the most serious charge in 54,000 juvenile arrests. Many more juvenile arrests actually involved a weapons law violation but, following the FBI's reporting procedures, an arrest is classified under the most serious offense involved (e.g., aggravated assault, robbery, forcible rape, and murder).

Juveniles arrests for weapons law violations more than doubled between 1983 and 1992

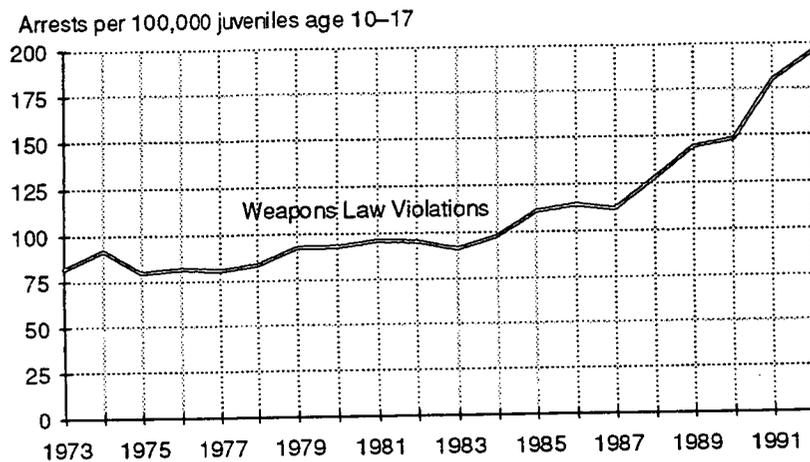
Between 1983 and 1992 adult arrests for weapons law violations increased 21%, while juvenile arrests increased 117%. During this same time period, juvenile murder arrests rose 128% and aggravated assault arrests rose 95%, while arrests for other assaults increased 106%. These large increases in juvenile arrests reflect a growing involvement of juveniles in violent crime.

As juveniles age, the probability that their murderer will use a firearm increases substantially

The proportion of victims killed by firearms in 1992 varied with the age of the victim:

- 4% of victims under age 1.
- 15% of victims ages 1-4.
- 37% of victims ages 5-9.
- 72% of victims ages 10-14.
- 85% of victims ages 15-17.

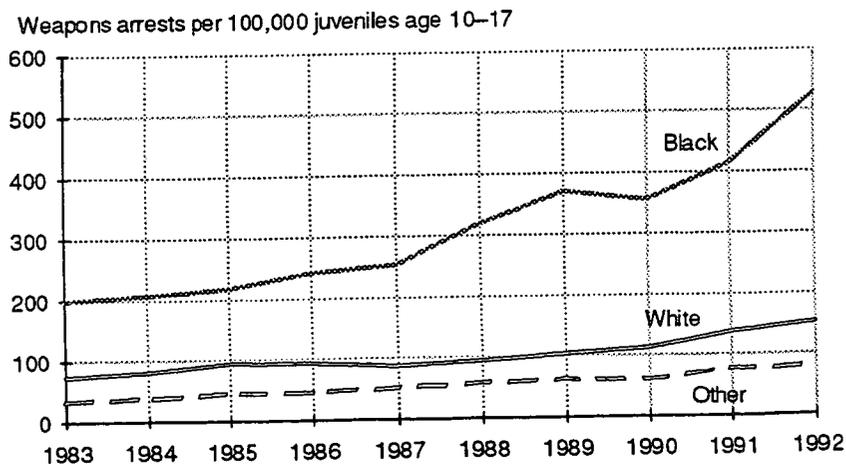
The 20-year trend in the rate of juvenile arrests for weapons law violations closely parallels the juvenile arrest trend for murder



- It took 12 years (from 1975 to 1987) for the juvenile arrest rate for weapons offenses to increase 25%. In comparison, it took just 2 years (from 1987 to 1989) for the rate to increase another 25%, and then just 2 more years (from 1989 to 1991) for another 25% increase.

Source: FBI. (1994). *Age-specific arrest rates and race-specific arrest rates for selected offenses 1965-1992*.

Juvenile arrest rates for weapons law violations more than doubled between 1983 and 1992 in each racial group



- The increase for black juveniles (167%) was greater than the increases for whites (106%) and for youth of other races (129%).

Source: FBI. (1994). *Age-specific arrest rates and race-specific arrest rates for selected offenses 1965-1992*.

How many delinquency cases are handled by the Nation's juvenile courts?

U.S. juvenile courts handle 4,000 delinquency cases each day

In 1992 U.S. courts with juvenile jurisdiction handled an estimated 1.5 million cases in which the juvenile was charged with a delinquency offense — an offense for which an adult could be prosecuted in criminal court.

An individual juvenile may be involved in more than one case during the year. The annual ratio of cases to juveniles is about 3 to 2. Therefore, juvenile courts handled about 1 million individual juveniles charged with delinquency offenses in 1992.

Juvenile courts are faced with an increasing and changing workload

Changes in the nature of the offenders brought to juvenile court in recent years have placed demands on the court's resources and programs. The 26% increase between 1988 and 1992 in the volume of cases that passed through juvenile courts placed a strain on the system. In addition, the courts were asked to respond to not only more cases, but to a different type of caseload.

Over the 5-year period from 1988 through 1992, the juvenile courts saw a disproportionate increase in violent offense cases and weapon law violations, while alcohol and other drug offense cases declined. These changes have required the courts to expand their programs in some areas, while decreasing their capacities in others.

Youth were charged with a property offense in the majority (57%) of the delinquency cases handled by juvenile courts in 1992

Most serious offense	Number of cases	Percent of total cases	Percent change 1988-1992
Total delinquency	1,471,200	100%	26%
Person offenses	301,000	20	56
Criminal homicide	2,500	<1	55
Forcible rape	5,400	<1	27
Robbery	32,900	2	52
Aggravated assault	77,900	5	80
Simple assault	152,800	10	47
Other violent sex offenses	9,900	1	60
Other person offense	19,800	1	63
Property offenses	842,200	57	23
Burglary	156,400	11	22
Larceny-theft	361,600	25	16
Motor vehicle theft	73,000	5	34
Arson	8,300	1	24
Vandalism	121,700	8	50
Trespassing	58,500	4	17
Stolen property offenses	28,900	2	-7
Other property offenses	33,700	2	57
Drug law violations	72,100	5	-12
Public order offenses	255,900	17	21
Obstruction of justice	87,100	6	10
Disorderly conduct	69,300	5	50
Weapons offenses	41,000	3	86
Liquor law violations	12,500	1	-26
Nonviolent sex offenses	12,900	1	19
Other public order	33,000	2	-8
Violent Crime Index *	118,600	8	68
Property Crime Index **	599,400	41	20

- Person offense cases accounted for 20% of all delinquency cases handled by juvenile courts in 1992. Cases involving a Violent Crime Index offense accounted for 8% of all delinquency cases.
- Five percent of all cases involved drug law violations.
- Although a substantial portion of the growth in court referrals is related to arrests, changes in juvenile court caseloads are also dependent on other forces. The increases in juvenile court cases were greater than increases in arrests of persons under age 18. Between 1988 and 1992, Violent Crime Index arrests increased by 47%, while arrests for Property Crime Index offenses increased by 8%.

* Violent Crime Index: criminal homicide, forcible rape, robbery, and aggravated assault.

** Property Crime Index: burglary, larceny-theft, motor vehicle theft, and arson.

Note: Detail may not add to totals because of rounding. Percent change calculations are based on unrounded numbers.

Source: Butts, J., et al. (1995). *Juvenile court statistics 1992*.

Half of all delinquency cases are handled informally by the juvenile court, without the filing of a petition

Informal processing involves the voluntary acceptance of sanctions and interventions

Soon after referral to juvenile court, a decision is made to either handle the case formally or informally. Informal processing is considered when the decision makers (police or probation officers, intake workers, prosecutors, or other screening officers) believe that accountability and rehabilitation can be achieved without the use of formal court intervention.

Informal sanctions are voluntary; the court cannot force a juvenile to comply with an informal disposition. If the decision is made to handle the matter informally (in lieu of formal prosecution), an offender agrees to comply with one or more sanctions such as community service, victim restitution, or voluntary probation supervision. In many jurisdictions, before juveniles are offered informal sanctions, they must admit they committed the alleged act.

When informally handled, the case is generally held open pending the successful completion of the informal disposition. Upon successful completion of these arrangements, the charges against the offender are dismissed. However, if the offender does not fulfill the court's conditions for informal handling, the case is likely to be reopened and formally prosecuted.

The juvenile justice system makes broad use of informal processing

Informal handling is common in the juvenile courts. According to *Juvenile Court Statistics 1992*, half (49%) the

delinquency cases disposed by juvenile courts in 1992 were handled informally.

	Percent of cases handled informally	
	1988	1992
Delinquency	51%	49%
Person	46	45
Property	54	52
Drugs	41	36
Public order	52	49

Source: Butts, J., et al. (1995). *Juvenile court statistics 1992*.

Females, whites, and younger juveniles are more likely to have their cases handled informally

	Percent of delinquency cases that were handled informally in 1992
Sex	
Male	48%
Female	61
Race	
White	54%
Black	41
Other race	50
Age at referral	
Under 16	53%
16 or older	46

Note: These patterns do not control for criminal histories which are related to an increased likelihood of formal processing.

Source: Butts, J., et al. (1995). *Juvenile court statistics 1992*.

Cases are more likely to be handled informally in rural areas than in large cities

In jurisdictions where the population of 10- to 17-year-olds was less than 10,000, courts processed 55% of their delinquency cases informally in 1992, while in jurisdictions where the population of 10- to 17-year-olds was greater than 100,000, only 43% of

their delinquency cases were processed informally.

A substantial proportion of informal cases involve some sort of voluntary sanction

In 1992 more than half (53%) of informally handled delinquency cases involved some type of intervention services and/or sanctions beyond warning and counseling the youth. In nearly a third (30%) of informally processed cases the youth agreed to a term of voluntary probation supervision, while 23% agreed to other sanctions such as voluntary restitution, community service, or referral to another agency. In a very small number of cases the youth and the youth's family agreed to a period of out-of-home placement as a sanction.

Informal handling can be advantageous to both the community and the offender

Programs such as "pre-trial diversion" or "deferred prosecution" have attracted increasing interest in recent years. Courts at all levels have found that diverting certain cases from the formal justice system can be cost-effective in terms of both public accountability and offender rehabilitation. Diversion programs reduce the administrative burdens and the costs of prosecution while allowing the justice system to intervene in relatively minor cases. Offenders benefit by avoiding trial and the stigma of formal conviction. Diverted or deferred cases also move through the court system more quickly since they do not involve protracted courtroom procedures.

Youth in nearly 3 out of 5 delinquency cases handled formally by juvenile courts in 1992 were adjudicated delinquent

Juveniles were adjudicated in 427,000 formally processed delinquency cases in 1992

A youth referred to juvenile court for a delinquency offense may be adjudicated (judged to be) a delinquent after admitting to the charges in the case, or after the court finds sufficient evidence to prove, beyond a reasonable doubt, that the youth committed the acts alleged in the petition.

In 1992, 57% of all formally processed delinquency cases resulted in an adjudication. Youth were adjudicated delinquent in 53% of person offense cases. This was fewer than any of the other major categories of offenses — youth were adjudicated delinquent in 58% of property offense cases, 60% of drug law violation cases, and 59% of public order offense cases.

The lower rate of adjudication in person offense cases may reflect intake's unwillingness to divert person offense cases from the formal juvenile justice system until a judge has had the opportunity to review the case.

The proportion of cases adjudicated varied by offense and demographic group

Proportion of formally processed cases that were adjudicated:

	Males	Females
Delinquency	58%	52%
Person	54	49
Property	59	52
Drugs	61	52
Public order	60	56

Source: Butts, J., et al. (1995). *Juvenile court statistics 1992*.

In 1992, 58% of all formally processed male cases were adjudicated compared

with 52% of cases involving females, a pattern that held even after controlling for referral offense.

There were also race and age variations in the proportion of formal cases that were adjudicated in 1992 —

- Blacks, 55%.
- Whites, 58%.
- Youth of other races, 65%.
- Juveniles below age 14, 55%.
- 14–15-year-olds, 61%.
- 16-year-olds, 58%.
- 17-year-olds, 52%.

The decreasing rate of adjudication in cases involving older offenders is nearly equivalent to the increased probability of judicial waiver for these older offenders. The proportion of formally processed cases that were either waived or adjudicated was relatively constant for juveniles above age 13.

121,000 adjudicated delinquency cases resulted in out-of-home placement, and 244,000 resulted in formal probation in 1992

In 28% of adjudicated delinquency cases the court ordered the youth to a residential placement such as a training school, camp, ranch, privately operated placement facility, or group home. Cases involving youth adjudicated for a property offense were least likely to result in out-of-home placement. The relatively high placement rate for public order offense cases was at least partially due to the fact that escapes from institutions and probation and parole violations are included in this offense category.

Once adjudicated, white juveniles were less likely to be ordered to an out-of-home placement than blacks and youth

of other races. Females were less likely to be placed out of home than were males.

About half (52%) the adjudicated delinquency cases involved detention at some point during processing of the case. These cases were more than twice as likely as cases that did not involve detention to result in out-of-home placement at disposition.

Proportion of adjudicated delinquency cases in 1992 that resulted in:

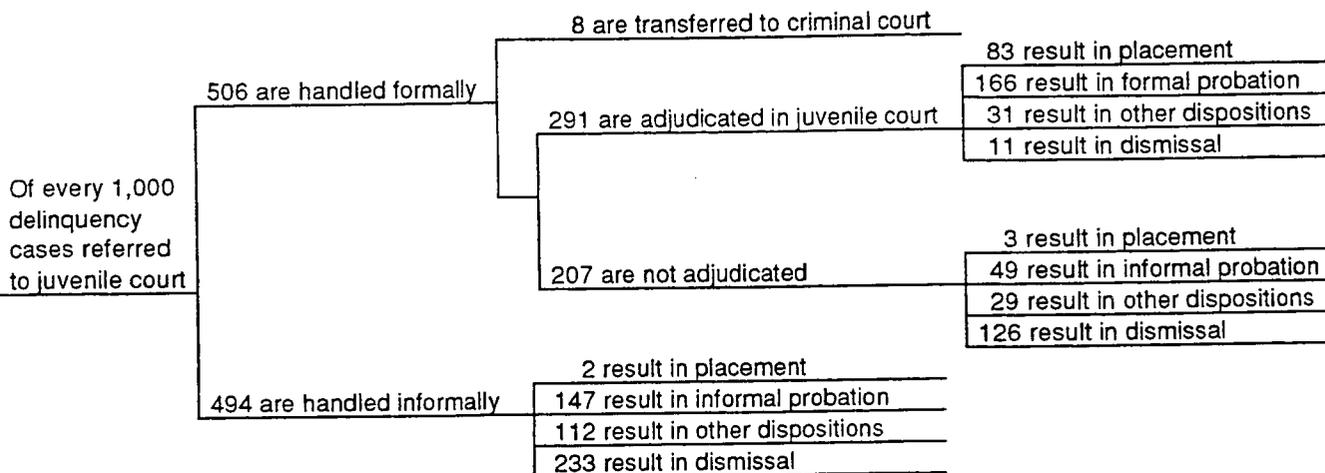
	Out-of-home placement	Formal probation
All cases	28%	57%
Offense		
Person	32	55
Property	25	60
Drugs	32	54
Public order	34	52
Age		
<14	24	63
14	30	58
15	32	56
16	30	56
17	25	54
Sex		
Male	29	57
Female	23	61
Race		
White	25	58
Black	33	56
Other	31	51

Source: Butts, J., et al. (1995). *Juvenile court statistics 1992*.

Generally, if adjudicated delinquents were not placed out of home, they were placed on formal probation. Fifty-seven percent of adjudicated delinquency cases resulted in probation. Overall, 85% of adjudicated delinquency cases resulted in either placement or formal probation.

These patterns do not control for criminal histories that are related to increased severity of sanctions.

Most adjudicated delinquency cases received dispositions of formal probation or placement outside the home in 1992



- Of every 1,000 delinquency cases handled in 1992, 166 resulted in formal probation, and 83 resulted in residential placement following adjudication.
- Many delinquency cases that were handled formally in 1992 did not result in juvenile court adjudication. However, many of these cases still resulted in the youth agreeing to informal services or sanctions, including out-of-home placement, informal probation, and other dispositions.
- Although juvenile courts handled about half of all delinquency cases without the filing of a formal petition, more than half of these cases received some form of court sanction, including probation or other dispositions such as restitution, community service, or referral to another agency.

Source: Butts, J., et al. (1995). *Juvenile court statistics 1992*.

Juvenile courts offer a relatively severe response to violent offenders when compared with criminal courts

Violent offenses—homicide, violent sex offenses, robbery, and aggravated assault—are a small portion of the total delinquency caseload. However, the handling of these cases is one of the more important and visible responsibilities of the juvenile justice system. Using juvenile court records from 10 States on their handling of violent offenders between 1985 and 1989 and adult court data from the 14 States included in the Bureau of Justice Statistics' 1988 *Offender-Based Transaction Statistics* program (OBTS), the juvenile court's handling of violent offense cases involving 16- and 17-year-olds was compared

with violent case dispositions in the criminal (adult) courts.

Despite the fact that adult court defendants would be expected to have, on average, more lengthy criminal records, the study showed that violent juvenile offenders were more likely to receive restrictive sanctions in juvenile court than are adult violent offenders in criminal court.

Juvenile courts petitioned 78% of all cases involving violent offenses, while criminal courts prosecuted 79% of such cases—a relatively equal diversion rate. However, once prosecution

was initiated, adult courts were more likely than juvenile courts to dismiss the case (29% versus 20%). Once convicted, criminal courts were more likely than juvenile courts to incarcerate violent offenders (32% versus 24%). However, juvenile courts made greater use of formal probation (25% compared with 9%).

Altogether, 53% of the violent offense cases referred to juvenile courts resulted in probation, out-of-home placement, or transfer to criminal court. In comparison, criminal courts ordered probation or incarceration in 41% of their violent offense cases

All States allow juveniles to be tried as adults in criminal court under certain circumstances

There is more than one path to criminal court

A juvenile's delinquency case can be transferred to criminal court for trial as an adult in one of three ways:

- Judicial waiver.
- Prosecutorial discretion.
- Statutory exclusion.

In a given State, one, two, or all three transfer mechanisms may be in place.

Transfers to criminal court have been allowed in some States for more than 70 years

Some States have permitted juvenile offenders to be transferred to criminal court since before the 1920's — Arkansas, California, Colorado, Florida, Georgia, Kentucky, North Carolina, Ohio, Oregon, and Tennessee. Other States have permitted transfers since at least the 1940's — Delaware, Indiana,

Maryland, Michigan, Nevada, New Hampshire, New Mexico, Rhode Island, South Carolina, and Utah.

Traditionally, the decision to transfer a youth to criminal court was made by a juvenile court judge and was based upon the individual circumstances in each case. Beginning in the 1970's and continuing through the 1990's, however, State legislatures increasingly moved young offenders into criminal court based on age and offense seriousness without the case-specific assessment offered by the juvenile court process. In half the States, laws have been enacted that exclude some offenses from juvenile court and a number of States have also expanded the range of excluded offenses. One-quarter of the States have given prosecutors the discretion to charge certain offenses either in juvenile or criminal court.

Judicial waiver is the most common transfer provision

In all States except Nebraska and New York, juvenile court judges may waive jurisdiction over a case and transfer it to criminal court. Such action is usually in response to a request by the prosecutor; however, in several States, juveniles or their parents may request judicial waiver. In most States, statutes limit waiver by age and offense.

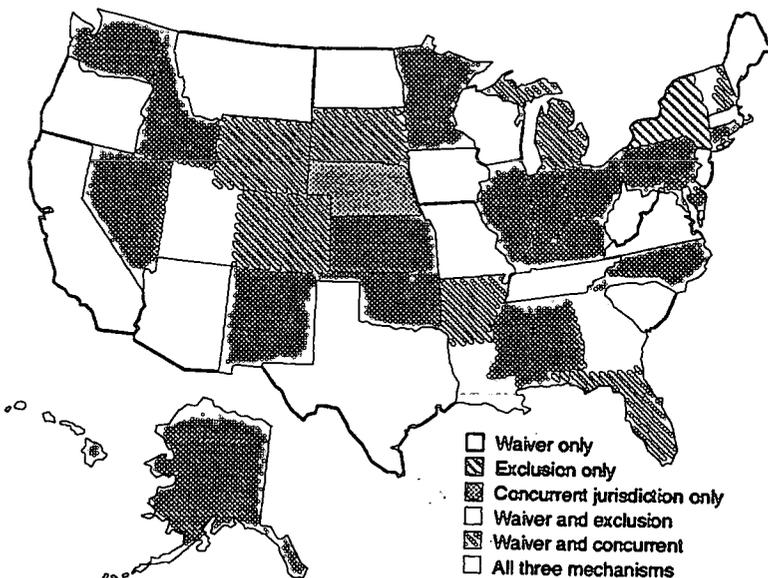
Statutes establish waiver criteria other than age and offense

Most State statutes also limit judicial waiver to juveniles who are "no longer amenable to treatment." The specific factors that determine lack of amenability vary, but typically include the juvenile's offense history and previous dispositional outcomes. Many statutes instruct juvenile courts to consider the availability of dispositional alternatives for treating the juvenile and the time available for sanctions, as well as public safety and the best interests of the child when making waiver decisions. The waiver process must adhere to certain constitutional principles of fairness (see Supreme Court decisions earlier in this chapter).

Criminal courts often may return transferred cases to juvenile court or order juvenile sanctions

Several States have provisions for transferring "excluded" or "direct filed" cases from criminal court to juvenile court under certain circumstances. This procedure is sometimes referred to as "reverse" waiver or transfer. In many States juveniles tried as adults in criminal court may receive dispositions involving either criminal or juvenile court sanctions.

Many States have a combination of transfer provisions



Note: Analysis conducted 10/94; some provisions effective 1/1/95.

Most States have broad age and offense provisions for judicial waiver

Key: Provision is specifically mentioned in State's Juvenile Code.
 Provision applies only if the other condition similarly shaded is also met. See Example below for information on how to read the graphic.

State	Minimum age	Any criminal offense	Capital crimes	Murder	Certain offenses				Felony offenses	Prior delinquency adjudication or criminal conviction
					Person offenses	Property offenses	Drug offenses	Weapon offenses		
AL	14	14								
AK										
AZ										
AR	14		14	14	14			14	16	
CA	14	16		14	14	14		14		
CO	14								14	
CT	14								14	
DE	14	16							14	
DC		16 ^a							15	
FL		14								
GA	13	15	18			15				
HI	16								16	
ID	14	14								
IL	13	13							16	
IN		14		10						
IA	14	14								
KS	14	16					14		14 ^b	
KY	14		14						14 ^b	
LA	15			15	15	15				
ME										
MD		15							14 ^b	
MA					14	14				
MI	15								15	
MN	14	14								
MS	13	13								
MO	14								14	
MT	12			12	12	16	16	16		
NV	16								16	
NH										
NJ	14	14		14	14	14	14	14		
NM	15			15 ^c	15 ^c	15 ^c		15 ^c	15 ^c	
NC	13								13	
ND	14	16			14					
OH									15	
OK										
OR						15			15	
PA	14								14	
RI										
SC		16				14				
SD										
TN	14	16		14	14					
TX	15								15	
UT	14								14	
VT	10			10	10	10				
VA	14								14	
WA										
WV									16	
WI	14	16		14	14	14	14		14	
WY										

Example: Alabama permits judicial waiver for any delinquency case involving a juvenile 14 or older. Connecticut permits waiver of juveniles age 14 or older charged with certain felonies if they have been previously adjudicated delinquent.

Note: Analysis conducted 10/94; some provisions effective 1/1/95. Ages in the minimum age column may not apply to all the restrictions indicated, but represent the youngest possible age at which a juvenile may be waived to criminal court. For States with a blank minimum age cell, at least one of the offense restrictions indicated is not limited by age. When a provision is conditional on prior adjudications, those adjudications are often required to have been for the same offense type (e.g., class A felony) or a more serious offense.

- ^a Waiver conditional on the juvenile being under commitment for delinquency.
- ^b Waiver conditional on a previous commitment to the Department of Youth Services.
- ^c Provisions differ from traditional judicial waiver in that juveniles are adjudicated in juvenile court and at disposition are "subject to adult or juvenile sanctions."

Source: Szymanski, L. (1994). *Waiver/transfer/certification of juveniles to criminal court: Age restrictions-crime restrictions (1994 update)*.

Few States allow prosecutorial discretion, but many juveniles are tried as adults in this way

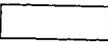
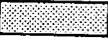
In some States, prosecutors are given the authority to file certain juvenile cases in either juvenile or criminal court under concurrent jurisdiction statutes. Thus, original jurisdiction is shared by both criminal and juvenile courts. State appellate courts have taken the view that prosecutor discretion is equivalent to the routine charging decisions made in criminal cases. Thus, prosecutorial transfer is

considered an "executive function," which is not subject to judicial review and is not required to meet the due process standards established in *Kent*.

Prosecutorial discretion is typically limited by age and offense criteria. Often concurrent jurisdiction is limited to those charged with serious, violent, or repeat crimes. Juvenile and criminal courts often share jurisdiction over minor offenses such as traffic, watercraft, or local ordinance violations as well.

There are no national data at the present time on the number of juvenile cases tried in criminal court under concurrent jurisdiction provisions. There is, however, some indication that in States allowing such transfers, they are likely to outnumber judicial waivers. Florida, which has both judicial waiver and concurrent jurisdiction provisions, filed two cases directly in criminal court for each one judicially waived in 1981. By 1992 there were more than six direct filings for each case judicially waived.

Several States allow prosecutors to try juveniles charged with serious offenses in either criminal or juvenile court

Key:  Provision is specifically mentioned in State's Juvenile Code.
 Provision applies only if the other condition similarly shaded is also met. See Example below for information on how to read the graphic.

State	Minimum age	Any criminal offense	Capital crimes	Certain offenses					Prior felony adjudication
				Murder	Person offenses	Property offenses	Drug offenses	Weapon offenses	
AR	14		14	14	14				16
CO	14				14			14	14
DC	16			16 ^a	16 ^a	16 ^a			
FL		16 ^b	c	14	14	14		14	16
GA									
LA	15				15	16			
MI									
NE		16 ^b							
NH									
SD									
UT	16		16	16					16
VT	16	16							
WY	13	18							

Example: In Florida prosecutors have discretion to file in criminal court those cases involving juveniles 16 or older charged with felony offenses (or misdemeanors if they have prior felony adjudications). Juveniles of any age charged with capital crimes are tried in criminal court following grand jury indictment. In New Hampshire prosecutors may file in criminal court any juvenile case involving a felony charge.

Note: Analysis conducted 10/94; some provisions effective 1/1/95. Ages in the minimum age column may not apply to all the restrictions indicated, but represent the youngest possible age at which a juvenile's case may be filed directly in criminal court. For States with a blank minimum age cell, at least one of the offense restrictions indicated is not limited by age. When a provision is conditional on previous adjudications, those adjudications are often required to have been for the same offense type (e.g., class A felony) or a more serious offense.

- ^a Statutory exclusion language interpreted as concurrent jurisdiction provision.
- ^b Provision applies to misdemeanors only.
- ^c Provision is conditional on grand jury indictment.

Source: Szymanski, L. (1994). *Concurrent jurisdiction (1994 update)*.

Statutory exclusion accounts for the largest number of juveniles tried as adults in criminal court

Legislatures "transfer" large numbers of young offenders to criminal court by statutorily excluding them from juvenile court jurisdiction. Although not typically thought of as transfers, large numbers of youth under age 18 are tried as adults in the 11 States where the upper age of juvenile court jurisdiction is 15 or 16. An estimated 176,000 cases involving youth under the age of 18 were tried in criminal court in 1991 because they are defined as adults under State laws.

Many States exclude certain serious offenses from juvenile court jurisdiction. State laws typically also set age limits for excluded offenses. The serious offenses most often excluded are capital and other murders, as well as other serious offenses against persons. Several States exclude juveniles charged with felonies if they have prior felony adjudications or convictions. Minor offenses, such as traffic, watercraft, fish, or game violations, are often excluded from juvenile court jurisdiction in States where they are not covered by concurrent jurisdiction provisions.

Currently there are no national data on the number of juvenile cases tried in criminal court as a result of these types of statutory exclusions. In States where they are enacted, however, the number of youth affected may exceed those transferred via judicial waiver. For example, Illinois lawmakers amended the jurisdiction of the juvenile courts in 1982 to exclude youth aged 15 or older charged with murder, armed robbery, or rape. In the 7 years prior to 1982, the Cook County juvenile court judicially waived an average of 47 cases annually to criminal court. In the first 2 years following the enactment of the exclusion legislation, criminal prosecutions of juveniles more than tripled, climbing to 170 per year, 151 of which resulted from the exclusion provision.

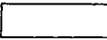
Most States have at least some provision for transferring juveniles to criminal court for which no minimum age is specified

Minimum possible transfer age specified in section(s) of juvenile code specifying transfer provisions							
No age minimum		7	10	13	14	15	16
Alaska	Nebraska	New York	Vermont	Illinois	Alabama	Louisiana	Hawaii
Arizona	Nevada			North Carolina	Arkansas	New Mexico	
Delaware	New Hampshire				California	Texas	
District of Columbia	Ohio				Colorado		
Florida	Oklahoma				Connecticut		
Georgia	Oregon				Idaho		
Indiana	Pennsylvania				Iowa		
Maine	Rhode Island				Kansas		
Maryland	South Carolina				Kentucky		
Massachusetts	South Dakota				Minnesota		
Michigan	Washington				Missouri		
Mississippi	West Virginia				New Jersey		
Montana	Wyoming				North Dakota		
					Tennessee		
					Utah		
					Virginia		
					Wisconsin		

Note: Analysis conducted 10/94; some provisions effective 1/1/95.

Source: Szymanski, L. (1994). *Waiver/transfer/certification of juveniles to criminal court: Age restrictions-crime restrictions (1994 update)*. Szymanski, L. (1994). *Statutory exclusion of crimes from juvenile court jurisdiction (1994 update)*. Szymanski, L. (1994). *Concurrent jurisdiction (1994 update)*.

Many States exclude certain serious offenses from juvenile court jurisdiction

Key:  Exclusion is specifically mentioned in State's Juvenile Code.
 } Exclusion applies only if the other condition similarly shaded is also met.
 See Example below for information on how to read the graphic.

State	Minimum age	Certain offenses							Previous	
		Murder	Person offenses	Property offenses	Drug offenses	Weapon offenses	Felony offenses	Capital crimes	Felony adjudication(s)	Criminal conviction
AL	16				16		16	16		
AK	16		16	16						
CT	14	14					14			
DE										
GA	13	13	13	15						
HI	16	16					16			
ID	14	14	14		14					
IL	15	15	15		15	15	15			
IN	16	16	16			16				
KS	16		16*	16*			16			
KY	14						14			
LA	15	15	15							
MD	14		16			16		14		
MN	14	16					14			
MS										
NV										
NM	16	16								
NY	7	13	13	13			7			
NC	13						13			
OH										
OK	16	16	16	16	16	16	16			
PA										
RI	16				16					
UT	16	16								
VT	14	14	14	14						
WA	16		16							

Example: In North Carolina, juveniles age 13 or older charged with certain felonies are excluded from juvenile court jurisdiction. In Hawaii, juveniles age 16 or older charged with murder are excluded if they have prior felony adjudications, as are those 16 or older charged with certain felonies who have prior felony adjudications.

Note: Analysis conducted 10/94; some provisions effective 1/1/95. Ages in the minimum age column may not apply to all the exclusions indicated, but represent the youngest possible age at which a juvenile may be excluded from juvenile court. For States with a blank minimum age cell, at least one of the exclusions indicated is not restricted by age. When an exclusion is conditional on previous adjudications, those adjudications are often required to have been for the same offense type (e.g., class A felony) or a more serious offense.

* Exclusion applies only to juveniles charged with committing offenses while in custody in juvenile institutions.

Source: Szymanski, L. (1994). *Statutory exclusion of crimes from juvenile court jurisdiction (1994 update)*.

Nearly half of all youth in public detention centers on February 15, 1991, were in four States — California, Florida, Michigan, and Ohio

State variations in the upper age of juvenile court jurisdiction influence detention center custody rates

Although State detention rate statistics control for upper age of juvenile court jurisdiction, comparisons made among States with different upper ages are problematic. While 16- and 17-year-olds constitute approximately 25% of the population ages 10-17, they account for more than 40% of youth arrests, delinquency court cases, and

juveniles in custody. If all other things were equal, one would expect higher juvenile custody rates in States where these older youth are under juvenile court jurisdiction.

Demographic variations should also be considered when making State comparisons. The urbanicity and economics of an area are related to crime and custody rates. For example, the District of Columbia's relatively high detention rate must be interpreted with the knowledge that the District is

largely urban, with a disproportionate segment of its youth population living in poverty (25% of those under age 18 compared with 18% nationwide).

State variations in the availability of detention beds also may have an impact on State detention rates. For example, just as a change in detention policy would have an effect on the detention rate in a jurisdiction, so a change in the bed space available to a jurisdiction could result in a fluctuation in the detention rate.

Nationwide, 73 juveniles were held in public detention centers for every 100,000 juveniles in the population on February 15, 1991

	Number of juveniles on February 15, 1991	Detention rate		Number of juveniles on February 15, 1991	Detention rate		Number of juveniles on February 15, 1991	Detention rate
U.S. Total	18,986	73						
Upper age 17			Upper age 17 (continued)			Upper age 16		
Alabama	237	49	Nebraska	45	24	Georgia	855	129
Alaska	24	34	Nevada	169	130	Illinois	762	68
Arizona	410	98	New Hampshire	22	19	Louisiana	271	57
Arkansas	38	13	New Jersey	569	73	Massachusetts	90	18
California	5,754	178	New Mexico	82	42	Michigan	1,017	108
Colorado	355	96	North Dakota	5	7	Missouri	305	59
Delaware	35	50	Ohio	1,108	90	South Carolina	9	3
District of Columbia	220	478	Oklahoma	76	20	Texas	868	47
Florida	1,289	103	Oregon	196	60			
Hawaii	22	19	Pennsylvania	520	43	Upper age 15		
Idaho	29	20	Rhode Island	0	0	Connecticut	80	34
Indiana	351	54	South Dakota	35	40	New York	398	29
Iowa	56	17	Tennessee	147	27	North Carolina	163	31
Kansas	130	45	Utah	162	56			
Kentucky	81	18	Vermont	17	28			
Maine	0	0	Virginia	616	95			
Maryland	233	48	Washington	647	117			
Minnesota	177	35	West Virginia	56	26			
Mississippi	78	23	Wisconsin	177	31			
Missouri	305	59	Wyoming	0	0			
Montana	0	0						

Note: The detention rate is the number of juveniles in public detention centers on February 15, 1991, per 100,000 juveniles age 10 through the upper age of juvenile court jurisdiction in each State.

Source: OJJDP. (1993) *Children in custody census 1990/91* [machine-readable data file].

Federal mandate to deinstitutionalize status offenders appears to have been effective

The Juvenile Justice and Delinquency Prevention Act prohibits secure placement of status offenders, nonoffenders

The Juvenile Justice and Delinquency Prevention Act, first enacted in 1974, states that, "juveniles ... charged with or who have committed offenses that would not be criminal if committed by an adult or offenses which do not constitute violations of valid court orders, or alien juveniles in custody, or such nonoffenders as dependent or neglected children, shall not be placed in secure detention facilities or secure correctional facilities...."

Subsequent rulings have interpreted the Act to permit accused status offenders and nonoffenders to be held in secure facilities for up to 24 hours following initial police or initial court contact.

Fewer status offenders were held in secure public facilities in 1991 than in 1975

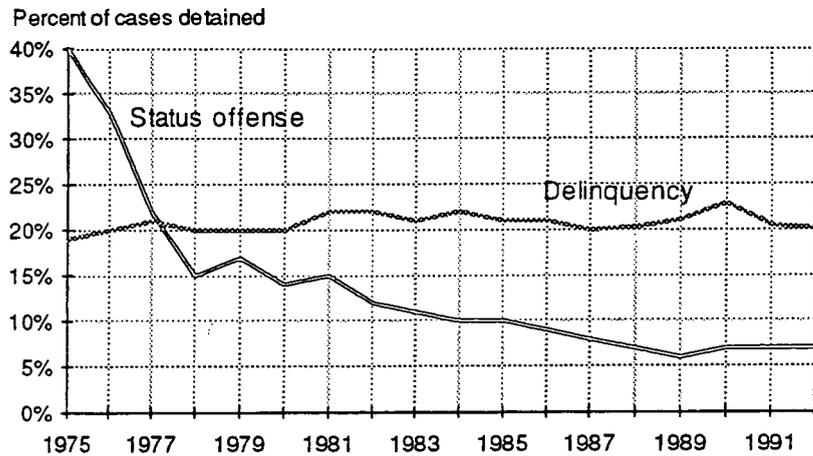
From 1975 to 1991 the number of status offenders and nonoffenders in secure facilities dropped 76%.

1-day count of status offenders and nonoffenders in secure public juvenile facilities:

Year	Number
1975	3,706
1977	1,946
1979	1,055
1983	1,001
1985	1,139
1987	1,061
1989	934
1991	881

Source: OJJDP. (1993). *Children in custody census 1975-1990/91* [machine-readable data files].

Court data show a substantial decline in the use of detention in status offense cases



- In 1975 status offense cases were twice as likely as delinquency cases to involve secure detention between the time of referral to court and case disposition.
- By 1992 the likelihood that a status offense case would involve detention was less than half that for delinquency cases.
- In 1975 an estimated 143,000 status offense cases involved detention — in 1992 the figure was 24,300. It is not known how many of these cases were in violation of the 24-hour rule.

Source: NCJJ. (1994). *National Juvenile Court Data Archive: Juvenile court case records 1975-1992* [machine-readable data files].

Three-quarters of securely detained status offenders were runaways or youth charged with violating a valid court order

Among status offenders detained in detention centers in 1991, those held for violation of a valid court order made up the largest proportion, followed by runaways.

Many of those charged with violating valid court orders were youth initially charged with running away who

subsequently ran from a court ordered placement.

Offense profile of 1991 detained status offenders in public detention centers:

Valid court order violation	42%
Running away	32
Incorrigibility	12
Truancy	11
Curfew	2
Liquor	1
Other status offense	1

Source: OJJDP. (1993). *Children in custody census 1990/91* [machine-readable data file].

Nearly one-third of all juveniles held in public training schools on February 15, 1991, were in two States — California and Ohio

State "upper age" variations influence custody rates

As with detention rates, State custody rates control for upper age of juvenile court jurisdiction. However, comparisons made among States with different upper ages are problematic. Because older youth have higher rates of offending than younger youth, one would expect higher juvenile custody rates in States where older youth are under juvenile court jurisdiction. In addition to upper age differences, custody rates are influenced by differences in age limits of extended jurisdiction. Some States may keep a

youth in custody for several years beyond the upper age of juvenile court jurisdiction; others cannot. Demographic variations should also be considered when comparing State training school custody rates. Just as with detention rates, urbanicity and economics of an area are thought to be related to crime and custody rates.

Variations in the use of private facilities also effects custody rates

In 1991 privately operated facilities accounted for nearly two-thirds of all juvenile custody facilities and held

nearly 40% of the juveniles in custody on any given day.

It is important to realize that juvenile courts often send juveniles to private facilities located in other States. For example, Pennsylvania's private facilities hold many juveniles committed by courts in other States. Out-of-State residents are counted according to the location of the facility rather than the jurisdiction(s) ordering the placement. Thus, private data do not support State comparisons — States can be compared only on public facility custody rates.

Nationwide, 109 juveniles were held in public training schools for every 100,000 juveniles in the population on February 15, 1991

	Number of juveniles on February 15, 1991	Custody rate		Number of juveniles on February 15, 1991	Custody rate		Number of juveniles on February 15, 1991	Custody rate
U.S. Total	28,535	109						
Upper age 17			Upper age 17 (continued)			Upper age 16		
Alabama	403	83	Nebraska	248	131	Georgia	686	103
Alaska	193	277	Nevada	296	228	Illinois	1,267	113
Arizona	526	126	New Hampshire	86	75	Louisiana	649	136
Arkansas	243	85	New Jersey	659	85	Massachusetts	38	08
California	6,351	197	New Mexico	342	174	Michigan	729	78
Colorado	304	82	North Dakota	70	92	Missouri	400	78
Delaware	95	137	Ohio	2,359	192	South Carolina	613	170
District of Columbia	150	326	Oklahoma	178	48	Texas	1,439	78
Florida	151	12	Oregon	439	134			
Hawaii	62	52	Pennsylvania	611	50			
Idaho	107	73	Rhode Island	150	157	Upper age 15		
Indiana	779	119	South Dakota	129	146	Connecticut	210	89
Iowa	289	89	Tennessee	406	74	New York	1,800	131
Kansas	469	163	Utah	66	23	North Carolina	694	130
Kentucky	330	75	Vermont	0	0			
Maine	249	185	Virginia	624	96			
Maryland	353	73	Washington	483	87			
Minnesota	381	76	West Virginia	110	51			
Mississippi	322	94	Wisconsin	684	120			
Missouri	400	200	Wyoming	113	182			
Montana	200							

Note: The custody rate is the number of juveniles in training schools on February 15, 1991, per 100,000 juveniles age 10 through the upper age of juvenile court jurisdiction in each State.

Source: OJJDP. (1993). *Children in custody census 1990/91* [machine-readable data file].

The majority of juveniles held in long-term facilities are housed in crowded facilities

Crowding and living space standards—

The broadest assessment of the adequacy of living space is through occupancy rates—population as a percent of reported design capacity. Practitioners note that as a facility's occupancy approaches 100%, operational functioning may become impaired.

Although there are no established occupancy rate standards, there are standards relating to the adequacy of living space. The 1989 American Correctional Association accreditation standards for juvenile facilities required that juveniles confined in one-person sleeping rooms have 70 square feet of floor space and that sleeping rooms housing three or more juveniles have 50 square feet per juvenile. The American Correctional Association standards also required that living units not exceed 25 juveniles.

In 1991 only 23% of juveniles in training schools and 31% of those in ranches were held in facilities that were not crowded by any of these measures. Twenty-nine percent of those in training schools and 6% of those in ranches were held in facilities that were crowded by each of these measures.

A large proportion of training school residents are housed in rooms that are too small

In 1991 more training school residents slept in single rooms (36%) than in double rooms (23%), rooms for 3–10 (12%), or in dormitories with 11 or more residents (28%). Training school sleeping rooms ranged in size from 30 to 110 or more square feet per juvenile. Overall, 35% of juveniles in training schools slept in undersized

62% of residents of public long-term institutional facilities were in facilities operating above their design capacity on February 15, 1991

Public long-term institutional facilities with a design capacity of—	Facilities		Residents	
	Total	Percent operating above design capacity	Total	Percent held in facilities operating above capacity
Fewer than 111 residents	137	35%	5,705	38%
111–200 residents	50	54	7,210	56
201–350 residents	26	58	6,711	58
More than 350 residents	14	79	9,126	85
All public long-term institutional facilities	227	44	28,752	62

- In 1991, 44% of long-term institutional facilities housed more residents than they were constructed to hold; the 1983 figure was 32%.
- The larger a facility's design capacity, the more likely it was to house more residents than it was constructed to hold.
- Facilities designed to house fewer than 111 residents accounted for the largest number of over-capacity facilities.
- In 1991 over-capacity facilities designed for fewer than 111 residents made up 21% of long-term institutional facilities, but held 8% of long-term institutional facility residents.
- In 1991 over-capacity facilities designed for more than 350 residents constituted 5% of all long-term institutional facilities, but held 27% of long-term institutional facility residents.

Note: Data are for February 15, 1991. Design capacity is the number of residents a facility is constructed to hold without double bunking in single rooms and without housing residents in areas not designed as sleeping quarters.

Source: OJJDP. (1985 and 1993). *Children in custody census of public juvenile detention, correctional and shelter facilities 1982/83 and 1990/91* [machine-readable data file].

rooms. Of those in undersized rooms, most were in double rooms or dorms (35% for each), 24% were in single rooms, and 5% were in rooms sleeping 3–10 residents.

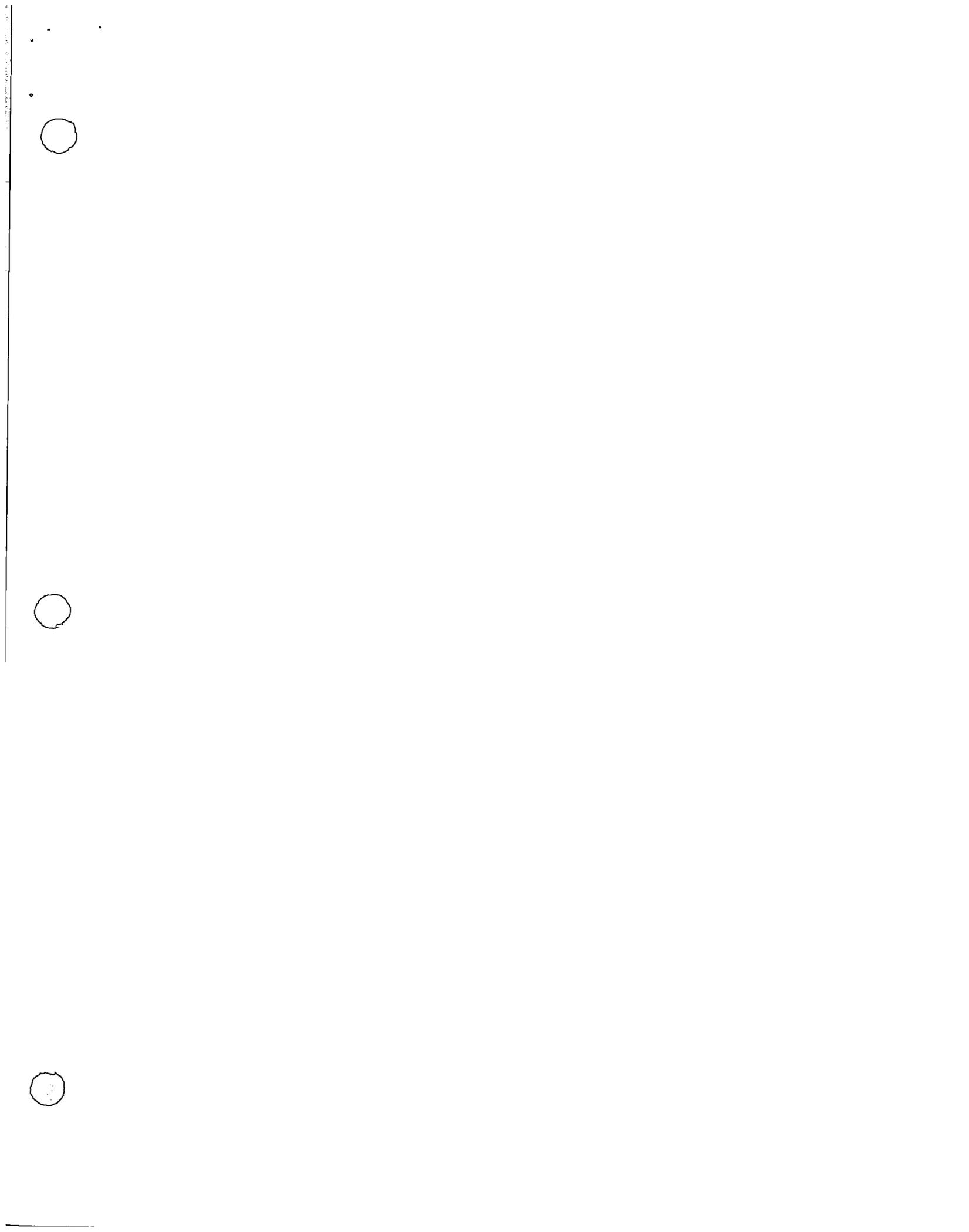
The pattern was similar in ranches, although ranch residents were most likely to be housed in dorms (42%). Overall, 23% of ranch residents slept in undersized rooms. As in training schools, most ranch residents in undersized rooms were in double rooms (44%) or dorms (32%), while 22% were in rooms sleeping 3–10 residents, and just 2% were in single rooms. In both types of facilities, most of these undersized rooms could meet

the square footage standards if they housed fewer juveniles.

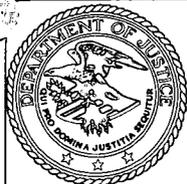
The number of juveniles in living units varied considerably

In 1991, 54% of juveniles held in training schools and 40% of those in ranches were in facilities where at least some of the living units housed more than 25 residents. Among facilities with living units exceeding the 25-person standard, the size of the largest units varied considerably. For both training schools and ranches, 15% of facilities had 36 or more residents in their largest units. Among training schools, only 1% of facilities had units with more than 80 residents; for ranches the figure was 5%.









National Institute of Justice
Office of Juvenile Justice and Delinquency Prevention

Research
in Brief

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Gun Acquisition and Possession in Selected Juvenile Samples

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Violence committed by and against juveniles has come increasingly to define the public's image of the crime problem and the larger political debate over anticrime policy. While evidence documenting the growth of youth violence is abundant, systematic research on the *means* and *methods* of this violence is scarce.

This Research in Brief summarizes the results of a study concerning the number

and types of firearms juveniles possess as well as where, how, and why juveniles acquire and carry firearms. The findings derive from responses to surveys completed by *selected* samples of male inmates (mostly from urban areas) in juvenile correctional facilities in California, New Jersey, Louisiana, and Illinois and male students in 10 inner-city public high schools near the correctional institutions surveyed.

The research focused on serious juvenile offenders and on inner-city students because these groups are popularly thought to engage in and experience violence at rates exceeding those of most other groups.¹ The sites chosen reflect the few instances in which the researchers gained dual entry into both a State's juvenile correction system and at least one adjacent, urban, local school district within a reasonably parallel time period.

Issues and Findings

Discussed in this Research in Brief:

Results of a study of juvenile possession of firearms drawn from voluntary questionnaires anonymously completed by:

- ◇ 835 male serious offenders incarcerated in 6 juvenile correctional facilities in 4 States.
- ◇ 758 male students in 10 inner-city high schools near the facilities.

Both students and inmates came from environments marked by crime and violence.

Key issues: Researchers sought to find out the number and types of arms owned and where, how, and why they were obtained. Because the study focused on serious juvenile offenders and students from schools in high-risk areas, the results are not generalizable to the entire U.S. population.

Key Findings: The study found that:

- ◇ 83 percent of inmates and 22 percent of the students possessed guns.
- ◇ 55 percent of inmates carried guns all or most of the time in the year or two before being incarcerated; 12 percent of the students did so, with another 23 percent carrying guns now and then.
- ◇ The firearms of choice were high-quality, powerful revolvers, closely followed by automatic and semiautomatic handguns and then shotguns.
- ◇ Most of those surveyed thought it would be easy to acquire a gun. Only 13 percent of inmates and 35 percent of students said it would be a lot of trouble or nearly impossible.
- ◇ When asked how they would get a gun, 45 percent of the inmates and 53 percent of the students would "borrow" one from family or friends; 54 percent of the inmates and 37 percent of the

students said they would get one "off the street."

- ◇ Fewer inmates and students said they used hard drugs than expected (43 percent of inmates and 5 to 6 percent of students). Drug use was moderately related to gun activity.
- ◇ More inmates than students reported selling drugs (72 percent of inmates and 18 percent of students). Those who were involved in selling drugs had higher levels of gun ownership and use than those who were not.
- ◇ The main reason given for owning or carrying a gun was self-protection.

The researchers conclude that the fundamental policy problem involves convincing youths they can survive in their neighborhoods without being armed.

Target audience: Law enforcement administrators, school officials, juvenile justice practitioners, researchers, and community groups who work with youth.

A number of schools and neighborhoods can be dangerous places for many young people in America. Knives, revolvers, and even shotguns regularly turn up in searches of school lockers. News reports describe incidents of children being shot on playgrounds or of youths firing rifles as they cruise the streets in cars. The use of weapons in violent incidents has increased fear among citizens of all ages.

In looking for solutions, school administrators and local criminal and juvenile justice officials seek more information about juveniles' use of firearms. To that end, the National Institute of Justice, with joint funding from the Office of Juvenile Justice and Delinquency Prevention—two bureaus within the Justice Department's Office of Justice Programs—commissioned a study to learn more about the level and nature of juvenile gun possession in high-risk neighborhoods. The researchers asked students in high schools that had experienced a large number of violent incidents, as well as male juveniles involved in serious offenses, about the weapons they carried, why they carried them, and how they acquired them.

The reader should note, however, that the study focused on high-risk areas and an at-risk population. Therefore, the findings are not generalizable, but the data shed new light on a complex problem.

The findings discussed in this report are sobering. For example, many students surveyed in this study claimed they carried firearms to protect themselves from fellow students and had little trouble obtaining the weapons. This report raises serious issues that concern all who are working to diminish violence and crime in our neighborhoods. It should be helpful to those developing policies and strategies to combat the threats to public safety posed by juveniles who illegally carry guns.

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Method

A total of 835 inmates in 6 of the respective States' major correctional facilities (3 in California, 1 each in the remaining States) completed self-administered questionnaires in the spring of 1991. Each site was a standard State facility to which seriously troublesome youth were remanded. The offenses characterizing the inmates in these sites ranged from drug-related crimes (generally trafficking in drugs) to homicide. All but the New Jersey site, whose inmates had profiles like those of inmates in the other institutions, were maximum security facilities (completely enclosed, guarded, razorwired). The institutions' populations ranged from 172 to 850. The percentage of inmates surveyed per institution ranged from 22 to 62 (primarily a function of size of institution), with a mean of 41 percent.

The survey was introduced to the inmates as a national study of firearms and violence among youth. Participation in the study was voluntary and anonymous, and respondents were given \$5 to participate in the project. In all of the correctional facilities in question, administrators announced the study to inmates in all of the smaller facilities' dormitories and to those in about half of the dormitories in the larger facilities. The researchers then discussed the project with them. An average of 95 percent of the inmates addressed by the researchers agreed to participate in the study. At each site, groups of 10 to 20 inmates at a time completed the questionnaire.

In all cases, local high school administrators viewed the topic of guns and violence among students as politically charged. They consented to the research only on the guarantee that their districts and schools would not be identified in the publication of the research results. Responses were obtained from schools in large prominent cities near the correctional facilities serving as research sites. Enrollments in these schools ranged from 900 to 2,100.

Schools selected for study were identified by local school board officials as inner-city schools that had experienced firearms incidents in the recent past and whose

students likely encountered gun-related violence (as victims, perpetrators, or bystanders) out of school. No formal evidence is available by which to document these claims. However, interviews with the faculty and students of these schools during the administration of the survey confirmed the administrators' assessments. In one school, surveyors observed a student taking a gun from his jacket to examine it before responding to a questionnaire item about caliber. Moreover, in the time since administration of the survey, four of the schools have experienced violent episodes sufficient to gain national media attention.

The survey was introduced to students as it was to the inmates—as a voluntary and anonymous national study of firearms and violence among youth. Spanish versions of the survey were offered to students who desired them. Principals were asked to grant the researchers access to 150 to 200 students in each of the schools entered and, within the practical constraints faced by principals and teachers, to make the sample—students in grades 9 through 12—as representative of their pupils as possible.

In six instances, principals arranged for the survey to take place during homeroom periods. These periods were uniform for the student body; thus, theoretically, the study had access to the entire student population. In two schools, the survey was given during the physical education hours, and in two schools, access was given to all students enrolled in social studies courses. In the former two sites, physical education was mandatory and its hours were uniform for all students; thus, here too, the study theoretically had access to all students. In the latter two sites access to the entire student body was more limited. Approximately 95 percent of students addressed by the researchers participated in the study.

The number of students surveyed was 758, an average of 165 per school (within a range of 109 to 229). The percentage of student populations surveyed across schools ranged from 7 to 21 (with a mean of 10 percent; lower percentages were a function of larger schools). In some

Schools, the survey was administered to groups of 20 to 30 students at a time. In others, it was given to larger assemblies of 100 to 200 students. In 4 of the 10 schools sampled, students were offered \$5 to participate in the survey. Neither financial inducement nor method of distribution more generally was tied to the percentage of the student body participating in the survey or to response variation across questionnaire items.

Validity, completeness, and consistency issues

With respect to sites more generally, responses to the questionnaire items displayed some variation across correctional facilities, as expected, but reflected no systematic site-to-site patterns. Site differences that did occur could most often be reduced to a single site at variance with the others concerning a given item; no one site appeared conspicuously at odds across all items.

Missing data were expected given that the survey was long, that time limits were imposed on some respondents by their institutions, and that respondents had been told that answering any given item in the survey was discretionary. Despite this, the average percentage of inmate respondents who failed to complete both items in any set of randomly cross-tabulated items was only 1.41 percent (literally, one case) within a range of 0.11 to 4.1 percent; for students the corresponding figure was 3.1 percent within a range of 0.7 to 3.9 percent. Additionally, missing cases on the items used in the present analysis were contrasted with responding cases controlling for research site, race/ethnicity, and age. Missing and responding cases differed little. As a further check, all analyses reported below were rerun substituting predicted values for all missing cases.² The results were substantially unchanged.

Finally, though self-report data are absolutely necessary to studies such as this one, they inevitably raise issues of reliability and validity. Attempts to establish level of reliability in the present study centered on pairs of items, the responses to which were checked for logical consistency. For ex-

ample, respondents who claimed never to have owned a military-style weapon at any time in their lives should not have responded affirmatively to a later item regarding ownership of such a weapon just prior to incarceration. Fourteen such items were examined for the inmate sample, and 11 were examined for the student sample. Inconsistent responses averaged only 2.4 percent within a range of 1.2 to 3.4 percent among the inmate respondents. For the students, they averaged 1.5 percent within a range of 0.7 to 3.1 percent.

To determine how systematic were the inconsistencies, each respondent was scored on the number of inconsistent answers. Inmate respondents received scores between 0 and 14; student respondents received scores between 0 and 11. Only 4 percent of the inmates scored above 2; no inmate scored above 6, and only one scored 6. Only 1 percent of the students scored above 2; no student score exceeded 4.

Validity was more difficult to assess, since there were no official records against which to compare the self-report data. However, indicative of construct validation, respondents who attributed respect from peers to ownership of a gun also felt that friends would look down on them if they did not carry a gun ($r = 0.638$ for inmates; 0.587 for students). The level of use of heroin, crack, and regular cocaine was associated with the extent of commission of property crimes to gain drug money (r ranges between 0.245 and 0.384 for inmates; between 0.395 and 0.453 for students)—a finding consistent with those of previous researchers.³

As has been reported previously,⁴ marijuana seems to have served as a gateway drug to heroin, cocaine, and crack use for the respondents. Among the inmate users of heroin, cocaine, and crack, 79, 80, and 76 percent, respectively, had also used marijuana. Among the student users of heroin, cocaine, and crack, 76, 86, and 88 percent, respectively, had also used marijuana.

In sum, reliability levels seem far above what might be expected for respondents of the type surveyed in the present study and

for the subject matter of interest here. Validity levels clearly fall within an acceptable range, but see "Caveat."

Characteristics of respondents

The average inmate respondent's age was 17, and 84 percent of inmates were non-white. The modal educational attainment level was 10th grade. More than half of the inmates were from cities of at least 250,000 residents. Half had committed robbery; two-thirds had committed burglary. Among the students, 97 percent

Caveat

It should be stressed that these findings are technically not generalizable to other settings and populations. The four States serving as research sites for this study were not a probability sample of States. Moreover, to maximize percentages of respondents involved in the behaviors of interest, the study purposely focused on serious juvenile offenders and on students from especially problematic inner-city schools. Therefore, the 6 correctional facilities and 10 high schools (and by virtue of the voluntary nature of participation in the study, the respondents in those institutions) serving as research sites were not probability samples of their respective universes.

Nonetheless, comparison of inmate respondents' profiles with those known through studies of youth in similar institutions indicates that the present sample was not dissimilar to samples of State maximum-security wards serving as subjects of other studies.⁶ Moreover, a 1984 study of inner-city high school students' criminal activity employed data collected from randomly selected high school students from inner-city, high-crime neighborhoods in four cities⁷ and indicated age and race breakdowns very similar to those found among the student respondents.

were nonwhite, and the mean age was 16. The modal educational attainment level also was 10th grade. All of the student respondents were from cities with populations exceeding 250,000. As expected, the student sample was far less involved in criminal activities. Still, 42 percent of the students reported having been arrested or picked up by the police at least once; 22 percent had been arrested or picked up "many" times; 23 percent reported having stolen something worth at least \$50. Nine percent reported using a weapon to commit a crime.

Exposure to guns and violence

Prior to examining the gun-related behaviors of the respondents, one had to place those behaviors in a larger social context. Inmates and students alike inhabited social worlds characterized by crime and violence. Four in 10 inmates had siblings who had also been incarcerated, and 47 percent had siblings who owned guns legally or illegally. More generally, 79 percent of the inmates came from families in which at least some of the males owned guns; 62 percent had male family members who routinely *carried* guns outside the home. The pattern was even sharper with respect to the peers of the incarcerated juveniles. Nine out of 10 inmates had at least some friends and associates who owned and carried guns routinely.

Thus, in the street environment inhabited by these juvenile offenders, owning and carrying guns were virtually universal behaviors. Further, in this same environment, the inmate respondents regularly experienced threats of violence and violence itself. A total of 84 percent reported that they had been threatened with a gun or shot at during their lives. Half had been stabbed with a knife.

If the social world of the student sample was less dangerous or hostile, it was only by comparison to that of the inmates. A total of 69 percent of the students had males in their families who owned guns. Two out of five reported that males in their families routinely carried guns outside the home. Gun owning and carrying were also

common among the friends of the student respondents. More than half (57 percent) of the respondents had friends who owned guns; 42 percent had friends who routinely carried guns outside the home.

Like members of the inmate sample, the student respondents were also frequently threatened and victimized by violence. Forty-five percent had been threatened with a gun or shot at on the way to or from school in the previous few years. One in 10 had been stabbed, and 1 in 3 had been beaten up in or on the way to school. Nearly a fifth (17 percent) had been wounded with some form of weapon other than a knife or a gun in or near the school.

Victimization aside, the study data also permit some comment concerning violence in the inner-city schools in which the students were surveyed. Nearly a quarter (22 percent) of the surveyed students reported that carrying weapons to school was common. Nearly half (47 percent) personally knew schoolmates at whom shots had been fired in the previous few years. Fifteen percent personally knew someone who had carried a weapon to school; 8 percent personally knew someone who had brought a gun to school.

The reality of violence in the respondents' worlds shaped or was shaped by their

attitudes about violence. Both samples were asked a series of questions about when they felt it was acceptable ("okay") to shoot someone. Response possibilities were "strongly disagree," "disagree," "agree," and "strongly agree." A total of 35 percent of the inmates and 10 percent of the students agreed or strongly agreed that "it is okay to shoot a person if that is what it takes to get something you want." Was it "okay to shoot some guy who doesn't belong in your neighborhood?" Twenty-nine percent of the inmates and 10 percent of the students agreed or strongly agreed that it was. Elements of insult and injury inevitably increased the perceived acceptance of violent responses. It was considered "okay [agree or strongly agree] to shoot someone who hurts or insults you" by 61 percent of the inmates and 28 percent of the students.

Gun possession

The media depiction of the firearms environment for juveniles is one in which guns of all types, even sophisticated military-style weapons, are widely and easily available. The average inner-city youth seemingly needs only to approach a street source, pay but a few dollars, and depart with a firearm. However, no one has systematically documented any of these per-

Table 1. Inmate and Student Gun Possession (numbers in parentheses)

	Percent of Inmates Who Owned Just Prior to Confinement	Percent of Students Who Owned at Time of Survey
Any type of gun	83 (815)	22 (741)
Target or hunting rifle	22 (823)	8 (728)
Military-style automatic or semiautomatic rifle	35 (823)	6 (728)
Regular shotgun	39 (823)	10 (728)
Sawed-off shotgun	51 (823)	9 (728)
Revolver	58 (823)	15 (728)
Automatic or semiautomatic handgun	55 (823)	18 (728)
Derringer or single-shot handgun	19 (822)	4 (727)
Homemade (zip) handgun	6 (823)	4 (727)
Three or more guns	65 (815)	15 (741)

ceptions, especially with respect to the types of guns youth are obtaining. Table 1 presents findings concerning gun possession among members of both samples; at least with respect to the inmate group, the media depiction is largely accurate. A total of 83 percent of the inmates owned at least one firearm just prior to their confinement (67 percent acquired their first gun by age 14). Two-thirds (65 percent) owned at least three firearms just before being jailed. Nearly a quarter of the students (22 percent) possessed a gun at the time the survey was completed. Six percent reported owning three or more guns at the time of the survey.

Carrying guns

Obviously, one need not actually own a gun in order to carry one. Since most of the incarcerated juveniles in the sample (83 percent) owned a gun of their own at the time of their arrest, the distinction may be relatively meaningless for them. But it is easy to imagine high school students who carry guns they do not own (for example, guns that have been borrowed from or otherwise made available by friends and family members, possibly guns that are jointly owned by multiple students). It is possible, in other words, that focusing on ownership results in an *underestimation* of the number of guns in the hands of the students in the study.

In fact, among the inmate sample, carrying a firearm was about as common as owning one; 55 percent carried a gun "all" or "most of the time" in the year or two before being incarcerated, and 84 percent carried a gun at least "now and then," with the latter figure nearly identical to the percentage who owned a gun. Among the student sample, carrying a gun at least occasionally was *more common* than gun ownership. A total of 22 percent of the students owned a gun at the time of the survey; 12 percent of them reported currently carrying a gun "all" or "most of the time," and another 23 percent did so at least "now and then," for a combined percentage of 35 percent who carried firearms regularly or occasionally. Thus, by this more liberal measure, guns were in the hands of one out of three male central-

city high school students surveyed. Beyond this, 3 percent of the students reported carrying a gun *to school* "all" or "most of the time"; an additional 6 percent did so "now and then."

Firearms of choice

Considerable media attention has been given recently to automatic and military-style weapons in the hands of youth. The findings presented in table 1 permit assessment of this problem. In that table, automatic and semiautomatic weapons (rifles and handguns that automatically place a new round into the firing chamber) are treated in combination because the study's aim was simply to distinguish rapid-fire arms from traditional arms.

Among the inmate respondents, the revolver was the most commonly owned firearm; 58 percent owned a revolver at the time of their present incarceration. These were not small handguns. The most common calibers among the most recently owned handguns of this sample were the 0.38 and the 0.357. Closely following the revolver in popularity were automatic and semiautomatic handguns, typically chambered for 9mm or 0.45 caliber rounds; 55 percent owned one at the time of their incarceration.

The shotgun, whether sawed-off or unaltered, also represented a major weapon of choice. More than half the sample (51 percent) had possessed such a weapon; 39 percent had owned a regular shotgun. (A bit fewer than half the inmates, 47 percent, reported that they personally had cut down a shotgun or rifle to make it easier to carry or conceal at some point in their lives.) Next in popularity were the military-style automatic and semiautomatic rifles that have figured so prominently in recent media accounts. More than a third of the inmates (35 percent) owned one at the time they went to prison. Other types of guns—regular hunting rifles, derringers, zip guns, etc.—found little favor; fewer than a quarter said they owned this type of firearm when they were incarcerated.

Table 1 shows similar patterns of ownership, although on a considerably diminished scale, for the high school students.

The most commonly owned weapon was the automatic or semiautomatic handgun (18 percent), followed by the revolver (15 percent). Shoulder weapons of all sorts were less likely to be owned by the students than were handguns; still, 9 percent owned a sawed-off shotgun, 10 percent an unmodified shotgun, and 6 percent a military-style rifle.

Absent additional data, it is hard to be certain which aspects of the pattern of ownership reflected preferences and which aspects reflected availability. Considering the ease with which the juveniles obtained firearms and the number and variety of guns apparently in circulation in their communities (see below), it is a reasonable assumption that they carried what they preferred to carry and that differential availability had little or nothing to do with it. There was an evident preference for concealable firearms (handguns and sawed-off shotguns), but hard-to-conceal shoulder weapons, whether military-style or not, were also quite common.

To gain some sense of what juveniles seek in a weapon, the study asked respondents (both samples) what features they considered "very important" in a handgun. The profile of desirable features was remarkably similar in both groups. Among inmates, the three highest rated traits were firepower, quality of construction, and untraceability, followed by ease of firing and accuracy. Among the students, quality of construction was the highest rated trait, followed by being easy to shoot, accurate, and untraceable. Neither inmates nor students indicated much preference for small, cheap guns, nor were they attracted to such ephemeral characteristics of weapons as "scary looking" or "good looking." The preference, clearly, was for hand weapons that were well-made, accurate, easy to shoot, and not easily traced.

Obtaining a gun

Media accounts suggest that most types of guns are relatively abundant and readily accessible to juveniles. In fact, 70 percent of the inmates felt that upon release they could get a gun with "no trouble at all," a sentiment expressed by 41 percent of the

students as well. An additional 17 percent of the inmates and 24 percent of the male students said it would be "only a little trouble." Only 13 percent of the inmates and 35 percent of the students perceived access to guns as a "lot of trouble" or "nearly impossible."

We also asked both groups of respondents how they would go about getting a gun if they desired one. Most felt there were numerous ways but that family, friends, and street sources were the main sources (see table 2). Forty-five percent of the inmates and 53 percent of the students would "borrow" a gun from a family member or friend. Thirty-six percent and 35 percent of the inmates and students, respectively, would "buy" one from family or friends. Half of the inmates (54 percent) and a third of the students (37 percent) would "get one off the street."

Drug dealers and addicts were the major suppliers after family, friends, and other street sources, this for both inmates (35 percent) and students (22 percent). Purchasing a gun at a gunshop (or asking someone else to do so (see below) was perceived by 28 percent of the students as a reliable method; only 12 percent of the inmates considered it so (or viewed it as necessary). Theft was twice as likely to be mentioned by the inmates as by the students although, relative to other sources, it was prominent for neither group.

By way of partial confirmation of these findings (also see table 2), when asked where they *actually had obtained* (bought, borrowed, or stolen) the most recent handgun they had ever possessed, more than half of the inmates who had possessed handguns checked a friend (30 percent) or street source (22 percent). Only 6 percent

listed family member as the source. Drug dealers and drug addicts were the sources of 21 percent of the guns. The picture differed somewhat for the students. Friends (38 percent) and street sources (14 percent) were important, but family members (23 percent) were also primary sources. Drug dealers and addicts were rarer sources (8 percent).

The two sets of findings in table 2, then, point to illegal and fairly close sources of guns; if family or friends could not supply a gun, an apparently abundant blackmarket network could be found on the street.

While relatively few inmates mentioned theft as a means to obtain a gun upon release, far more had actually stolen guns, usually from homes or cars. More than half had stolen a gun at least once in their lives. In contrast, only 8 percent of the students had ever stolen a gun. Most of the thefts involved revolvers (50 percent of the inmates), but substantial numbers of inmates reported stealing other types of guns: shotguns (41 percent), automatic or semi-automatic handguns (44 percent), and military-style rifles (30 percent). When the inmates sold or traded the guns they had stolen, they generally did so to friends or other trusted persons.

Thus, these juveniles both supplied guns to and obtained guns from an informal network of family, friends, and street sources. It seems likely, then, that theft and burglary were the ultimate source of many of the guns acquired by the juveniles surveyed, but only occasionally the proximate source. Buttressing this point, it was found that although half of the inmates had stolen guns at some time, only 24 percent had stolen their most recently obtained handgun.

Though by no means the preferred method of acquisition, purchasing a gun through legitimate channels was fairly common among respondents. Federal law bars juveniles from purchasing firearms through normal retail outlets, but the law is readily circumvented by persuading someone who is of legal age to make the purchase in one's behalf. A total of 32 percent of the inmates and 18 percent of the students had asked someone to purchase a gun for them in a gun shop, pawnshop, or other retail

Table 2. Means of Obtaining Guns

	Percent of Inmates (N = 738)	Percent of Students (N = 623)
Likely Source If Desired*		
Steal from a person or car	14	7
Steal from a house or apartment	17	8
Steal from a store or pawnshop	8	4
Borrow from family member or friend	45	53
Buy from family member or friend	36	35
Get off the street	54	37
Get from a drug dealer	36	22
Get from an addict	35	22
Buy from gun shop	12	28
Source of Most Recent Handgun**	(N = 640)	(N = 211)
A friend	30	38
Family member	6	23
Gun shop/pawnshop	7	11
The street	22	14
Drug dealer	9	2
Drug addict	12	6
"Taken" from someone's house or car	12	2
Other	2	4

* Item: "How would you go about getting a gun if you decided you wanted one?" (Multiple responses permitted.)

** Item: "Where did you get your most recent handgun?" Respondents who owned handguns only.

outlet; 49 percent of the inmates and 52 percent of the students mentioned a friend as the person requested to buy a gun; and 14 percent of the inmates and 18 percent of the students had turned to family members. Only 7 percent and 6 percent of the inmates and students, respectively, had sought help from strangers.

It seems, then, that the inmates had access to an informal network that made gun acquisition cheaper and easier; turning to retail channels was possible but generally not necessary. Less streetwise and less hardened, perhaps, the students saw themselves as more dependent on the retail shop if they needed a gun, although only 18 percent had ever used that source.

Cost of a gun

Aside from convenience, there is another good reason why juveniles prefer informal and street sources over normal retail outlets. Guns obtained from informal and street sources are considerably less expensive. The substantial majority of handguns and conventional shoulder weapons obtained by juveniles in a cash transaction with an informal source were purchased for \$100 or less; most of the military-style rifles obtained from such sources were purchased for \$300 or less (table 3). Considering the general quality of the firearms in question (see above), the cash prices paid on the street were clearly much less than the normal cost paid by the relatively few respondents who obtained the guns through regular retail outlets.

The decision to carry a gun

The popular fear is that juveniles carry guns to prey on the rest of society. For the inmate sample, this fear is well-founded; 63 percent had committed crimes with guns. Forty percent had obtained a gun specifically for use in crime. Of those who reported committing "serious" crimes, 43 percent were "usually" or "always" armed with a gun during the process.

Use in crime, however, was not the most important factor in the decision to own or carry guns, either for inmates or students. Nor was the gun principally a totem whose primary function was to impress one's

Table 3. Cost of Most Recent Firearm (for respondents who purchased gun for cash)*

Gun Type	Inmates			Students		
	Total	Retail	Informal	Total	Retail	Informal
Handguns						
Less than \$50	41%	17%	21%	21%	0%	25%
\$50-\$100	24%	22%	48%	53%	27%	58%
More than \$100	35%	61%	31%	26%	73%	17%
Number	235	23	201	64	11	48
Military-Style Rifles						
Less than \$100	22%	28%	21%	28%	0%	29%
\$100-\$300	48%	7%	50%	21%	40%	45%
More than \$300	30%	65%	29%	51%	60%	35%
Number	165	14	151	38	5	31
Rifles or Shotguns						
Less than \$100	54%	32%	51%	47%	25%	52%
\$100-\$150	13%	14%	20%	29%	25%	28%
More than \$150	33%	54%	29%	24%	50%	20%
Number	153	19	134	30	4	25%

*By way of interpretation of the results, of 235 inmates whose most recently acquired gun was a handgun paid for in cash, 41 percent paid \$50 or less and 35 percent paid \$100 or more; likewise, among 38 students whose most recently acquired gun was a military rifle that had been purchased for cash, 51 percent paid \$300 or more for it. "Retail" means a gun shop, pawn shop, or other retail outlet; "informal" is a cash purchase from any other source.

peers. Impressing peers or others was among the least important reasons for purchasing a gun, regardless of weapon type and for students and inmates equally.

Instead, reasons for carrying a gun were dominated by themes of self-protection and self-preservation. The most frequent circumstances in which inmates carried guns were when they were in a strange area (66 percent), when they were out at night (58 percent), and whenever they thought they might need self-protection (69 percent). Likewise, for any of the types of guns acquired by either inmates or students, the desire for protection and the need to arm oneself against enemies were the primary reasons to obtain a gun.

As the findings displayed in table 4 indicate, for example, 74 percent of the inmates who had obtained a handgun cited protection as a primary reason for their most recent purchase, and 52 percent cited armed enemies as a major factor. Use in

crime (36 percent) and to "get someone" (37 percent) were relatively, though obviously not wholly, unimportant. The theme of self-protection was also evident in the circumstances in which the inmate respondents had actually fired their guns. Three-quarters had fired a gun at a person at least once. Sixty-nine percent had fired in what they considered self-defense. More than half had also fired shots during crimes and drug deals. Better than 6 in 10 had fired their weapons in fights and to scare someone.

Dealing guns

Given the means and sources of firearms acquisition for both inmates and high school students, it is obvious that there is a large, informal street market in guns, one in which the inmate respondents were regular suppliers as well as frequent consumers. Forty-five percent could be described as gun dealers in that they had

Table 4. "Very Important" Reasons for Most Recent Gun Acquisition

Gun Type	Percent Stating That Each Reason Was "Very Important"	
	Inmates	Students
Military-Style Guns	(N = 365)	(N = 108)
Protection	73	75
Enemies had guns	60	42
Use in crimes	40	(item not asked)
To get someone	43	25
Friends had one	20	16
To impress people	10	9
To sell	11	6
Handguns	(N = 611)	(N = 210)
Protection	74	70
Enemies had guns	52	28
Use in crimes	36	(item not asked)
To get someone	37	13
Friends had one	16	7
To impress people	10	10
To sell	10	4
Rifles or Shotguns	(N = 523)	(N = 121)
Protection	64	59
Enemies had guns	47	29
Use in crimes	35	(item not asked)
To get someone	37	20
Friends had one	16	5
To impress people	10	7
To sell	10	8

bought, sold, or traded a lot of guns. Of those who described themselves as dealers, the majority reported their most common source as theft from homes or cars and acquisitions from drug addicts. Sixteen percent had bought guns out-of-State for purposes of gun dealing; another 7 percent had done so in-State; and nearly 1 in 10 had stolen guns in quantity from stores or off trucks during shipment.

There were two very different types of "gun dealers" in the sample. One group (77 percent) comprised juveniles who occasionally came into possession of surplus firearms and then sold or traded them to street sources. They may have come across firearms in the course of burglaries or break-ins, or taken firearms from drug addicts in exchange for drugs, but they

were not systematically in the business of gun dealing. The other group (23 percent) was more systematic in its gun-dealing activities and looked on gun deals as a business, seeking (if need be) to purchase guns both in- and out-of-State to supply their consumers. This group would include (one assumes) the one inmate in five who had gone (a few times or many times) to places with "very easy gun laws" to buy up guns for resale in his own neighborhoods. Those who had dealt guns, whether systematically or not, were more involved in gun use and criminal activity than those who had not dealt guns. They were more likely to carry a gun generally, more likely to own all types of weapons, more involved in shooting incidents, and more accepting of shooting someone to get something they wanted.

Drug use and gun activity

Much of the recent attention given to drugs and violence has centered on the use and sale of so-called hard drugs, specifically heroin, cocaine, and crack. Such drug use was not pervasive among the student respondents. Any use of hard drugs was reported by only 5 or 6 percent. Even among the inmates, percentages of users were moderate to low; only 43 percent had used cocaine, 25 percent crack, and 21 percent heroin. Combining results across types of drugs, complete abstinence from hard drugs was found to be characteristic of 93 percent of the high school students and 47 percent of the inmates. Further, the vast majority of users reported only occasional use.

With respect to the drugs-guns nexus, two important findings should be noted. First, substantial numbers of nonusers engaged in all the gun-related behaviors reported by respondents. For example, 72 percent of the inmates who had never used heroin had fired a gun at someone. A second and related finding is that inmate heroin users were generally more likely than nonusers to have been involved in most aspects of gun ownership and use, though the level of use among users was unrelated to the level of firearm activity. However, users of cocaine and crack were generally no more likely to have engaged in gun activity than nonusers. While the number of drug users among the students was too small to permit reliable analyses, the link between drugs and gun activity seemed more pronounced among members of this group.

Drug dealing and gun activity

The majority of inmates (72 percent) and a surprising percentage of high school students (18 percent) had either themselves dealt drugs or worked for someone who did. Firearms were a common element in the drug business. Among those who had dealt drugs or had worked for dealers, 89 percent of the inmates and 75 percent of the students had carried guns generally. Of the inmate dealers, 60 percent were very likely to carry guns during drug transactions, and 63 percent had fired guns during

those transactions. Moreover, 43 percent of the inmates reported that all or most of the drug dealers they knew also dealt in guns. Nearly half of the inmates who had ever stolen guns had also sold at least some of them to drug dealers. Six percent of those who had dealt guns had bought guns from drug dealers.

For inmate respondents, whether or not drug users, involvement in drug sales was associated with higher levels of every type of gun activity examined in this study. Student drug sellers reported higher levels of firearm activity than nonsellers who were not also users. However, differences between those who combined use and sales and those who only sold were not great; to the extent differences existed, they favored those who were involved in both use and sales. Taking the findings regarding drug use, drug sales, and gun activity together, it seems that dealers, addicts, and drugs were common and, in many instances, highly influential pieces in the illicit firearms market of the respondents. Judged by the findings from the study's selected samples, the street economy is not made up of specialists so much as of a generalized commerce in illegal goods wherein guns, drugs, and other illicit commodities are bought, sold, and traded.

Gangs and guns

The notion of a link between gangs and gun-related violence is common in most discussions of crime in the Nation's urban centers. Part of the problem with assessing the accuracy of this perception is the difficulty encountered in classifying the many forms that gangs take. Since the present study was not directed specifically at this issue, it is not possible to resolve the problem fully here. However, it was possible to classify gangs broadly through use of variables central to most discussions of gang typology and actual research on gangs.⁵

Typologies aside, it must be stressed that the gang members mentioned in this report derive from *selected* samples of juvenile gang members who are also sufficiently serious offenders to merit confinement in maximum security facilities as well as

gang members who are also students in inner-city high schools with established problems of violence.

For the present study gangs are classified into three general types:

○ Quasi-gang—a group with whom the respondent identifies but does not define as an organized gang.

○ Unstructured gang—a group that is considered an organized gang by the respondent but that has fewer than 10 members or has few of the trappings normally associated with gangs (e.g., an "official" name, an "official" leader, regular meetings, designated clothing, and a specified turf).

○ Structured gang—a group that is considered an organized gang by the respondent, has at least 10 members, and has at least 4 of the trappings normally associated with gangs. A total of 68 percent of the inmates and 22 percent of the students were affiliated with a gang or quasi-gang.

As with the relation between drugs and guns, it is important to note that substantial portions of the samples who were not affiliated with gangs were heavily involved in gun-related activity. However, for the inmates and to a lesser extent the students as well, movement from nongang member to member of a gang was associated with increases in possessing and carrying guns. Overall, structured and unstructured gang members differed little in relation to these variables. Both exceeded quasi-gang members in gun possession and carrying. Among inmates, for example, 81 percent of both types reported ownership of a revolver; 75 percent of structured gang members and 72 percent of unstructured gang members reported owning an automatic or semiautomatic handgun. Corresponding figures for quasi-gang members were slightly lower—70 percent and 65 percent, respectively.

Of some special interest, findings from both samples indicate that members of structured gangs were less likely than members of unstructured gangs (for students, even less than those of quasi-gangs) to possess military-style rifles. The preferred (or, at least, most commonly owned) weapon for respondents of both samples

was the revolver, although ownership of military-style weapons among gang-affiliated inmates was quite widespread, averaging 53 percent across gang types.

Implications

○ *Owning and carrying guns are fairly common behaviors among segments of the juvenile population—in the present study, among youth with records of serious crime and among students in troubled inner-city schools.* Fifty-five percent of the inmate respondents carried a gun routinely before being incarcerated. Twelve percent of the students carried a gun routinely. Thus, while these behaviors were by no means universal, least of all among the students surveyed, neither were they rare.

○ *Perhaps the most striking finding is the quality of firearms these youth possessed.* They were well-made, easy to shoot, accurate, reliable firearms. Whether a matter of accessibility or preference, the most likely owned gun of either sample was a hand weapon (automatic or not) of large caliber. At the time of their incarceration, 55 percent of the inmate respondents owned automatic or semiautomatic handguns; 35 percent owned military-style automatic rifles. Comparable figures for the student sample were 18 and 6 percent, respectively.

○ *For the majority of respondents, self-protection in a hostile and violent world was the chief reason to own and carry a gun.* Drug use and sales are seriously implicated in the youth-gun problem, but, at least with respect to the respondents in this study, to characterize either as directly causal is likely incorrect. The same may be said of the association between gangs and guns. While the link is apparent, it is not at all clear whether gangs *cause* gun use or whether they simply offer safety and a sense of belonging to youth who are already well acquainted with guns and perceive the need for them.

To the extent a violent social world prevails for people like those in the selected samples, the preference for high-quality, powerful firearms should not be surprising. Given the evidently heavy flow of firearms of all sorts through the respondents'

communities, guns of this type will ultimately find favor among both perpetrators and their possible victims. To the extent that antiviolenace policy departs from changing the general social conditions that make arms-possession seem necessary and even desirable to juveniles, policy by necessity leans toward dissuading youth from pursuing so many and such lethal weapons. In this vein, the study findings shed some light on the potential for curbing youth violence through controlling gun distribution at the point of retail sale.

○ *The handgun (and, secondarily, the shotgun) was the most commonly owned firearm among the respondents.* Much of the recent policy debate over firearms has concerned the wisdom of banning sales (and ownership) of military-style combat rifles to the general public. More than a third of the inmate respondents (though only 1 in 20 students) claimed to have possessed such a weapon at the time they were incarcerated. Yet it would seem highly specialized assault rifles are generally ill-suited for the day-to-day business of self-protection and crime. Outfitted with high-capacity magazines or clips, these weapons are bulky, relatively hard to handle, and very difficult to conceal on the street. Further, the firepower such weapons represent would rarely be in demand. For most offensive and defensive purposes, hand weapons are better suited.

○ *Controls imposed at the point of retail sale likely would be ineffective, at least by themselves, in preventing the acquisition of guns by juveniles studied here because they rarely obtain their guns through such customary outlets.* Indeed, most of the methods of obtaining guns reported by the juveniles are already against the law. Informal commerce in small arms involving purchases and trades among private parties (most likely family members and friends) is difficult to regulate, is exploited by juveniles as well as adults to obtain guns, and successfully subverts legal measures designed to prevent guns from falling into the wrong hands. In the final analysis, the problem may not be that the appropriate laws do not exist but that the laws that do exist apparently are not or cannot be enforced, and that persons involved in firearms transactions with juveniles are

not concerned with the legality of the transaction.

○ *Judging by the present findings, handguns of all types, and even military-style rifles, are readily available through theft from legitimate sources and can be had at relatively little cost.* Again judging by the present findings, theft seems a major avenue by which guns enter the black market. Most of the inmate respondents, for example, had stolen guns themselves, though most had purchased or traded for the gun they owned at the time they were incarcerated. If theft is indeed such an important piece of the gun-supply puzzle, the approximately 72 million handguns currently possessed by legitimate private owners represent a potentially rich source for criminal handgun acquisition.

○ *Therefore, an effective gun ownership policy, of necessity, must confront the issue of firearms theft.* At a minimum, there should be programs to educate the gun-owning public concerning the importance of securing their firearms.

Ultimately, from the viewpoint of policy, it may matter less where juveniles get their guns than where they get the idea that it is acceptable to use them. The problem is less one of getting guns out of the hands of juveniles and more one of reducing motivations (for the sample, primarily self-preservation) for youth to arm themselves in the first place. Convincing juveniles not to own, carry, and use guns will therefore require convincing them that they can survive in their neighborhoods without being armed.

Notes

1. Altschuler, D., and P. Brounstein. 1991. "Patterns of Drug Use, Drug Trafficking and Other Delinquency Among Inner City Adolescent Males in Washington, DC." *Criminology* 29:589-621. See also Cernkovich, S., P. Giordano, and M. Pugh. 1985. "Chronic Offenders: The Missing Cases in Self-Report Delinquency Research." *Journal of Criminal Law and Criminology* 76:705-32.
2. Anderson, A.B., A. Basilevsky, and D. Hum. 1983. "Missing Data: A Review of the Literature." In *Handbook of Survey Research*, P. Rossi, J. Wright, and A. Anderson, eds. New York: Academic Press. 415-94.

3. Chaiken, J.M., and M.R. Chaiken. 1990. "Drugs and Predatory Crime." In *Drugs and Crime*, M. Tonry and J.Q. Wilson, eds. Chicago: University of Chicago Press. 203-39.

4. Akers, R. 1992. *Drugs, Alcohol, and Society*. Belmont, California: Wadsworth. Goode, E. 1989. *Drugs in American Society, 3rd Edition*. New York: Knopf.

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6. See Beck, A., S. Kline, and L. Greenfeld. 1988. *Survey of Youth in Custody, 1987*. Washington, D.C.: Bureau of Justice Statistics. Fagan, J., E. Piper, and M. Moore. 1986. "Violent Delinquents and Urban Youths." *Criminology* 24:439-71. Fagan, J., E. Piper, and Y. Cheng. 1987. "Contributions of Victimization to Delinquency in Inner Cities." *Journal of Criminal Law and Criminology* 78:586-613. Wright, J.D., and P. Rossi. 1986. *Armed and Considered Dangerous*. Hawthorne, New York: Aldine. Bureau of Justice Statistics. 1988. *Profile of State Prison Inmates, 1986*. Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics.

7. See Fagan, J., E. Piper, and M. Moore. 1986. "Violent Delinquents and Urban Youths." *Criminology* 24:439-71. Fagan, J., E. Piper, and Y. Cheng. 1987. "Contributions of Victimization to Delinquency in Inner Cities." *Journal of Criminal Law and Criminology* 78:586-613.

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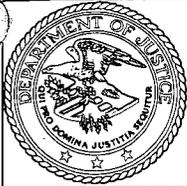
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National Institute of Justice

Research in Brief

February 1994

Firearms and Violence

by Jeffrey A. Roth

Approximately 60 percent of all murder victims in the United States in 1989 (about 12,000 people)—were killed with firearms. According to estimates, firearm attacks injured another 70,000 victims, some of whom were left permanently disabled. In 1985 (the latest year for which data are available), the cost of shootings—either by others, through self-inflicted wounds, or in accidents—was estimated to be more than \$14 billion nationwide for medical care, long-term disability, and premature death. Among firearms, handguns are the murder

weapon of choice. While handguns make up only about one-third of all firearms owned in the United States, they account for 80 percent of all murders committed with firearms.¹

Teenagers and young adults face especially high risks of being murdered with a firearm. Figures for 1990 from the National Center for Health Statistics indicated that 82 percent of all murder victims aged 15 to 19 and 76 percent of victims aged 20 to 24 were killed with guns. The

risk was particularly high for black males in those age ranges. The firearm murder rate was 105.3 per 100,000 black males aged 15 to 19, compared to 9.7 for white males in the same age group. This 11:1 ratio of black to white rates reflects a perplexing increase since 1985, when the firearm murder rate for black males aged 15 to 19 was 37.4 per 100,000. Among 20- to 24-year-old black males, the rate increased from 63.1 to 140.7. For several years before 1985, the rates for black males in these age groups had been

Issues and Findings

Discussed in the Brief: The current status of research and evaluations concerning firearms and violent crime, as reviewed by the National Academy of Sciences Panel on the Understanding and Control of Violent Behavior.

Key issues: Most murders involve firearms, and young minority men are at especially high risk of being murdered with a gun. Innovations in laws, law enforcement, public education, and technology all show promise of reducing gun murders by selectively making firearms less available to persons likely to use them in violence, less accessible in situations where violence is likely to occur, or less lethal. Evaluations are needed to test the effectiveness of these innovations.

Key findings:

✧ Firearms are used in about 60 percent of the murders committed in this country, and attacks by firearms injure thousands of others. The risk of being murdered with a firearm falls disproportionately

on young people, particularly young black men.

✧ Greater gun availability increases the rates of murder and felony gun use, but does not appear to affect general violence levels.

✧ Self-defense is the most commonly cited reason for acquiring a gun, but it is unclear how often these guns are used for self-protection against unprovoked attacks.

✧ According to the latest available data, those who use guns in violent crimes rarely purchase them directly from licensed dealers; most guns used in crime have been stolen or transferred between individuals after the original purchase.

✧ In robberies and assaults, victims are far more likely to die when the perpetrator is armed with a gun than when he or she has another weapon or is unarmed.

✧ Several strategies may succeed in reducing gun murders, but rigorous evaluations are needed to ascertain their effectiveness. Among these are reducing firearm lethality (e.g., by banning certain

types of ammunition), reducing unauthorized use (e.g., through combination locks on triggers, or sentence enhancements for burglary and fencing violations that involve guns), and educating the public about safe use and storage.

✧ Evaluation findings indicate that the following kinds of laws can reduce gun murder rates when they are enforced: prohibitions on carrying concealed weapons, extending sentences for robbery and assault when a gun is used, and restrictive licensing requirements for handgun ownership.

✧ Where there is local support, priority should be given to three enforcement objectives: disrupting illegal gun markets; reducing juveniles' access to guns; and close cooperation between the police and the community to set priorities and enforce laws, in order to reduce the fears that lead to gun ownership for self-defense.

Target audience: Federal, State, and local government policymakers, law enforcement practitioners, and community organizations.

Panel on the Understanding and Control of Violent Behavior

Violence is universally recognized as a pervasive part of contemporary American society and of our Nation's past as well. Many of the attempts to understand the phenomenon have been made in response to specific situations, such as the lawlessness of the Prohibition era, the assassination of President John F. Kennedy, and the urban riots of the mid-1960's. Other attempts at understanding violence singled out particular causes for analysis. In none of these studies, however, was the full body of research on violence reviewed comprehensively, and none of them took an interdisciplinary approach.

The Panel on the Understanding and Control of Violent Behavior was set up to meet the need for a more comprehensive assessment of what is known about violent behavior. It was established in response to a request made by three Federal agencies: the National Science Foundation (NSF), the National Institute of Justice (NIJ), and the Centers for Disease Control and Prevention (CDC). NSF asked for a review of current knowledge about the causes of violent behavior and recommendations for future research. The other two agencies shared these goals, but their areas of interest reflected their particular missions. As the research arm of the U.S. Department of Justice, NIJ wanted to find out about means to prevent and control violent crime. The CDC wanted assistance in setting priorities for preventing injuries and deaths caused by violence.

Created in 1989, the panel reviewed research on "interpersonal violence"—events involving at most a few perpetrators and victims. This limitation excluded suicide and self-mutilation as well as large-scale collective and State violence. The focus was on describing, understanding, and controlling violence in the United States. Research in biomedical, psychological, and other social

sciences was reviewed. The work of the panel was intended both to help guide future research and evaluation projects aimed at prevention and control and to suggest strategic directions for violence control policy.

The findings, conclusions, and recommendations of the panel were published in Volume 1 of *Understanding and Preventing Violence*, published by the National Academy Press. Three volumes of background papers commissioned by the panel are forthcoming. The panel concluded that numerous, often interacting factors give rise to violent events. Although the underlying interactions are not well understood, attention to the factors suggests many promising preventive interventions. Testing and evaluating these interventions creates opportunities to prevent particular types of violence while gaining better understanding of them. The panel made recommendations in a number of areas, among them development of problem-solving initiatives to control and understand violence; better statistical systems for measuring violence; and a program of research to identify underlying causes. This Research in Brief is one of a series that summarizes the panel's findings.

NIJ is committed to implementing the recommendations of the panel. Its commitment has begun through support for the Program on Human Development and Criminal Behavior, a longitudinal, multi-community research project that is exploring the factors associated with violence. In addition, the panel's recommendations have helped shape the goals of NIJ research and evaluation activities and its long-range plans for research.

Copies of *Understanding and Preventing Violence* are available from the National Academy Press, 2101 Constitution Avenue N.W., Washington, DC 20418 (800-624-6242).

decreasing. The recent increases have not been paralleled for females, whites, or older black males, nor have they been matched in non-gun murder rates or even firearm suicide rates for young black males. (The latter are higher among whites than among blacks but have risen recently for both races.)²

For these reasons, the Panel on the Understanding and Control of Violent Behavior devoted substantial attention to issues surrounding firearms and violence, relying on a commissioned background paper,³ critical commentary on a draft of that paper, and its own review of published research literature. This report summarizes the panel's conclusions.

Research findings

Any firearm murder follows a particular chain of events: One person acquires a firearm; two or more people come within reach of the firearm; a dispute escalates into an attack, the weapon is fired; it causes an injury; and the injury is serious enough to cause death. While that sequence probably seems obvious, thinking about gun murders as a chain of events draws attention to a series of risks that should be measured and questions that should be considered in designing strategies to reduce murders or other violent events that involve guns.

Some potentially useful distinctions should be made at the outset:

1. *Availability* of guns refers to the overall number of guns in society and the ease of obtaining them.
2. *Possession* of a gun simply means ownership, regardless of how the weapon is stored, carried, or used.
3. *Access* to a gun as a weapon of violence means its immediate availability at the site of a violent event and depends on how the gun is stored or carried.
4. *Allocation* of guns refers to the distribution of gun possession among people who have and people who have not demonstrated high potentials for violent behavior.

3. *Lethality* of guns or other weapons means the likelihood that a person injured by the weapon will die as a result.

Each of these distinctions raises specific issues about the relationship of guns to violence.

How is gun availability related to violence levels?

Speculation about the relationship between gun availability and violence levels takes two directions. On one hand, greater availability of guns may deter some potential perpetrators of violent crimes out of fear that the intended victim may be armed. On the other hand, greater availability of guns may encourage people who are contemplating committing a violent crime to carry it out but first to arm themselves to overcome their fear of retaliation. Greater gun availability may also increase violence levels if guns kept at home or in cars are stolen during burglaries, enter illegal markets, and encourage criminals to attack victims they would pass up without being armed. Guns kept in homes may also be used in family arguments that might have ended nonviolently if guns were not available.

How are these conflicting speculations resolved in actual practice? The best way to answer this question would be to measure violent crime levels before and after an intervention that substantially reduced gun availability. However, opportunities to evaluate the effects of such interventions have arisen in only a few jurisdictions. (The results are discussed, along with those of other evaluations, on pages 5 and 6.)

Because evaluation opportunities have been rare, researchers have used four less powerful approaches to study how gun availability affects violence and its consequences. The findings, while somewhat tentative and not entirely consistent, suggest that greater gun availability increases murder rates and influences the choice of weapon in violent crimes, but does not affect overall levels of nonfatal violence.

The first research approach asks how differences in violence across American cities

are related to variations in gun availability, controlling for other relevant factors.

These studies generally find small positive correlations between measures of gun availability and both felony gun use and felony murder. However, they find no consistent relationship between gun availability and overall rates of violent crime.

The second approach used was a comparison of two jurisdictions. The neighboring cities of Seattle and Vancouver have similar economic profiles and were found to have similar rates of burglary and assault. However, Seattle, with its less restrictive gun possession laws, had a 60 percent higher homicide rate and a 400 percent higher firearm homicide rate than Vancouver. It is not clear whether the differences in gun laws accounted for all the variation between the two cities in homicide rates, or whether differences in culture were also contributing factors.

The third approach relies on cross-national statistical comparisons. These studies have generally reached one of the conclusions found in studies of American cities: a small positive correlation between gun availability and homicide rates. The finding is difficult to interpret, however, in view of differences by country in culture and in gun regulations. For example, murder rates are low in Switzerland, where militia requirements make possession of long guns by males nearly universal. This seems to suggest there is no positive correlation between gun availability and murder rates. But this interpretation is clouded because in Switzerland access to guns is limited: militia members are required to keep their guns locked up and to account for every bullet.

The fourth approach relies on analyses of trends over time. Studies using this method have found no correlations between gun availability and rates of violent crime. But trends are subject to a variety of influences, which may mask a relationship that would emerge in the aftermath of some new law or other intervention that substantially reduced gun availability. Evaluation findings about such interventions are discussed later in this report, but more such

evaluations are needed to obtain better answers to this question.

How do people obtain possession of guns they use in violent crime?

Although available data on how guns are obtained are fragmented, outdated, and subject to sampling bias, they suggest that illegal or unregulated transactions are the primary sources of guns used in violence. For example, only 29 percent of 113 guns used in felonies committed in Boston during 1975 and 1976 were bought directly from federally licensed dealers (27 of the 29 percent were obtained by legally eligible purchasers). Between the manufacturer and the criminal user, 20 percent of the guns passed through a chain of unregulated private transfers, while 40 percent were stolen. Most of the illegal suppliers found in this sample were small-scale independent operators who sold only a few guns per month, rather than large organizations or licensed dealers working largely off the books.⁴

More recent data were available on how incarcerated felons in 10 States obtained the guns they used in committing crime. The figures revealed that in 1982 only 16 percent of those who used guns in criminal activities reported buying them from licensed dealers. Twice as many (32 percent) reported stealing the gun, and the rest borrowed or bought it from friends or acquaintances. Thefts and illegal purchases were not surprisingly most common among the incarcerated felons who said they acquired their guns primarily to commit crimes.⁵

More up-to-date information on how juveniles obtain guns will be available in the forthcoming report of a study sponsored by NIJ.⁶ The researchers studied samples of juveniles who were imprisoned for serious violent crime and students who attended inner-city high schools.

How does gun access affect the consequences of violent events?

Researchers have studied how the presence of a gun affects the consequences of two types of violent crime—personal robbery and assault. Both types of crime may begin

with a threat to use violence. Studies have examined how the likelihood of three outcomes of the threat—escalation to an actual attack, to injury, and to death—changes if the robber or assaulter posing the threat is armed with a gun.

A study of personal robberies revealed that escalation from threat to attack is *less likely* if the robber is armed with a gun than if he or she is unarmed.⁷ A similar pattern was found in assaults.⁸ Perhaps the reason is that robbers armed with guns are less nervous, or victims confronted with guns are too frightened to resist, or both. Either effect could reduce the risk of escalation from threat to attack.

One implication of the lower escalation rate when guns are used is that robbery and assault victims are less likely to be injured when the perpetrator has a gun. When data reported through the National Crime Victimization Survey (NCVS) between 1973 and 1982 are combined, they reveal that among victims who survive attacks, the chance of injury was 14 percent when the offender was armed with a gun. It was higher when a gun was not used—25 percent when the offender was armed with a knife, 30 percent when unarmed, and 45 percent when armed with another weapon.⁹

How does gun use affect the chance that a violent crime will end in the victim's death?

The overall fatality rate in gun robberies is an estimated 4 per 1,000—about 3 times the rate for knife robberies, 10 times the rate for robberies with other weapons, and 20 times the rate for robberies by unarmed offenders.¹⁰ For assaults, a crime which includes threats, the most widely cited estimate of the fatality rate is derived from a 1968 analysis of assaults and homicides committed in Chicago. The study, prepared for the National Commission on the Causes and Prevention of Violence, reported that gun attacks kill 12.2 percent of their intended victims. This is about 5 times as often as in attacks with knives, the second most deadly weapon used in violent crimes.¹¹ With one exception, more recent studies have generally concluded

that death was at least twice as likely in gun assaults as in knife assaults.¹²

While researchers who have looked at the question generally concur that victims injured by guns are more likely to die than victims injured by other weapons, an important question remains: how much of this greater lethality reflects properties of the gun, and how much reflects greater determination to kill by those who choose guns over other weapons for their violent acts? The question is significant for public policy because even the removal of all guns from society would not prevent homicides if the greater lethality of gun injuries were due entirely to violent gun users' greater determination. They would simply achieve their goal using other weapons.

The relative importance of weapon type and user determination in affecting the deadliness of gun attacks has not been definitively established because researchers cannot directly measure user determination. Indirect measures indicate that firearms are sometimes fired at people without a premeditated intent to kill. The question is how often? If the motivations of gun murderers and knife murderers systematically differed, then systematic differences in the surrounding circumstances would be expected. In fact, however, the gun and knife murders in the 1968 Chicago sample occurred under similar circumstances—largely arguments in which alcohol and temporary rage, not single-minded intent, were most likely to have influenced the killer's behavior. More than 80 percent of gun victims in the sample received only a single wound, a finding which suggests that killers and assaulters who used guns failed to use the full capabilities of their guns to achieve the goal of killing.¹³ The interpretation of these statistics has been questioned on methodological grounds, however; and, in any event, the interactions among circumstances, motivation, and weapon choice in murder may well have changed since 1968.

The study of personal robberies, discussed above, suggests at least one reason other than lethal intentions why some robbers

use guns: to enable them to attack certain types of victims, such as businesses and groups of teenage males, who would otherwise be relatively invulnerable. Guns are used more often to rob these types of victims than to rob women and the elderly, who are considered more vulnerable. Serial killers are considered the most intent of all killers, but they have rarely used guns. People who killed in violent family fights seem unlikely to have carefully considered their weapon choices; more likely, they resorted to the nearest available weapon, including hands or feet. Even among incarcerated felons, those interviewed in the 10-State survey cited above, 76 percent of those who fired guns in criminal situations claimed to have had no prior intention of doing so.¹⁴

These observations and findings strongly suggest that properties of weapons, rather than intentions of attackers, account for at least some of the difference in lethality between guns and other weapons. However, the apportionment is not precise, and questions have been raised about the methodologies used in the studies.¹⁵ Measuring more precisely how much of the lethality difference arises from different intentions rather than from the choice of a gun remains a problem for future research.

Does use of a gun in self-defense reduce the injury risk of violent events?

Self-defense is commonly cited as a reason to own a gun. This is the explanation given by 20 percent of all gun owners and 40 percent of all handgun owners contacted for a household survey conducted in 1979.¹⁶ Just how often potential victims of violence defend themselves with guns is unclear, in part because "self-defense" is a vague term. Among a sample of prisoners, 48 percent of those who fired their guns while committing crimes claimed they did so in self-defense. At a minimum, victims use guns to attack or threaten the perpetrators in about 1 percent of robberies and assaults—about 70,000 times per year—according to NCVS data for recent years. These victims were less likely to report being injured than those who either defended themselves by other means or took no self-protective measures at all. Thus, while 33 percent of all surviving

Robbery victims were injured, only 25 percent of those who offered no resistance and 17 percent of those who defended themselves with guns were injured. For surviving assault victims, the corresponding injury rates were, respectively, 30 percent, 27 percent, and 12 percent.¹⁷

For two reasons, these statistics are an insufficient basis for the personal decision whether or not to obtain a gun for self-protection. First, the decision involves a trade-off between the risks of gun accidents and violent victimization. Second, it is not entirely clear that the relatively few robberies and assaults in which victims defended themselves with guns are typical of these types of crimes and that the lower injury rates resulted from the self-defense action rather than some other factor. Perhaps offenders lost the advantage of surprise, which allowed victims not only to deploy their guns but also to take other evasive action. More detailed analysis of gun self-defense cases is needed to measure both the frequency and consequences of different self-defense actions using guns.

Policy implications

Currently, firearm sales and uses are subject to Federal, State, and local regulations that are intended to reduce gun-related criminal activity. The Federal Gun Control Act of 1968 is intended to control the allocation of guns by requiring that dealers obtain Federal licenses; by prohibiting them from selling guns through the mail or across State lines to anyone except other licensed dealers; and by barring sales to high-risk-category individuals such as minors, felons, and drug users. According to the U.S. General Accounting Office, resources available to enforce the Act declined during the 1980's, and the news media have reported instances of convicted felons and active drug dealers obtaining Federal dealers' licenses that have permitted them to purchase guns in large quantities.

Changing the allocation of guns from high-risk to low-risk individuals is one of four strategies that have been attempted to reduce gun-related violent crimes. To

Table 1. Evaluation Status of Strategies and Interventions for Reducing Gun Violence

Strategy and Intervention	Evaluated?	Effective?
Strategy 1: Alter gun uses or storage		
Place and manner laws		
Restrict carrying		
Bartley-Fox Amendment	Yes	Yes
Enhance sentences for felony gun use		
Michigan	Yes	Partial*
Pennsylvania	Yes	Partial*
Increase probability of sentences for felony gun use		
Operation Triggerlock	No	?
Civil/administrative laws		
Owner liability for damage by gun	No	?
Technological		
Enhance/maintain firearm detectability	No	?
Metal detectors in dangerous places	No	?
Enhance visibility of dangerous illegal uses	No	?
Shields for vulnerable employees	No	?
Public education		
Safe use and storage	No	?
Role in self-defense	Yes	?
Strategy 2: Change gun allocation		
Civil/administrative laws		
Permissive licensing of owners (e.g., all but felons, drug users, minors, etc.)	No	?
Waiting periods for gun purchases	No	?
Restrict sales to high-risk purchasers		
Gun Control Act of 1968	Yes	No
Law enforcement		
Disrupt illegal gun markets	No	?
Mandatory minimum sentences for gun theft	No	?
Technological		
Combination locks on guns	No	?
Strategy 3: Reduce gun lethality		
Protective clothing in dangerous encounter	No	?
Reduce barrel length and bore	No	?
Reduce magazine size	No	?
Ban dangerous ammunition	No	?
Strategy 4: Reduce gun availability		
Restrictive licensing systems		
D.C. Firearms Control Act of 1977	Yes	Yes
Restrict imports	No	?
Prohibit ownership	No	?

*Reduced gun homicides, no consistent effect on gun robberies, gun assaults, or non-gun homicides.

reduce high-risk *uses* of guns, some States have enacted “place and manner” laws to prevent carrying or concealing guns in public, or to enhance sentences for felonies in which guns are used. Other legal strategies are intended to reduce the *availability* of guns through restrictive licensing that permits only selected categories of people (such as police and private security officers) to possess guns. Legally required waiting periods for gun purchases are intended both to facilitate verification that purchasers belong to the permitted categories and to reduce “impulse buying” by people who may have temporary violent intentions.

Some States have attempted to reduce the *lethality* of available weapons by banning sales of certain categories of weapons used in violent crimes. These categories include concealable “Saturday night specials” or high-capacity “assault weapons,” both of which have proven difficult to define in practice.

The high lethality of gun injuries and the heavy involvement of guns in murder have prompted an intense public debate and a search for strategies to reduce gun homicides. Legal, technological, and public education approaches may all have roles to play. (Table 1 lists these within the categories of the four strategies.) However, the effectiveness of any of these strategies in reducing gun murders depends on the strength of two influences that counteract each other:

○ The behavioral response—the extent to which people behave in ways that reduce the level or severity of gun violence because of newly available protective technology, public education campaigns, or the threat of legal punishment.

○ Substitution effects—the extent to which the desired behavioral responses are offset by high-risk behaviors such as use of more lethal guns, disarming of gun combination locks by gun thieves, or the assignment by drug organizations of juveniles to gun-using roles because they are subject to lighter penalties than adults.

Because the strength of these two effects cannot be predicted in advance, evaluation is needed to identify the effects of any of

the four types of strategies/interventions. Most of them have not been evaluated, and some of the evaluations have produced unclear results. (See Table 1.) However, studies of the four strategies have yielded some valuable information:

○ **Strategy 1: Alter gun uses.** Both “place and manner” laws and sentence enhancements for felony gun use have been shown to be effective in States (Michigan and Pennsylvania) where they have been evaluated. But neither legal approaches (such as making owners or manufacturers liable for damages caused by the gun) nor technological approaches that make guns and their illegal uses more visible have been evaluated. Some public education initiatives have been evaluated, but the findings have been called into question because of measurement problems.

○ **Strategy 2: Change gun allocation.** An evaluation of the effect of the Federal Gun Control Act of 1968 was conducted in two States where restrictions against interstate purchases should make interstate trafficking the major source of guns used in crime. The evaluation did not find that the Act reduced gun use in assaults or homicides. However, a later evaluation of a crackdown to enforce the Federal law in the District of Columbia did show a 6-month reduction in gun homicides. Neither technological innovations, such as built-in combination locks that permit only the legal owner to fire the gun, nor law enforcement approaches, such as disruption of illegal gun markets or mandatory minimum sentences for gun theft, have been evaluated.

○ **Strategy 3: Reduce gun lethality.** Neither legal nor technical restrictions that would reduce gun lethality have been evaluated.

○ **Strategy 4: Reduce gun availability.** The results of several evaluations indicated that the 1977 District of Columbia Firearms Control Act, which prohibited handgun ownership by virtually all private citizens, reduced gun robberies, assaults, and homicides for several years. More intrusive legal restrictions on imports, manufacture, or ownership have not been evaluated.

The following evaluation findings are especially significant:

○ The Massachusetts 1974 Bartley-Fox Amendment, which prescribed a 1-year sentence for unlicensed public carrying of firearms, decreased gun assaults, gun robberies, and gun homicides during the 2-year period in which it was evaluated.

○ Several State mandatory add-ons to felony sentences for use of a gun have reduced gun homicides, but whether they have discouraged gun use in robberies and assaults is not clear.

○ The decrease in Washington, D.C., gun homicides following passage of the 1977 D.C. Firearms Control Act appears to have been maintained until the mid-1980’s when, according to a recent study, the rise of crack markets was accompanied by a substantial increase in gun homicides.¹⁸

○ The 1968 Federal Gun Control Act, which prohibited Federally licensed gun dealers from selling guns to certain designated “dangerous” categories of people, failed to reduce firearm injuries or deaths, apparently because of lax enforcement.

Evaluations of firearm laws suggest that enforcement is critical to their effectiveness. Therefore, while public debate continues over the wisdom of enacting new gun laws, the Panel concluded that priority should be given to three aspects of enforcing existing laws:

○ Disrupting illegal gun markets by means of undercover buys, sting operations, and other tactics at the wholesale and retail levels.

○ Reducing juveniles’ access to guns through better enforcement of the Federal ban on gun dealers’ sales to minors and through disruption of the illegal or unregulated channels through which juveniles obtain guns.

○ Close police-community cooperation in setting priorities and enforcing gun laws, as a means of reducing the fears that lead to gun ownership for self-defense.

Long-term efforts are needed to design and implement these and other enforcement tactics so they are both effective and acceptable to the local community; to test them in carefully controlled evaluations; to

fine them as indicated by the evaluation findings; and to replicate the evaluations in different community settings.

Notes

1. Confusion frequently arises in discussions of firearms (a generic term equivalent to "guns") used in violence because of inconsistencies between legal and popular classifications of firearms. The Code of Federal Regulations governing firearms distinguishes between rifles, shotguns, and handguns. Rifles are designed to fire solid bullets, and shotguns are commonly used to fire shells that contain small pellets, called "shot." Rifles and shotguns are frequently grouped together as "long guns," a term referring to their design, which generally requires that the user fire from the shoulder. Long guns may be shortened by sawing off the barrel, which makes them easier to conceal for use in crime. Handguns include pistols and revolvers designed to be fired with one hand. No Federal regulations require registration of handguns or long guns that shoot only one bullet or shell with each squeeze of the trigger; most such guns require reloading after six shots at most. Federal registration and taxes are required to own a machinegun, a weapon that can be made to shoot "automatically" (more than once) by holding the trigger in a squeezed position. Ammunition clips holding many bullets can be attached to machineguns or "semi-automatic" pistols and rifles (that is, weapons designed to accept ammunition clips, many of which can be converted to fire automatically), allowing them to fire 15 or 32 shots without reloading. Such weapons are sometimes popularly called "assault weapons," a term that has no precise definition.

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Opinions or points of view expressed in this document are those of the author and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

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R e s e a r c h i n B r i e f

Jeremy Travis, Director

February 1995

Issues and Findings

Discussed in this Brief: An NIJ-sponsored nationwide survey of local prosecutors' approaches to gang prosecution, a review of the State legislation targeted at street gang activity, and case studies of prosecution efforts at four sites.

Key issues: The presence of gangs is becoming more widespread, and gang-related violence and gang drug trafficking are increasing. Most research on gangs has been about their formation and reasons for individual participation, while little research has looked at community and criminal justice responses. This study examined prosecutors' perceptions of gang-related crime, local definitions of gangs, criminal statutes used against street gangs, Street Terrorism Enforcement and Prevention Acts, and problems dealing with gang cases.

Key findings: The study found that more than 80 percent of prosecutors acknowledged gangs were a problem in their jurisdiction and said they were vigorously pursuing prosecution of gang crimes. Ultimately, however, prosecutors believed that early intervention with children and youths and more effective services designed to strengthen families were necessary to prevent gang violence and crime. Additional findings include:

Definitions of "gang" and gang-related crime varied widely from State to State and were established either by State statutes or operationally by police departments, prosecutors, and administrators of

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Prosecuting Gangs: A National Assessment

by Claire Johnson, Barbara Webster, and Edward Connors

Street gangs have been part of America's urban landscape for most of the country's history and a subject of research since at least the 1920's. But most street gangs in the first third of the century were small groups involved in delinquent acts or relatively minor crimes, primarily fights with other gangs. As the year 2000 approaches, there are many more different types of street gangs. Individual members, gang cliques, or entire gang organizations traffic in drugs; commit shootings, assaults, robbery, extortion, and other felonies; and terrorize neighborhoods. The most ambitious gang members have spread out from their home jurisdictions to other cities and States. An increasing number are supported by the sale of crack cocaine, heroin, and other illegal drugs, and they have easy access to more firepower than the average patrol officer. Further, in many impoverished and transitional neighborhoods, children are born into or must contend with second- and third-generation street gangs.

Until recently, research on gangs centered on exploring reasons for gang formation and participation, with a related emphasis on public policy that deters vulnerable youths from joining gangs. But the destruction and fear generated by today's street gangs have elevated the importance of research on effective com-

munity and criminal justice responses to them. Communities overwhelmed by violent gangs must have relief from the terror before revitalization, initiatives to strengthen families, school improvements, and other desired interventions can succeed. Prosecutors throughout the country are striving to help give communities breathing room by building strong cases that remove violent gang members from the streets. It is only in the last few years, however, that federally sponsored research has begun to look at the gang problem from the prosecutors' perspective and to explore the strategies they use.

NIJ research on gangs and gang prosecution

The legal options available to prosecutors to combat gangs vary considerably, as do the strategies they employ and the policy choices they make. To learn more about gang prosecution at the local level, the National Institute of Justice (NIJ) sponsored a National Assessment on Gang Prosecution, which was conducted by the Institute for Law and Justice.¹ This project, like other NIJ-supported national assessments in the past few years, was designed to obtain baseline information in a subject area in which comparatively little research had been done. It was one of six NIJ projects on gangs initiated in FY 1992; they included studies on gangs and migration

Issues and Findings

continued . . .

gang prevention and intervention programs.

○ Gangs formed on the basis of race or ethnic origin were the most prevalent gang types in both large and small jurisdictions. Drug trafficking was the most frequently reported crime among all gang types except Asian and hate (e.g., "skinheads") gangs.

○ Prosecutors favored vertical prosecution of gang members and believed that a small group of gang prosecutors using this approach may be the more effective strategy.

○ Prosecutors in 36 States used existing criminal codes to proceed against street gangs, while in 14 States they worked under recently enacted new code provisions on street gangs.

○ Prosecutors cited problems in prosecuting juveniles (a large percentage of gang members) because State juvenile codes were not designed for the serious violence that characterizes street gang crime, and gang statutes generally do not cover juveniles.

○ Prosecutors identified many areas for new legislation; they included driveby shootings, greater accessibility of juvenile records, and brandishing a weapon.

○ Victim and witness cooperation and protection was reported to be a particular major issue because in gang crime, today's victim may become tomorrow's perpetrator seeking revenge. Effective State and local programs require special efforts to build trust and address victims' needs for protection.

Target audience: Prosecutors, researchers, judges, State and local legislators, corrections officers, victim advocates, and policymakers.

patterns, drug sales, criminal behavior, law enforcement anti-gang measures, and gangs in correctional facilities.

The study on gang prosecution had three main components: a national survey of a representative sample of local prosecutors; an examination of State laws and proposed legislation specifically targeted at street gang activity; and detailed case studies of gang prosecution efforts at four sites. The study addressed the following key issues:

- Prosecutors' perceptions of gang-related crime.
- Local definitions of gang-related crime.
- Extent of gang-related crime.
- Organizational arrangements to deal with gang-related crime.
- Criminal statutes used against street gangs.
- Street Terrorism Enforcement and Prevention Acts.
- Prosecution strategies and tactics.
- Problems in dealing with gang cases.
- Recommendations for dealing with street gangs.

Study methodology. A survey instrument covering the topics above was mailed to 368 State prosecutors' offices. All 175 counties with populations greater than 250,000 were included in the sample group. The other 193 prosecutors' offices were randomly selected from counties with from 50,000 to 250,000 residents. Eighty percent (140) of the prosecutors in large jurisdictions responded, with 84 percent (118 respondents) reporting gang problems in their jurisdictions; and 83 percent (160) of the small jurisdictions responded, with 46

percent (74 respondents) reporting gang problems. The analysis is based on the 192 completed surveys in which prosecutors reported having gang problems.

In addition to the survey, four site visits were made to examine how local prosecutors confront street gangs in different cities and States. The purpose was to compare the details of these prosecutors' operations with the more general findings of the national survey and the legislative review. The sites included two jurisdictions in States with gang legislation and two in States without gang legislation, which are identified below:

- Multnomah County (Portland), Oregon (no specific gang legislation).
- Suffolk County (Boston), Massachusetts (no specific gang legislation).
- Oklahoma County (Oklahoma City), Oklahoma (State gang legislation).
- Riverside County, California (Street Terrorism Enforcement and Prevention Act).

Defining gang and gang-related crime. "Gang" is not a historic legal term; that is, in the absence of statutory definition, gang is not a term of fixed legal meaning. For that reason, every State that has enacted a gang statute has undertaken to define gang, and these statutory definitions are similar. They state how many persons (usually a minimum of three) must be involved, what type of general activity they engage in, and the kinds of crimes involved. The type of activity is sometimes described in a separate definition of "pattern of criminal gang activity." In addition, many police departments have operational definitions of gang and gang-related crime to guide investigators, intelligence and crime analysts, and law enforcement officers. Gang prevention and intervention programs have also developed working definitions of gang.

inally, distinctions are often made according to the level of commitment to a gang, for example, “hardcore member,” “affiliate,” and “wannabe.”

One survey question asked prosecutors how their offices defined gang-related crime and offered two response alternatives: (1) any crime committed by a gang member, or (2) only a crime committed by a gang member that is related to a gang activity. The first option addressed gang members as individuals, the second, gangs as organizations. The distinction could produce substantial differences in data reported.²

Survey findings

The survey results show that 44 percent of prosecutors in large jurisdictions classified any crime committed by a gang member as a gang-related crime, whether or not the outcome of the crime benefited the gang. However, another 44 percent of large jurisdiction prosecutors defined a gang crime as only a crime committed by a gang member for the benefit of the gang. In some large jurisdictions, only crimes committed by a targeted gang leader or crimes of violence were treated as gang-related, an even more narrowly focused approach.

Although prosecutors in large jurisdictions were almost evenly divided in their definitions of gang-related crime between these two alternatives, only 27 percent of small jurisdiction prosecutors classified as gang related any crime committed by a gang member. Most small jurisdictions (59 percent) used the narrower definition. Prosecutors regarded street gangs as distinct from more sophisticated organized crime groups, but they seemed less interested than police in definitional issues. With some important exceptions,

prosecutors charged gang members and affiliates under State drug, homicide, assault, and other criminal laws far more often than they did under conspiracy, Racketeering Influenced Criminal Organizations (RICO), or specialized street gang laws. Unless they operated their own computerized gang data bases or employed their own gang investigators, prosecutors relied on police to track the number of gangs, gang sets, and gang members in their communities.

Gang-related violence. Extreme violence has become an integral element of the gang subculture. Seventy-eight percent of prosecutors in both large and small jurisdictions reported increases in gang-related violence from 1990 to 1993. According to prosecutors in large jurisdictions, more than 70 percent of all types of gangs found in their communities were involved in violent crimes. In 1991 the average number of gang-related homicides prosecuted was 8.9 in large jurisdictions and 1.75 in small jurisdictions; and the largest number of gang homicides prosecuted by a single office was 99 in Los Angeles County, California.

To gauge the effect of violent gang crime on caseloads, the survey asked for the number of gang-related homicides, driveby shootings, and violent crimes prosecuted per month in 1991.

Prosecutors in large jurisdictions handled an average of 15.1 gang-related violent crimes per month, compared to 3.3 in small jurisdictions. Further, in large jurisdictions, more than one-fifth of prosecutors handled an average of over 30 gang-related violent crimes per month (see exhibit 1).

Types of gangs and gang activity. The survey asked prosecutors to indicate the types of gangs operating within their jurisdictions; whether or not members of those gangs were involved in drugs and/or in committing violent crimes; and the types of drugs involved for gangs identified as drug traffickers.

With regard to types of gangs, the researchers sought to provide respondents with understandable choices on the survey questionnaire. Since historically most street gangs were formed—and continue to attract members—along racial or ethnic lines, the questionnaire gave respondents the following choices (Note: the questionnaire did not ask for distinctions in the cultural heritage of Hispanic or Asian gang members):

- o Locally based, African-American gangs.
- o Gangs based in the Los Angeles area (e.g., Crips, Bloods).

Exhibit 1: Gang-Related Violent Crimes Prosecuted in 1991 (n=146)

Number of Gang-Related Violent Crime Cases Prosecuted Per Month	Large Jurisdictions n=87	Small Jurisdictions n=59
0	6.9%	23.7%
1	17.2%	32.2%
2-5	26.3%	35.7%
6-10	13.7%	8.5%
11-20	9.2%	0.0%
21-30	4.5%	0.0%
More than 30	21.3%	0.0%

- o Gangs with origins in the Caribbean (e.g., Jamaican, Dominican Republic).
- o Hispanic gangs.
- o Asian gangs.
- o Motorcycle gangs.

- o Hate gangs (e.g., KKK, Aryan Nation).
- o Other.

Among respondents who indicated they had gang problems, 83 percent in large jurisdictions and 60 percent in small jurisdictions reported the pres-

ence of local African-American gangs (i.e., gangs that originated in that jurisdiction as distinguished from Crips or Bloods from California) (see exhibit 2). The second most prevalent gang types in large jurisdictions were Hispanic gangs (reported by 64 percent of prosecutors), followed closely by motorcycle gangs

Exhibit 2: Types of Gangs and Their Crimes

Types of Gangs	Gangs in Large Jurisdictions (n=118)				Gangs in Small Jurisdictions (n=74)			
	Operate Here	Commit Violent Crimes	Engage in Drug Trafficking	Use These Types of Drugs	Operate Here	Commit Violent Crimes	Engage in Drug Trafficking	Use These Types of Drugs
Locally based, African-American gangs	83.1%	93.9%	93.9%	98.9% Cocaine 27.2% Heroin 54.3% Marijuana 9.8% Other	60.3%	84.1%	84.1%	97.3% Cocaine 21.6% Heroin 64.9% Marijuana 16.2% Other
Motorcycle gangs	61.9%	71.2%	90.4%	59.1% Cocaine 25.8% Heroin 57.6% Marijuana 72.7% Other	49.3%	61.6%	86.1%	74.2% Cocaine 19.4% Heroin 74.2% Marijuana 51.6% Other
Hispanic gangs	63.6%	97.3%	88.0%	89.4% Cocaine 48.5% Heroin 66.7% Marijuana 24.2% Other	42.5%	83.9%	80.6%	84.0% Cocaine 28.0% Heroin 92.0% Marijuana 20.0% Other
Hate gangs (e.g., KKK, Aryan Nation)	52.5%	74.2%	9.7%	33.3% Cocaine 16.7% Heroin 66.7% Marijuana 33.3% Other	23.3%	58.8%	29.4%	80.0% Cocaine 0.0% Heroin 60.0% Marijuana 20.0% Other
Asian gangs	51.7%	91.8%	45.9%	82.1% Cocaine 64.3% Heroin 32.1% Marijuana 14.3% Other	13.7%	90.0%	40.0%	75.0% Cocaine 50.0% Heroin 0.0% Marijuana 25.0% Other
Gangs based in the Los Angeles area (e.g., Crips, Bloods)	50.0%	89.8%	91.5%	98.1% Cocaine 22.2% Heroin 51.8% Marijuana 13.0% Other	41.1%	76.7%	96.7%	100.0% Cocaine 13.8% Heroin 55.2% Marijuana 20.7% Other
Gangs with origins in the Caribbean (e.g., Jamaican, Dominican Republic)	43.2%	78.4%	100.0%	96.1% Cocaine 3.9% Heroin 7.8% Marijuana 5.9% Other	16.4%	66.7%	100.0%	100.0% Cocaine 25.0% Heroin 66.7% Marijuana 33.3% Other
Other (specify)	28.8%	76.5%	41.0%	78.6% Cocaine 7.1% Heroin 50.0% Marijuana 14.3% Other	34.2%	72.0%	36.0%	88.9% Cocaine 22.2% Heroin 66.7% Marijuana 22.2% Other

52 percent). Similarly, 49 percent of small jurisdiction prosecutors indicated that motorcycle gangs were present, followed by approximately 43 percent reporting Hispanic gangs. Approximately 88 percent of large and 81 percent of small jurisdiction prosecutors reported that the Hispanic gangs in their communities trafficked in drugs. Similarly, 90 percent of motorcycle gangs in large and 86 percent in small jurisdictions were reported to be involved in sales of drugs, including methamphetamines, cocaine, marijuana, and heroin.

The notoriety of the Crips and Bloods, two dominant gangs of the Los Angeles area, has led to a spread of their “colors” (manner of dress) and violent lifestyles to other cities. In large jurisdictions, 50 percent of prosecutors reported the presence of Crips and Bloods, with 90 percent involved in violent crime and 92 percent involved in drug trafficking. Somewhat fewer small jurisdictions reported Crips and Bloods (41 percent), but when present, they were reported to have similarly high rates of involvement in violent crime (77 percent) and drug trafficking (97 percent). However, the survey data did not reveal whether local Crips and Bloods had any continuing connection with Los Angeles Crips and Bloods. The site studies indicated that the names and colors often persisted long after the cessation of any real Los Angeles connection.

Asian and hate gangs were more frequently reported to be involved in violent crime than in drug trafficking. The presence of Asian gangs was reported by prosecutors in 52 percent of large but only in 14 percent of small jurisdictions. More than 90 percent of Asian gangs were associated with violent crimes, but only 46 percent (40

percent in small jurisdictions) were said to be involved in drug trafficking. Hate gangs, including skinheads and other groups, had the lowest reported involvement in drug trafficking in all jurisdictions, but they were characterized as violent by 74 percent of large jurisdiction prosecutors and 59 percent of respondents in small jurisdictions.

Caribbean-based gangs were reported in 43 percent of large and 16 percent of small jurisdictions, and they were virtually always reported to be involved in drug trafficking. This pattern was similar in small jurisdictions. These gangs dealt mainly in cocaine (more than 95 percent).

Prosecution strategies and tactics

Specialized gang units. Specialized gang units are common in police departments of cities with established, as well as emerging, gang problems,³ but are less common in prosecutors’ offices. Where they are established, prosecutors’ gang units generally use a vertical prosecution process, whereby one attorney (or a small group of attorneys knowledgeable about gangs) is designated to handle a case from its inception. This method is distinguished from other arrangements in which several different attorneys handle each case, depending on the stage of processing. Many of the prosecutors responding to the survey favored vertical prosecution by a specialized gang unit, particularly when coordinated with gang units of local law enforcement agencies.

The survey results indicate that 30 percent of prosecutors in large jurisdictions (5 percent in small) have formed gang units using vertical pros-

ecution to focus on gang members. In large counties, these units were usually staffed by two to four full-time attorneys. Los Angeles County had the largest gang unit with 48 full-time attorneys. Almost 40 percent of large and 62 percent of small counties assigned gang cases to attorneys on the basis of caseload.

In California, several jurisdictions surveyed combined vertical with proactive prosecution. The San Diego County, California, district attorney’s office reported operations of a gang prosecution unit that has served as a national model for this approach.⁴ One San Diego assistant district attorney explained that “[w]hereas reactive prosecution tends to be more a response to a past chain of events (i.e., a crime occurring and police investigation being completed), ‘proactive’ implies an attempt to stop the crime from occurring or at least to participate in the initial investigation.”⁵

In Riverside County, California, one of the case study sites, the district attorney’s office has also taken a proactive approach. It operates an on-call program with 10 prosecutors, including gang prosecutors who handle murder cases. On these most serious crimes, the district attorney’s office does not wait for cases to make their way through the system. Instead, gang prosecutors go out on the street with police to interview victims and witnesses and talk to gang members.

Victim/witness cooperation and protection. Prosecutors must often take extraordinary measures to protect witnesses in gang cases before, during, and after trial. They consistently stressed the importance of being able to offer protection immediately to ensure cooperation. In the survey,

prosecutors in large and small jurisdictions (89 and 74 percent respectively) agreed that one of their most significant problems was obtaining the cooperation of victims and witnesses. Reluctance of victims and witnesses to cooperate was seen to be based on at least three factors:

- o Fear, both because of direct threats of retaliation and because of gang dominance of a neighborhood.
- o A neighborhood culture that discouraged being a “snitch.”
- o Involvement of the victim or witness in gang activity. (Gang cases are often characterized by the rotating status of victim, witness, and defendant.)

Other problems cited include intimidation of victims and witnesses (a moderate or major problem for 81 percent of large and 68 percent of small jurisdictions), and victim and witness credibility (a moderate or major problem for 77 percent of large and 69 percent of small jurisdictions). A lack of resources for victim/witness protection was also considered a moderate or major problem by 74 percent of large and 66 percent of small jurisdiction prosecutors (see exhibits 3 and 4).

Because of these concerns, the need for special victim and witness protection efforts and programs is particularly important. Many prosecutors’ offices reported encouraging the police to videotape all statements by witnesses to gang-related crimes in the event that these witnesses recant at trial, suffer a “loss of memory,” or are killed. Others were paying increased attention to cases involving nonpolice witnesses to reverse a traditional neglect of these cases. Part of the battle here involves overcoming witnesses’ distrust of the criminal justice system and their perceptions of the system as indifferent, inefficient, or a “revolving door.”

Prosecutors’ offices in which victim advocates work in tandem with investigators also reported considerable success with gang-related cases. The Suffolk County, Massachusetts, prosecutor’s gang task force has a victim advocate and an investigator who both spend their time dealing directly with victims and witnesses in gang cases. The victim advocate regards this job as a significantly different kind of advocacy. The clients are primarily young adults ages 17 through 23. Handling these cases requires extensive personal contact; notices and

telephone calls are not enough. The victim advocate prepares witnesses for trial, reviews grand jury testimony with them, and reviews the district attorney’s questions. Since many witnesses in gang cases do not have telephones, the advocate often goes to their homes to remind them of court dates and, if necessary, wakes them up and transports them to court. Because of close and consistent contact with victims and witnesses, the victim advocate also effectively serves as a fact finder for the gang prosecutors.

The Multnomah County victim-witness advocate also emphasizes that personal contact is very important to success in this work. An aggressive victim-advocate program, one that contacts the victim and witnesses immediately and develops and maintains their cooperation, can be one of the most significant factors in successful prosecutions. The Multnomah County advocate tries to build trust with the clients and keep them informed of the progress of the case. The advocate makes a point to be available by voice mail 24 hours a day. The gang unit lawyers also willingly go out on the street and visit witnesses with the advocate.

Exhibit 3: Prosecution Problems in Large Jurisdictions (n=118)

Problem	Not a Problem	Minor Problem	Moderate Problem	Major Problem
Obtaining cooperation of victims and witnesses	2.6 %	8.8 %	27.2 %	61.4 %
Intimidation of victims and witnesses	1.8 %	17.0 %	30.4 %	50.8 %
Lack of appropriate sanctions for juvenile gang members who commit crimes	9.7 %	22.2 %	21.2 %	46.9 %
Lack of early intervention for youth at risk of gang involvement	9.7 %	11.5 %	32.8 %	46.0 %
Lack of resources for witness protection	6.1 %	20.2 %	31.6 %	42.1 %
Victim and witness credibility	6.2 %	16.8 %	46.9 %	30.1 %
Inadequate police preparation of crime reports	33.3 %	41.2 %	20.2 %	5.3 %

Adequacy of criminal law

Street gangs are a social and political concern because of the crimes that their members commit. Gang members may have different motivations for their crimes than other criminals, but the crimes are proscribed by existing criminal law. Largely because of this, only a few legislatures have defined new substantive criminal offenses in response to rising gang activity.

In addition to defining basic criminal offenses—crimes against persons, property, and public order—State criminal codes set forth standards for criminal responsibility and define inchoate crimes. Those who aid and abet the commission of crimes, even though they do not directly participate in the criminal acts themselves, can also be held criminally responsible. Inchoate crimes such as attempt and conspiracy are punishable even though the crime itself is not completed. Conspiracy law also enables prosecutors to reach criminal conspirators who are not at the scene of the crime itself. All these factors mean that traditional criminal law can reach most gang crime.

Existing laws in most jurisdictions also may allow more options for prosecut-

ing than statutes specifically aimed at gang members and crimes. In Los Angeles, for instance: “. . . if it is established that a person is a gang member (e.g., through affiliation, clothing, witness testimony), the policy is to seek the maximum penalty. Pursuit of the maximum penalty is guided by the beliefs that gang members commit a greater variety of crimes than non-gang members; gang members commit crimes over a longer period of time than non-gang members; gang members are more violent than non-gang members. . . . In some States, conviction for a gang-related crime limits the range of possible sentences”⁶

One example of this type of option is an Oklahoma State gang statute. Oklahoma County prosecutors reported that, in practice, the statute has not been very useful. By its terms, the statute is limited to contributing to the delinquency of a minor. Its sanctions are relatively light, and it requires proving a series of elements in addition to proving an underlying predicate crime. Oklahoma County has thus proceeded against gang members under the ordinary provisions of the Oklahoma criminal code and has had great success.

RICO. In its more than 20 years of existence, the Federal RICO statute has emerged as one of law enforcement’s most effective tools for combating organized criminal activity. As one researcher has observed, “Because of the unique properties of its net-using predicate crimes, including many State crimes, when proved as part of an ongoing enterprise—RICO has been often used as the prosecutorial weapon which can snag heretofore insulated high-ranking criminal group members, and deliver heavy sentences beyond the scope of the penalties of the individual crimes themselves.”⁷

However, with some exceptions, criminal street gangs are much less sophisticated and hierarchical than traditional organized crime groups. Although 31 States have a RICO statute,⁸ only 17 percent of large county prosecutors and less than 10 percent in small counties have ever used it against gang members. Thirty-six percent of prosecutors in both large and small counties reported that they did use State drug kingpin statutes against gang members. State conspiracy laws were used by 37 percent of large jurisdictions and 26 percent of small jurisdictions. Prosecutors also

Exhibit 4: Prosecution Problems in Small Jurisdictions (n=74)

Problem	Not a Problem	Minor Problem	Moderate Problem	Major Problem
Obtaining cooperation of victims and witnesses	10.1 %	15.9 %	30.4 %	43.5 %
Intimidation of victims and witnesses	13.2 %	19.2 %	25.0 %	42.6 %
Lack of appropriate sanctions for juvenile gang members who commit crimes	2.9 %	27.5 %	37.7 %	31.9 %
Lack of early intervention for youth at risk of gang involvement	15.7 %	18.6 %	34.3 %	31.4 %
Lack of resources for witness protection	7.1 %	27.1 %	37.2 %	28.6 %
Victim and witness credibility	1.4 %	30.0 %	41.4 %	27.2 %
Inadequate police preparation of crime reports	34.8 %	39.2 %	13.0 %	13.0 %

used habitual criminal acts, and criminal responsibility, narcotics, malicious harassment, and driveby shooting statutes.

STEP Acts. Street Terrorism Enforcement and Prevention (STEP) Acts, based on the RICO model, use a series of predicate crimes as the basis for sentence enhancements and provide for civil forfeiture of a street gang's assets and the proceeds of its criminal activities. Some States have added driveby shooting statutes. STEP Acts can be valuable because they turn specific intent crimes like attempted murder or aggravated assault into general intent crimes. These statutes are of particular interest for two reasons. First, they undertake to deal with street gangs in a comprehensive fashion at one place in the State code. Second, they attempt to address the constitutional issues likely to be raised in the prosecution of street gang cases.

Five States (California, Florida, Georgia, Louisiana, and Illinois) have enacted STEP Acts. California's STEP Act is the prototype because it links three definitions: "criminal street gang," "pattern of criminal gang activity," and "participation in a criminal street gang." A pattern of criminal gang activity in California means commission of one or more of seven predicate offenses on two or more separate occasions. A "criminal street gang" is an ongoing group that has as one of its primary activities the commission of one or more of these predicate crimes, plus "a common name or common identifying sign or symbol whose members individually or collectively engage in a pattern of criminal gang activity." "Participation in a criminal street gang" is a separate offense, carefully defined to guard against un-

constitutional infringement of the rights of free association and free speech.⁹

Riverside County, California, "steps" both street gangs and gang members by bringing them within the parameters of the STEP Act. It guides the compilation of intelligence pertaining to a particular gang, laying the foundation for identification of the gang and its members. The street gang unit of the City of Riverside police department compiles three related notebooks on a targeted gang. The first notebook contains copies of all incident, arrest, investigative, supplemental, and field interrogation reports pertaining to the gang. The second notebook contains the personal records of gang members and affiliates, including pictures, prints, rap sheets, and copies of any reports in which their names appear. The third consists of pictures of gang members, individually and together, showing their colors, tattoos, signs, and other indicia of street gang affiliation. The notebook also includes pictures of gang graffiti, with places and dates carefully recorded.

Riverside police officers also serve certain gang members with written notices, developed by the prosecutor, which state that a specific gang is considered a criminal street gang under the STEP Act and that participation in the gang can subject an individual to a sentence of 1 to 3 years. The carefully preserved record of notification destroys any claim that a defendant did not know of the street gang's criminal activity, knowledge being one of the bases for STEP Act prosecution. In addition, prosecutors reported that the notice itself has had an inhibiting effect on many gang members.

Gang legislation. There are two different approaches to gang legislation. One is to adopt a gang statute like California's STEP Act. The other is to amend existing criminal codes to add gang offenses. These approaches are not radically different. Instead of defining several new criminal offenses involving gangs, street terrorism acts specifically incorporate several parts of existing criminal codes by reference. Then they enhance penalties or create civil remedies, or both, for gang-related criminal activity.

Only 14 States have enacted new code provisions on street gangs. For the most part, these statutes have enhanced sanctions for crimes committed while participating in street gang activity, but they have not created many new substantive criminal offenses. Prosecutors in the other 36 States said they proceed against street gangs under existing provisions of their criminal codes. However, some States have legislated specifically on two typical gang offenses, random shootings and defacing property with graffiti, which have not always been adequately addressed by State criminal codes.

Special statutes. The survey of prosecutors asked what other criminal statutes prosecutors were using to combat gangs and received a variety of answers. They included habitual criminal acts, criminal responsibility provisions (i.e., aiding and abetting, or accomplice provisions), narcotics laws, malicious harassment, driveby shooting statutes, and others. When asked what they would like to see addressed by any new legislation, prosecutors mentioned a wide range of possibilities, including the following:

Driveby shootings.

- Witness protection programs.
- Recruitment of gang members.
- Rural gang prevention laws.
- Lowering age on juvenile offenses.
- Vehicle forfeiture.
- Brandishing a weapon.
- Continuing criminal enterprise.
- Loitering.
- Greater accessibility of juvenile records.
- Automatic adult/juvenile certification for gang-related crimes.
- Pointing weapon from vehicle.

Adjudication. Once cases reach the courts, prosecutors are often frustrated with several factors that hamper the prosecution of gang members. Though it appears that sentencing enhancements might lessen the recycling of gang members through the criminal justice system, the State's resources must be considered in pursuing such enhancements. Gang members, especially juveniles, sometimes pass through the system without serving any sentence. Problems that have always existed within the juvenile justice system make gang prosecution especially difficult because so many gang members today are juveniles. Prosecutors expressed frustration with the effectiveness of the juvenile justice system in handling juveniles involved in gang crimes. Where criminal justice officials contend with a shortage of detention facilities, juveniles—even those with prior convictions—may receive only intensive probation for a felony charge. In such a situation, sentencing

enhancements and stricter penalties will have little effect on the gang problem.

State juvenile codes were not designed for the serious violence that characterizes contemporary street gang crime, and the gang statutes almost completely overlook juveniles. Often, the prosecutorial response to this difficulty is to seek transfer of serious juvenile offenders into adult court and correctional systems. But such transfers may be very difficult to obtain because of strong traditions favoring adjudication and treatment of juveniles within the juvenile court and corrections systems.

In Suffolk County, Massachusetts, the courts are very resistant to the transfer of juveniles. In one 5-month period in 1993, the juvenile prosecutor asked for nine transfers but obtained only one. The Commonwealth can and sometimes has appealed the juvenile court's retention of jurisdiction. Oklahoma County, however, reacts differently to juveniles who commit serious and violent crimes. Oklahoma juvenile law does not give juveniles the same wall of protection found in many other States. Juveniles aged 16 and 17 accused of violent crimes enumerated in the statute are tried as adults rather than juveniles. The burden is on the juveniles to demonstrate why they should not be certified for trial as an adult. This procedure is referred to as "reverse cert."¹⁰

In Multnomah County, Oregon, a change of policy with regard to juvenile prosecution has significantly altered the ratio of violent juvenile cases certified from the juvenile to the adult court system. By pursuing certification on all gun cases and all violent gang-related crimes, the office has persuaded the juvenile court of the seriousness of these offenses and the necessity of transfer.

Conclusions

The results of the national assessment on gang prosecution belie the common belief that cities have refused to recognize the presence of gangs. More than 80 percent of prosecutors responding from large cities acknowledged gangs in their jurisdictions. Prosecutors agreed that the presence of gangs has become more widespread, that the amount of gang-related violence has been increasing, and that violence and drugs have become paramount problems with regard to gang crime. Many observed that drug traffickers who were not affiliated with gangs were more like independent entrepreneurs, loosely aligned with one another through interdependent distribution of drugs. In contrast, street gangs were more organized as units to conduct business in drugs. Further, urban gangs were often seen as more dangerous, having access to more powerful weapons, and more prone to violence.

Prosecutors favored vertical prosecution of gang members. However, in many cases, this may mean vertical prosecution by a small group of gang specialists, rather than by a single prosecutor. The true advantage of a specialized gang unit is not necessarily in vertical prosecution of every case, but in having a small number of lawyers filter related cases. As prosecutors come to know gangs and gang members in their jurisdictions, they can see connections (such as retribution, territorial feuds) between what at first glance seem to be random or unrelated criminal incidents.

In the adjudication of cases, prosecutors reported they consider victim and witness cooperation and protection a major issue. In intergang violence, perpetrator, victim, and witness play

interchangeable and revolving roles. The likelihood of intimidation for pressing charges or agreeing to testify is always a factor in gang cases and should be among the first problems addressed by law enforcement and prosecutors. Today's victims or witnesses become tomorrow's perpetrators as they seek revenge against either an individual or a gang, or seek to regain lost face or lost territory. Furthermore, the high visibility of gang violence creates an intimidating atmosphere that keeps non-gang witnesses from coming forward.

Moreover, few State and local witness and victim protection programs are geared specifically toward victims and witnesses of gang crime. Strong victim and witness advocacy programs have been extremely valuable in attacking these problems. Ordinary victim-witness programs have not sufficed for gang cases. Gang members do not want or seek the help of police and prosecutors. They try to take care of their problems themselves, and people who live in gang-dominated neighborhoods fear the gangs. Personal contacts, special efforts to build trust, and attention to witnesses' need for protection are essential. Advocates must also help find witnesses, persuade them to testify, and support them in other ways. If special programs are not in place, jurisdictions must exercise other possible options, such as requests to the U.S. Attorney's Office to put witnesses in the Federal protection program, requests to obtain court protective orders prohibiting release of witnesses' names until just prior to testimony, and requests to deny bail to gang defendants.

In each of four sites visited in this study, gang prosecution units quickly shifted emphasis from drugs to violent crime to all crime committed by gang members. Traditional drug enforcement

techniques remained effective against traditional drug trafficking, but were not necessarily effective against other types of gang crime.

Prosecutors did not express optimism about gangs in the future. In their work, they have learned a great deal about gangs, gang members, and the circumstances that have produced them. The gang members who come to their attention are often far beyond the reach of social interventions designed to deter youths from involvement in gang or drug lifestyles. Although they stated that prosecuting gangs would not completely solve the gang problem, they intend to pursue prosecutions as vigorously as possible. But as indicated by their comments on the survey questionnaire and in interviews, gang prosecutors consistently advocated early intervention with children and youths and more effective services to strengthen families as the best way to prevent gang crime and violence.

Notes

1. The American Prosecutors Research Institute of the National District Attorneys Association assisted the project by reviewing the draft survey instrument, encouraging prosecutors to respond to the survey, and reviewing the final report on the project.
2. Maxon, C., and M. Klein, "Street Gang Violence: Twice as Great or Half as Great?" in C. Ron Huff, ed., *Gangs in America*, Newbury Park, CA: Sage Publications, 1990.
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9. *Schenck v. United States*. 249 U.S.47 (1919).
10. O.S.C. § 1104.

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James Inciardi, Ph.D., Professor of Sociology and Criminal Justice, University of Delaware. *A Corrections-Based Continuum of Effective Drug Abuse Treatment*, January 1995, NCJ 152692, \$19.00, includes postage and handling.

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PAVNET—Partnerships Against Violence Network—a coalition of 6 Federal agencies and more than 30 Federal clearinghouses, *PAVNET Resource Guide, Information Sources, Funding, and Technical Assistance*, volume 2, January 1995, NCJ 150045, \$12.00, includes postage and handling.



PAVNET Resource Guide, volumes 1 and 2, NCJ 152422, \$25.00, includes postage and handling.

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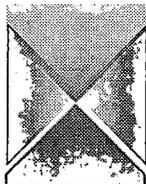


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R e s e a r c h i n A c t i o n

Jeremy Travis, Director

March 1995



PAVNET Online User's Guide



What is PAVNET Online?

Partnerships Against Violence NETwork (PAVNET) Online is a new approach to give users information about techniques for combating violence in American society. It represents the cooperation of multiple Federal agencies to quickly bring information on anti-violence programs to State and local officials. It is designed to relay the latest information in the most rapid way possible—via electronic media.

PAVNET was created in response to a report by the Interdepartmental Working Group on Violence to the President and the Domestic Policy Council in January 1994. That report recommended that the Federal Government “develop online computerized information about Federal resources, and produce new resource guides and how-to manuals about promising activities to reduce violence.”

The PAVNET coalition is made up of the U.S. Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, Justice, and Labor. The PAVNET agencies have joined together to improve access to ideas and resources throughout the country. PAVNET components are:

- Online search and retrieval system (PAVNET Online).
- *PAVNET Online User's Guide*.
- *Resource Guide—Volume 1: Promising Programs*.
- *Resource Guide—Volume 2: Information Sources, Funding, and Technical Assistance*.
- Networking capability. The system will sustain and promote dialog among member agencies and clearinghouse staff.

The National Institute of Justice (NIJ) of the U.S. Department of Justice and the Extension Service (ES) and the National Agricultural Library (NAL), U.S. Department of Agriculture, joined forces to create the current prototype of PAVNET Online. The other Federal departments in PAVNET also contributed resources to its development.

The purpose of this Guide is to introduce PAVNET Online to users. If the Federal agencies agree to continue developing the system, this Guide will be revised in the future. The remainder of this section gives an overview of information available through PAVNET Online. The next section provides more details and examples of information available from PAVNET Online in its current form. The Guide also



includes a technical section on how to access PAVNET Online through the Internet, a glossary of terms, and a selected bibliography about Internet.

PAVNET Online on the Internet

The most common pathway to the information superhighway is currently provided by the *Internet*. The Internet is a worldwide system of thousands of computers organized into networks. One estimate indicates 2 million computers are connected to the Internet in 45,000 networks serving between 10 and 25 million Internet users (Lambert and Howe, 1993).

Today's Internet is a global resource that began as a Department of Defense (DOD) experiment over 20 years ago. Later, the National Science Foundation (NSF) decided to link its six supercomputer centers, using a new protocol established by the DOD. The network of six supercomputers, known as NSFNET, became the foundation of Internet, and by 1989 Internet included 14 networks. Today, numerous additional networks are part of the Internet, including those at many universities, government agencies, and commercial organizations.

Internet users can perform four basic functions:

1. Send and receive electronic mail.
2. Transfer files from one computer to another.
3. Participate in discussion groups.
4. Search for information.

The discussion in this Guide is limited to the fourth function of searching for information.

PAVNET Online is located on Federal Government computers linked into the Internet. A prosecuting attorney in Ohio might obtain information on a violent offender prosecution program in California by connecting with PAVNET Online in Washington, D.C., through an Internet connection in Ohio.

There are several reasons why the Internet has become so popular as a research tool:

- It provides access to many sources of information, not just those close to home or work.

- It uses electronic speed to search for information. For example, it is analogous to searching dozens of library reference card catalogs in seconds.

- It allows users to narrow their searches to selected topics. For example, a search for promising programs could be narrowed to "juvenile intensive supervision programs for violent offenders."

- It offers direct access to information about reducing violence in America. By having information available on the Internet, PAVNET Online provides a faster search routine for materials related to violence.

Information in PAVNET Online

The following three major categories of information are currently in PAVNET Online:

- Promising Programs.
- Information Sources and Technical Assistance.
- Funding Sources.

Each of these is discussed in the following sections.

Promising Programs

PAVNET Online contains over 600 descriptions of promising programs to prevent or combat violence, its causes, and its effects. These programs represent actions taken by government and private groups throughout the United States. PAVNET Online will continue to grow as more information becomes available. The programs in the system are organized by the following general topic areas:

- Community Violence.
- Youth Violence.
- Family Violence.
- Substance Abuse.
- Victims.

Within each general topic area, the programs are arranged according to their relevance to the strategies: prevention, enforcement, or treatment and rehabilitation. This allows

Users to search for different approaches to violence reduction. Users can also target essential program elements by selecting key headings. An example of key headings and the information provided in each heading is shown below.

Heading	Information
Contact	Name, address, telephone number, FAX number, and Internet address.
Program Type	For example, education, family intervention, drug court, or school-based social services.
Target Population	For example, at-risk youths, first-time felons, adjudicated youths, and low-income families.
Setting	For example, school, jurisdiction, court, and hospital.
Project Startup Date	Year program started.
Information Source	Name of relevant Federal agency, clearinghouse, or private organization.
Evaluation Information	Results from evaluations.
Annual Budget	Dollar amount.
Sources of Funding	Name of local, State, or Federal agency; foundation; or other source.
Program Description	Brief description of the program and how it is intended to prevent or resolve problems associated with violence.
Sources for Additional Information	Names of additional contacts if appropriate.

Technical Assistance and Information Sources

Technical assistance refers to organizations that have expertise and can provide assistance on violence-related problems and on planning and implementing programs to

prevent or reduce violence. Services include delivering training, providing manuals and other helpful materials, providing onsite technical assistance, and responding with information over the telephone. The technical assistance providers include public and private associations, Federal and State agencies, and other organizations. The individual listings for PAVNET Online technical assistance and information sources contain contact name, agency or organization, address, telephone number, FAX number, Internet address, and a description of available services.

These entries are categorized under the following topics:

- Children, Youths, and Families.
- Criminal and Juvenile Justice.
- Curriculums and Other Teaching Materials.
- Physical and Mental Health.

Curriculums and Other Teaching Materials

Each of the curriculums and other teaching materials listed in PAVNET Online includes a brief description of the material and contact information for ordering the texts, manuals, videotapes, or other materials. The entries are subdivided under the following topics:

- Child Abuse and Neglect Prevention.
- Community Violence Prevention.
- Family Violence Prevention.
- Gang Violence Prevention.
- Rape Prevention.
- Treatment of Victims.
- Youth Violence Prevention.

Funding Sources

Information is provided on funding for programs to reduce and prevent violence available from Federal agencies and private foundations. Directories and other publications about funding are also available in PAVNET Online. Each funding source listing provides the following information:

Heading	Information
Organization/Agency	Name, address, telephone number, FAX number, and Internet address.
Purpose/Areas of Interest	Source's organizational purpose and general funding categories.
Eligibility	Criteria for eligibility.
Financial Data	Range of amount of grant support; matching requirements, if any.
Application Information	General information, deadlines, grant's duration, and other information.
Address Inquiries To	Contact name and title.

How to Use PAVNET Online

This section assumes that the user is already in the PAVNET Online system within Internet. The procedures for getting to PAVNET Online are explained in detail in the next section entitled "How to Access PAVNET Online," see page 12.

Through PAVNET Online, a user can find answers to a variety of questions, including the following:

- What is PAVNET Online?
- Where are programs that are addressing community violence? drugs and crime? gang violence? child abuse?
- What funding sources exist for anti-violence programs?
- Where can technical assistance be found to start a counseling program for at-risk youths?

In the examples that follow, you will see how PAVNET Online lets you address questions like these by making choices from a series of menus.

Working with PAVNET

The strength of the Internet and of servers like PAVNET is that information may be updated, amended, and supplemented on a continuous basis. As a result, the menus you

see in this document may be changed in some ways by the time you actually look at PAVNET Online. The basic structure is described below.

The main menu under PAVNET Online looks like this; (note the back slash [/] after an item means that another menu will appear if you select this item):

```

PAVNET ONLINE: Partnerships Against
Violence
Page 1 of 1

1 About PAVNET Online/
2 Latest Additions to PAVNET
  Online/
3 PAVNET Online's Search Routine
4 Promising Programs/
5 Funding Sources for Violence
  Prevention/
6 Information Sources and Technical
  Assistance/
7 Other Violence Prevention Program
  Resources/
8 Other Internet Resources/

Enter Item Number, SAVE, ?, or
BACK: 1
    
```

You may want to start by finding some background information on PAVNET Online. When you select item 1, you will find all the chapters of this manual plus whatever may have been added since the manual's publication.

```

About PAVNET Online
Page 1 of 1

1 What is PAVNET Online?
2 How to Access PAVNET Online
3 How to Use PAVNET Online
4 PAVNET Online Clearinghouses and
  Resource Centers
5 Selected Bibliography
6 Glossary

Enter Item Number, SAVE, ?, or
BACK: 3
    
```

How to Search PAVNET Online

There are two basic ways to navigate the material found in PAVNET Online. The first way is to select a menu item. As described in "What is PAVNET Online?" each type of PAVNET listing has categories and subcategories. You can find what you want by simply selecting a subcategory listing in each menu.

The second way to find material is to create your own set of words to search. In each of the three major categories (Funding Sources, Information Sources and Technical Assistance, Promising Programs), there is a "search" option. The explanation on how to search is the third selection on the main menu (see page 4 top menu). The following is the text of that explanation.

Title: How to search for information

WAIS (Wide Area Information Server) software is the most common "search engine" used for searching the contents of text files at Internet, Gopher sites. Whenever you see a menu label that says something like "Search Funding Sources," or any menu item followed by <?>, you are using the WAIS (pronounced 'ways') software.

WAIS does a full-text scan to match your query either exactly or partially (the hyphens around the words below are to separate the words in this text and should not be included in your search): Search the word -child- and WAIS will return files containing child, and children.

WAIS searches are not case-sensitive:

Search for -gang- and files containing gang, Gang, gangs, Gang-related, etc. will be returned.

continued..

Single or multiple words are acceptable, but not partial words or abbreviations:

Search for -police crime jail- and files containing any word or combination of the words will be returned.

To broaden your search you can use an * after a partial word:

-crim*- will return criminology, crime, criminal, etc.

Your search can be narrowed with the connectors -not-, or -and-:

Search for -drug not abuse- and files containing drug abuse will be eliminated.

Search for -drug and abuse- for files that contain both words but not necessarily together.

Put your search words in quotes to match ONLY those words in the order you have typed them:

Search for -'drug abuse'- and only the files containing the entire phrase will be returned.

This is also the method to search for abbreviations.

All of the search mechanisms described above can be used in combination:

Search for -drug not alcohol and rehab*- would return files containing the words drug and variations of rehab., but not alcohol.

Promising Programs

To explore the program descriptions available through PAVNET Online, first select option 4, *Promising Programs*, from the main menu, which provides summaries of violence-related programs.

PAVNET ONLINE: Partnerships Against
Violence

Page 1 of 1

- 1 About PAVNET Online/
- 2 Latest Additions to PAVNET
Online/
- 3 PAVNET Online's Search Routine
- 4 Promising Programs/
- 5 Funding Sources for Violence
Prevention/
- 6 Information Sources and Technical
Assistance/
- 7 Other Violence Prevention Program
Resources/
- 8 Other Internet Resources/

Enter Item Number, SAVE, ?, or
BACK: 4

If you select option 4, you will see the screen below. Note that you can then select option 2, the PAVNET Online search routine, to search the data base for any word. If the word appears anywhere in the text of the programs, it will provide a list of those entries. You may narrow the search by using "and." For example, you may search for the word "youth," and get a list of all programs that have "youth" in either a title or a description. You may ask for "youth and violence" and get every title for files in which both words appear. Similarly, if you ask for "youth or child," you will get all titles for files that have either of the two words in them.

Promising Programs

Page 1 of 1

- 1 About Promising Programs Menu
- 2 Search Promising Programs <?>
- 3 Community Violence/
- 4 Family Violence/
- 5 Substance Abuse/
- 6 Victims/
- 7 Youth Violence/

Enter Item Number, SAVE, ?, or
BACK: 1

Another approach is illustrated by an example. Assume that you are assisting a neighborhood group that wants to do something about violence. Representatives of the group need ideas, and they want to know what has worked in other communities.

Select option 3. This gives you another menu with two options—one for enforcement programs and one for prevention programs. If the neighborhood group is primarily interested in prevention, you would select option 2, *Prevention*.

Community Violence

Page 1 of 1

- 1 Enforcement/
- 2 Prevention/

Enter Item Number, SAVE, ?, or
BACK: 2

Under *Community Violence: Prevention*, the following eight programs were the first ones listed when this guide was prepared.

Community Violence: Prevention

Page 1 of 6

- 1 Acting Collaboratively Together
(ACT)
- 2 Beacon School-Based Community
Centers
- 3 Black Community Crusade for
Children
- 4 Brooklyn School/Business Alliance
- 5 Caring and Collaborating for
Youth
- 6 Center for Child Protection,
Family Support
- 7 Citizens for Community Improve-
ment of Waterloo
- 8 Coachella Valley Council on Gangs

Enter Item Number, SAVE, ?, or
BACK: 7

You can review text on any of these programs. Because the neighborhood group includes residents looking for ways in which they can be involved, you might look first at option 7, *Citizens for Community Improvement of Waterloo*. Part of the text for this listing is shown below:

TITLE: Citizens for Community Improvement of Waterloo
 Updated: 10/18/94
 2 pages
 1,910 bytes
 Citizens for Community Improvement of Waterloo (CCI)
 Contact:
 Donna Jones
 612 Mulberry Street
 Waterloo, IA 50703
 Tel: 319-233-9920
 Fax: 319-234-8707
 Program Type:
 Drug abuse prevention and drug law enforcement through community involvement.
 Target Population:
 Drug abusers.
 Setting:
 Neighborhoods in Waterloo, Iowa.
 Project Startup Date:
 1976.
 Information Source:
 Provided by the National Criminal Justice Reference Service (NCJRS).
 Evaluation Information:
 "Bench Press," CCI's court monitoring strategy, has resulted in stiffer penalties for repeat drug offenders....
 Annual Budget:
 N/A.

continued..

Sources of Funding:
 Bureau of Justice Assistance (BJA), U.S. Department of Justice; State of Iowa; and churches.

Program Description:
 CCI, a citizen group, seeks to increase awareness and find solutions to drug problems in Waterloo. To this end, CCI has formed a citywide drug task force....

End of text - Press ENTER

Scanning the *Evaluation Information* subheading, you will also see that the program has been successful at increasing arrests and returning a park to local residents. Under the *Program Description* subheading, you will learn that citizens appear to be heavily involved in community activities. Since this is the type of program of particular interest to the neighborhood group, you look at funding sources and contacts. The subheading, *Sources of Funding*, indicates that the program is supported by a combination of Federal, State, and private funds. You can then use the contact information provided to obtain more details.

You could repeat this process with any of the community programs; enlarge the search by looking at enforcement as well as prevention programs; or return to the main menu, select *Promising Programs* again, and choose another option.

Promising Programs
 Page 1 of 1

- 1 About Promising Programs Menu
- 2 Search Promising Programs <?>
- 3 Community Violence/
- 4 Family Violence/
- 5 Substance Abuse/
- 6 Victims/
- 7 Youth Violence/

Enter Item Number, SAVE, ?, or
 BACK: 1

If you select item 5, *Substance Abuse*, you will see that the resulting menu includes *Treatment and Rehabilitation* as well as *Enforcement* and *Prevention*.

When you select *Treatment and Rehabilitation*, the following menu appears. Again, you see a list of model programs from which to choose.

```

Substance Abuse: Treatment and
  Rehabilitation
Page 1 of 2

1 Center Point LifeStart Program
2 Children at Risk (CAR)
3 Fast, Intensive Report, and
  Supervision
4 Juvenile Transitional Care
  Project
5 Operation Schoolhouse
6 Women and Infants at Risk

Enter Item Number, SAVE, ?, or
BACK: 2
    
```

As with the first example on community violence prevention, you could continue to explore each of the menu items to look for just the type of program desired.

Looking for Funding Sources

The next step is to take a look at some of the resource information available through PAVNET Online. You must first enter "BACK" (or the equivalent in your gopher server) to take you back to the previous menu, which is the PAVNET Online main menu.

```

PAVNET ONLINE: Partnerships Against
  Violence
Page 1 of 1

1 About PAVNET Online/
2 Latest Additions to PAVNET
  Online/
3 PAVNET Online's Search Routine
4 Promising Programs/

                                continued..
    
```

```

5 Funding Sources for Violence
  Prevention/
6 Information Sources and Technical
  Assistance/
7 Other Violence Prevention Program
  Resources/
8 Other Internet Resources/

Enter Item Number, SAVE, ?, or
BACK: 1
    
```

Select 5, *Funding Sources for Violence Prevention*, to address questions about funds for anti-violence programs. The *Funding Sources for Violence Prevention* menu provides the following choices:

```

Funding Sources for Violence
  Prevention
Page 1 of 1

1 About Funding Sources Menu
2 Search Funding Sources<?>
3 Federal Sources/
4 Foundations/
5 Publications on Funding

Enter Item Number, SAVE, ?, or
BACK: 1
    
```

The structure of the PAVNET Online gopher makes searching easy. Select option 2 to search funding sources by any word or combination of words. Or use the other menu options to guide your search. Notice that funding is divided into *Federal Sources* (option 3) and *Foundations* (option 4). In addition, the menu offers information on publications that list funding sources (option 5). The first selection provides the following text about funding sources.

TITLE::About Funding Sources Menu
Use this section to identify organizations that can help you set up a program in your own community.

FUNDING SOURCES:

Foundations and Federal agencies that offer funding for programs addressing issues of violence and youth-at-risk are listed here. Contact information, brief descriptions of the purposes of these funding organizations, and guidelines for applying for funds are contained in each file.

Use this section to identify organizations that can help you set up a program in your own community.

If you select option 3 to examine information about *Federal Sources*, a list of entries will appear.

Federal Sources -
Page 1 of 3

- 1 Administration for Native Americans
- 2 Administration on Aging
- 3 Air Force Family Advocacy Program
- 4 Army Family Advocacy Program
- 5 Bureau of Justice Assistance (BJA)
- 6 Community Development Block Grants (CDBG)

Enter Item Number, SAVE, ?, or
BACK: 5

From among these choices, you might select number 5 to obtain information about the *Bureau of Justice Assistance (BJA)*. A screen will appear with information about BJA.

TITLE::Bureau of Justice Assistance (BJA)

Updated:October 27, 1994

2 pages

2,969 bytes

Bureau of Justice Assistance (BJA)

U.S. Department of Justice

Office of Justice Programs

633 Indiana Avenue N.W.

Washington, DC 20531

Tel: 202-514-6687, 800-421-6770

Fax: 202-307-6394

Purpose/Areas of Interest:

Provides funding, training, technical assistance, and criminal justice information to States and communities....

Financial Data:

General Information--The formula grant program provides each State and Territory with a block of funds....

Amount of Support Per Award--Grants vary in amount.

Application Information:

General Information--Please make direct contact with the agency....

Address Inquiries to:

See address above.

Going back to the original menu for *Funding Sources*, select option 4, *Foundations*/.

The following excerpt shows entries under *Foundations*.

Foundations
Page 1 of 5

- 1 Alcoa Foundation
- 2 Allied-Signal Foundation
- 3 Anheuser-Busch Companies, Inc.
- 4 Arco Foundation

continued..

- 5 Arizona Public Service Foundation, Inc.
- 6 Arvin Foundations, Inc.
- 7 Blandin Foundation
- 8 Chicago Sun-Times Charity Trust
- 9 Chicago Tribune Foundation
- 10 Chrysler Corporation Fund
- 11 Edna McConnell Clark Foundation

Enter Item Number, SAVE, ?, or
BACK: 11

Selecting option 11, the *Edna McConnell Clark Foundation*, would result in the display of information such as the following:

TITLE::Edna McConnell Clark Foundation
Updated:October 27, 1994
2 pages
2,094 bytes

Edna McConnell Clark Foundation
250 Park Avenue
New York, NY 10177-0026
Tel:212-551-9100

Purpose/Areas of Interest:
The current interests of the foundation focus on the following five carefully defined program areas, which allow the foundation to concentrate on these designated problems: (1) the Program for Children focuses on preventing the unnecessary placement of children outside the home through the use of intensive family preservation services; (2) the Program for Disadvantaged Youth....

Eligibility:
Nonprofit organizations are eligible.

continued...

Financial Data:

Amount of Support Per Award--Grants range from \$25,000 to \$300,000; the median size has been \$78,000.

Application Information:

General Information--An application form is not required...

Deadlines--No specific deadlines. The proposal will be reviewed by a program officer, usually within 1 month....

Address Inquiries to:

M. Hayes Mizell, Program Director,
Program for Disadvantaged Youth.

Return to the main *Funding Sources for Violence Prevention* menu. If you select option 5 (*Publications on Funding*) from the menu, you will see the following screen:

Publications on Funding
(10,149 bytes)

Press ENTER to display, D to
Download, C to Cancel:

This screen shows that the file on *Publications on Funding* is 10,149 characters (bytes) long and asks whether the text should be displayed or downloaded. The decision to download will result in the text being copied to your local computer system. If you choose to simply display the information, the first screen will look like the following:

TITLE::Publications on Funding
Updated: 10/27/94
five pages
10,149 bytes

Publications on Funding

These publications will provide additional sources of funding information.

Annual Register of Grant Support

continued...

This document gives details of grant support programs....

Order from:
 Reed Reference Publishing
 P.O. Box 31
 New Providence, NJ 07974
 Tel: 800-521-8110

Return to the main *Funding Sources for Violence Prevention* menu screen.

Select option 2, *Search Funding Sources*. The example below shows a search on the word *community*.

Search Funding Sources. Please specify a word or words to search.

Words to search for

community

The results of the search would show:

Search Funding Sources:
 community
 Page 1 of 2

- 1 Allied-Signal Foundation
- 2 Extension Service--Youth at Risk
- 3 Army Family Advocacy Program
- 4 Arco Foundation
- 5 National Youth Sports Program (YSP)
- 6 Chicago Sun-Times Charity Trust
- 7 Community Development Block Grants (CDBG)

Information Sources and Technical Assistance

To explore *Information Sources and Technical Assistance*, return to the main menu and select option 6.

PAVNET ONLINE: Partnerships Against Violence
 Page 1 of 1

- 1 About PAVNET Online/
- 2 Latest Additions to PAVNET Online/
- 3 PAVNET Online's Search Routine
- 4 Promising Programs/
- 5 Funding Sources for Violence Prevention/
- 6 Information Sources and Technical Assistance/
- 7 Other Violence Prevention Program Resources/
- 8 Other Internet Resources/

Enter Item Number, SAVE, ?, or BACK: 6

The first screen under *Information Sources and Technical Assistance* provides the following menu. The first option is a text file providing basic information about the sources and technical assistance menu. The second option is a search routine to allow you to do your own keyword search. The rest of the items have a slash next to each option, indicating that another menu will be provided for each of the choices.

Information Sources and Technical Assistance
 Page 1 of 1

- 1 About Information Sources and Technical Assistance
- 2 Search Information Sources<?>
- 3 Community, Family, and Youths/
- 4 Criminal and Juvenile Justice/
- 5 Curriculums and Other Teaching Materials/
- 6 Physical and Mental Health/

Enter Item Number, SAVE, ?, or BACK: 4

When you select option 4, *Criminal and Juvenile Justice*, you have a choice of 78 resources listed under the *Criminal and Juvenile Justice* category. For example, if you scroll down the screen and select option 56, *Operation Weed and Seed*, you will receive information such as the following:

TITLE::Operation Weed and Seed
 Updated: 10/30/94
 one page
 1365 bytes
 Operation Weed and Seed

CONTACT:
 Headquarters Office
 Terrence S. Donahue
 Assistant Director
 Executive Office for Weed and Seed
 1001 G St. N.W., Suite 810
 Washington, DC 20001
 Tel: 202-616-1152
 Fax: 202-616-1159

SERVICES:
 The national objective of Weed and Seed is to use a multiagency approach to combat violent crime....

How to Access PAVNET Online

The purpose of this section is to describe how to access PAVNET Online through Internet. If this is your first association with the Internet, you may feel a bit overwhelmed with the technical aspects and may need assistance from someone knowledgeable in computers. However, practice brings a level of comfort with the Internet, and you may soon find yourself as comfortable with the information superhighway as you are with your current word processing program.

Access to the Internet

Access to the Internet for most users is accomplished by connecting to a computer that belongs to one of the Internet networks. Many universities and government agencies are directly connected to networks on the Internet. In addition, a number of commercial providers also provide access to Internet networks.

This Guide is not designed to explain the Internet and its inner workings. A selected bibliography of available publications about the Internet is provided at the end of this Guide for that purpose. The discussion in this section offers general information to encourage readers to learn more about the Internet and about the potential for PAVNET Online.

Internet Navigational Tools

Because the Internet system is vast, a user needs "navigational" help. The most common navigational tool is through a *gopher* system, which is discussed later. For background purposes, two other approaches, File Transfer Protocol and Telnet, are briefly explained first.

File Transfer Protocol (FTP)

The FTP was developed initially for use by the Department of Defense computers. The National Science Foundation (NSF) selected FTP to link its six supercomputers, which were later expanded to serve as the basis for what is now called the Internet. FTP allows an Internet user to log on to a computer for the purpose of downloading files. The user issues the command *ftp* and also specifies the name of the computer where the desired files are located. For example, the computer name might be *is.internic.net*, which is an Internet information source. After connecting in this manner, the user has a limited capability to download files that have been designated as available from the Internet computer system.

To find the desired file, the user must already know a variety of computer commands to explore the computer's file structure. FTP does not provide menus for guidance. The available commands can be listed by typing a question mark (?) after connecting. After downloading the desired files, the user returns to the original system by issuing a *bye*, *exit*, or *quit* command. To use FTP, you need to know the name of the specific computer and several key computer commands, and you must have an idea of how to find the desired files. With thousands of computers linked to the Internet, there is an obvious need for better navigational assistance.

Telnet

Telnet extends the FTP procedures in several useful directions. The most important is that it allows a user to move from one computer to another in a rapid manner. It also has

many more capabilities than just downloading files. FTP cannot run programs, while Telnet is designed to run programs. Telnet connection with a computer follows basically the same procedure as FTP. After connecting with a computer, Telnet is similar to working within a *bulletin board system*. You usually work through a series of menus with the connected system. Telnet access differs from bulletin board procedures because you can easily switch from one computer to another within Telnet, rather than having to redial each time.

However, Telnet requires a knowledge of computer command structures. Although it is useful for “surfing” through the Internet, it is not an organized approach for access. These limitations can be overcome with gophers.

Gopher

A gopher is essentially a menu system that works behind the scenes to perform the functions of FTP and Telnet. Gophers do not require the user to log on in any special manner or know specific computer commands. Originally developed at the University of Minnesota, the gopher name was derived from Minnesota’s nickname as the Gopher State, as well as the concept that the search tool will burrow into Internet and “go for” information in files.

The selections from a gopher menu may include access to other gophers. By using gophers, a user can locate practically any information on the Internet without having to know in advance exactly where the information resides. In other words, you can use gophers to find PAVNET Online without ever knowing that PAVNET Online resides at *esusra.gov*.

PAVNET Online has a gopher server in place at the U.S. Department of Agriculture (USDA) headquarters that is accessible over the Internet. It is named *pavnet.esusra.gov*. For systems that support a “gopher to” command, a user may issue the command *gopher pavnet.esusra.gov*. For those users who gopher the NCJRS (National Criminal Justice Reference Service) Online —*ncjrs.aspensys.com 71*— PAVNET is one of the selections on the NCJRS gopher menu, “Other Criminal and Juvenile Justice Resources.”

For those who have commercial service—for example, DELPHI—several other ways of getting to PAVNET Online are shown later in this section.

Access Procedures

The remainder of this section describes two approaches for accessing PAVNET Online. The first approach, Direct Access, assumes you already have the capability to connect with the Internet, perhaps through a local university, or can initiate a Telnet connection to get to gopher menus that eventually lead to PAVNET Online. The second approach, Commercial Online, assumes that you do not have a direct connection to Internet. In the Commercial Online example, you can subscribe to a commercial service that provides a connection to Internet and PAVNET Online.

Direct Access

The direct access approach moves through a series of menus that eventually lead to PAVNET Online. The first time through this process is exacting because you must always provide the correct response to several successive menus. For later sessions, you can automatically record your selections in a gopher *bookmark* and then use the bookmark to automatically move to PAVNET Online. This process is explained in detail on page 17.

Direct access assumes that you have access to a gopher or can establish a Telnet connection with a computer on an Internet network for the purpose of accessing a gopher. To initiate a Telnet connection, you issue a *telnet* command, which then prompts you for a gopher name. For example, typing *consultant.micro.umn.edu* will connect you with the University of Minnesota gopher. This gopher system will be used as our example for the remainder of this discussion. At the login prompt, type *gopher* and press <Enter>. The system will respond by asking what type of terminal emulation is desired. This response is dependent on your particular computer system, but a common terminal emulation is “VT100.” Type in your terminal emulation and the following screen will appear.

Internet Gopher Information Client v2.0.15
 Home Gopher server: hafnhaf.micro.umn.edu

- 1 Information About Gopher/
- 2 Computer Information/
- 3 Internet file server (FTP)sites/
- 4 Fun & Games/
- 5 Libraries/
- 6. Mailing Lists/
- 7 News/
- > 8 Other Gopher and Information Servers/
- 9 Phone Books/
- 10 Search Gopher Titles at the
 University of Minnesota <?>
- 11 Search lots of places at the
 U of M <?>
- 12 U of M Campus Information/

Press ? for Help, q to Quit.

A backslash at the end of an option item means selection of the item will lead to another menu. A question mark at the end of an option item means that this item contains indexes pointing to other gophers and other parts of the Internet, and the user will be asked for a search term within the index.

In order to get to PAVNET Online, you must select option 8 from this menu. The following screen will then appear.

Internet Gopher Information Client v2.0.15
 Other Gopher and Information Servers

- 1 All the Gopher Servers in the World/
- > 2 Search titles in Gopherspace using VERONICA/
- 3 Africa/
- 4 Asia/
- 5 Europe/
- 6 International Organizations/
- 7 Middle East/
- 8 North America/
- 9 Pacific/
- 10 Russia/
- 11 South America/
- 12 Terminal Based Information/
- 13 WAIS Based Information/
- 14 Gopher Server Registration <??>

Press ? for Help, q to Quit, u to go up a menu
 Retrieving Directory..|

From this screen, you select option 2, *Search titles in Gopherspace using VERONICA*. This option contains two terms not yet defined. The term *Gopherspace* refers to the set of gophers that exist throughout the Internet. VERONICA is a search utility that lets you search for key words and titles within Gopherspace. VERONICA will lead you to PAVNET Online by finding the appropriate gopher menu. Selecting option 2 results in the following screen:

```

Internet Gopher Information Client v2.0.15

1 Search titles in Gopherspace using VERONICA
2 Experimental VERONICA query interface: chooses server for you!/
3. FAQ: Frequently-Asked Questions about VERONICA (1993-08-23)
-> 4 Find ONLY DIRECTORIES by Title word(s) (via NYSERNet) <?>
5 Find ONLY DIRECTORIES by Title word(s) (via SUNET) <?>
6 Find ONLY DIRECTORIES by Title word(s) (via U. of Manitoba) <?>
7 Find ONLY DIRECTORIES by Title word(s) (via U. Texas, Dallas) <?>
8 Find ONLY DIRECTORIES by Title word(s) (via UNINETT... of Bergen) <?>
9 Find ONLY DIRECTORIES by Title word(s) (via University of Koeln.. <?>
10 Find ONLY DIRECTORIES by Title word(s) (via University of Pisa) <?>
11 How to Compose VERONICA Queries - June 23, 1994
12 Search Gopherspace by Title word(s) (via NYSERNet) <?>....

Press ? for Help, q to Quit, u to go up a menu                Page: 1/1
    
```

All items in this menu lead to indexes, as indicated by the question marks at the end of the item entries. General rules of Internet etiquette suggest that you select the closest server to you. For example, from Washington, D.C., you would select option 4, *Find ONLY DIRECTORIES by Title word(s) (via NYSERNet)*.*

After making this selection, you will be prompted for the desired gopher. Enter the word "PAVNET" at the prompt and press <Enter>.

```

+-----Find ONLY DIRECTORIES by Title word(s) (via NYSERNet)-----
Words to search for
PAVNET
[Help: ^-] [Cancel: ^G]
    
```

VERONICA will search for the term "PAVNET" within Gopherspace. The result of this search is the PAVNET Online main menu; see page 4.

Once you find PAVNET Online, you do not have to go through all these steps again. Instead, you can create a *bookmark* that saves these steps; the bookmark records path information from a starting point to an ending point. To create a bookmark, you can either type a lower-case "a" to mark a selected *menu item* (e.g., a Promising Programs title) or a capital "A" to mark a selected *menu*. You can bring up a list of your bookmarks by typing "v" at any time you are using gopher; you can select any item on the list for retrieval.

You could also have selected option 12, *Search Gopherspace by Title word(s) (via NYSERNet)*. However, this option may result in a more time-consuming search in the next phase of the process.

After creating the PAVNET Online bookmark, the next time you are in the system, press "v" and the following screen will appear:

```

Internet Gopher Information Client v2.0.15
Bookmarks
--> 1. PAVNET Online: Partnerships Against Violence
Press ? for Help, q to Quit, u to go up a menu      Retrieving Directory..\
    
```

Commercial Online Approach

If you do not have direct access to an Internet connection, a commercial online Internet provider may be the solution. There are many online services that provide Internet access. In the June 14, 1994, issue, *PC Magazine* reviewed six of them: America Online; DELPHI; InterNav, version 2.0; Mosaic for Windows; Pipeline for Windows; and Winnet Mail and News, version 2.1. Each has unique strengths and weaknesses. This issue contains information about each service, including addresses and telephone numbers.

For purposes of illustration only, the following sections describe the approaches of DELPHI and Pipeline for Windows for accessing PAVNET Online. Pipeline for Windows is a Microsoft Windows-based service, while DELPHI has menus in a DOS-based format.

Pipeline for Windows

Pipeline for Windows provides full access to Internet services. It also provides for multitask Internet searches. The software can be obtained without charge by contacting the company. Or, you can dial into the Pipeline bulletin board as a guest to download the software.

Once connected, it is easy to find PAVNET Online from Pipeline because the main menu includes an option item called *The Government*. Selecting this item leads to another menu that includes the item *Agricultural Department (USDA Information Server)*, which, in turn, leads to the department's main menu screen. Simply select the *PAVNET* item from this screen and you are in PAVNET Online. From the *PAVNET* menu list, select the *Bookmark* menu item to add it to the main Pipeline menu. The bookmark *PAVNET* will then appear in the pull-down menu.

DELPHI

DELPHI was one of the first major commercial online services to offer complete Internet access. It does require additional communication software, which is typically provided with your modem.

The main DELPHI menu appears as follows.

```

MAIN Menu:

Business and Finance           News, Weather, and Sports
Computing Groups              Reference and Education
Conference                     Shopping
Custom Forums                 Travel and Leisure
Entertainment and Games       Using DELPHI
    
```

continued...

```

Groups and Clubs          Workspace
Internet Services        HELP
Mail                      EXIT
Member Directory
    
```

MAIN>What do you want to do? I

At the main menu prompt, type enough letters of your menu choice to form a unique selection. Type "I" to get into the *Internet Service* menu. After one or two screens of background information, the *Internet Service* menu appears:

```

About the Internet      FTP-File Transfer Protocol
Conference              Gopher
Databases (Files)      IRC-Internet Relay Chat
EMail                  Telnet
Forum (Messages)       Utilities (finger, traceroute, ping)
Guides (Books)         Usenet Newsgroups
Register/Cancel
Who's Here             Help
Workspace              Exit
    
```

Internet SIG>Enter your selection: go

You must register for Internet service the first time you use DELPHI. Select the item *Register/Cancel* and follow the instructions. After finishing the registration, exit the *Register/Cancel* menu and return to the *Internet Service* menu. Select the item *Gopher* and the following screen will appear:

```

Internet SIG Gopher
Page 1 of 1

1  PERSONAL FAVORITES/
2  "ABOUT DELPHI'S GOPHER SERVICE"
3  *** FAQ: FREQUENTLY ASKED QUESTIONS *** (REVISED 6/30)/
4  ALL THE WORLD'S GOPHERS/
5  BUSINESS AND ECONOMICS/
6  COMPUTERS/
7  FREE-NETS AND COMMUNITY ACCESS/
8  FTP: DOWNLOADABLE PROGRAMS, IMAGES, SOUNDS/
9  GAMES AND MUDS, MUSHES, MUSES, AND MOOS/
10 GOVERNMENT AND POLITICS/
11 HEALTH AND MEDICINE/
12 INTERNET INFORMATION/
13 LAW/
14 LIBRARIES AND RESEARCH GUIDES/
15 SCHOOLHOUSE (K-12)/
    
```

continued...

- 16 SEARCH UTILITIES (INCLUDING WORLD WIDE WEB)/
- 17 SUBJECT MATTER MENUS/
- 18 THE GRAB BAG (WITH WHAT'S NEW 7/24)/

Enter Item Number, ?, or EXIT: 16

Note that the first menu option is *Personal Favorites*, which is DELPHI's option for saving and retrieving bookmarks. From the above menu, select option 16, *Search Utilities*. The next menu will appear as follows:

SEARCH UTILITIES (INCLUDING WORLD WIDE WEB)

Page 1 of 1

- 1 Archie--Search for files at FTP Sites/
- 2 Find People (KIS, NETFIND, Phonebooks, Usenet, WHOIS)/
- 3 Gophers by Subject Area (from RiceInfo, Rice Univ.)/
- 4 HYTELNET: connect to libraries, BBS, CWIS, etc./
- 5 Jughead: Search directory titles in Gopherspace<?>
- 6 NETINFO: Find IP addresses, domain names <Telnet>
- 7 Netmailsites: find sites <Telnet>
- 8 Search for Mailing Lists and Newsgroups/
- 9 Search Many Resources (Washington & Lee U) <?>
- 10 Usenet FAQs/
- 11 VERONICA- Search titles in Gopherspace/
- 12 WAIS/
- 13 World Wide Web (WWW)/

Enter Item Number, ?, or BACK: 11

Select item 11, *VERONICA- Search titles in Gopherspace*. At this point, the remainder of the procedure is the same as described in the Direct Access section. The VERONICA screen will appear as follows.

VERONICA- Search titles in Gopherspace

Page 1 of 2

- 1 Experimental VERONICA query interface: chooses server for you/
- 2 VERONICA--Search titles in Gopherspace/
- 3 How to Compose VERONICA Queries - June 23, 1994
- 4 FAQ: Frequently-Asked Questions about VERONICA (1993/08/23)
- 5 NOTE: Try Item 1 or 2 first, which will tell you
- 6 currently active VERONICAS. Only use
- 7 the items below, if you have trouble
- 8 connecting to Item 1 or 2.
- 9 Search Gopherspace using VERONICA at NYSERNet <?>
- 10 Search Gopherspace using VERONICA at PSINet <?>

continued...

- 11 Search Gopherspace using VERONICA at PSINet <?>
- 12 Search Gopherspace using VERONICA at Pisa <?>
- 13 Search Gopherspace using VERONICA at SCS Nevada <?>
- 14 Search Gopherspace using VERONICA at SUNET <?>
- 15 Search Gopherspace using VERONICA at UNINETT/U. of Bergen <?>
- 16 Search Gopherspace using VERONICA at University of Koeln <?>
- 17 Search Gopherspace using VERONICA at U. of Manitoba <?>
- 18 Search Gopherspace using VERONICA at UNR <?>

Enter Item Number, MORE, SAVE, ?, or BACK: 9

Select item 9, *Search Gopherspace using VERONICA at NYSERNet*, and then enter "PAVNET" at the *search for* prompt. When the search is complete, the PAVNET Online main menu appears on the screen, as shown below. If NYSER.NET is busy, try any of the other menu items for your search. Any of them can search for PAVNET.

PAVNET ONLINE: Partnerships Against Violence
Page 1 of 1

- 1 About PAVNET Online/
- 2 Latest Additions to PAVNET Online/
- 3 PAVNET Online's Search Routine
- 4 Promising Programs/
- 5 Funding Sources for Violence Prevention/
- 6 Information Sources and Technical Assistance/
- 7 Other Violence Prevention Program Resources/
- 8 Other Internet Resources/

Enter Item Number, SAVE, ?, or BACK:

Type "save" to save the gopher site and path information to your favorite place. You can access it from the top level of the DELPHI gopher by selecting *Personal Favorites* from the Internet SIG Gopher menu (see page 18 for screen sample).

E-mail

Some of the commercial Internet access providers do not currently offer access to gophers but do allow Internet e-mail. PAVNET files have recently been made available via e-mail although the search capability of the online system cannot be used.

To learn what is on PAVNET, send e-mail to almanac@ra.esusda.gov. Ignore the subject area category. In the message area, type:

send <document>. Replace the word <document> with one of the following:

- PAVNET catalog (this will provide you with a list of files in the *About PAVNET* menu).
- PAVNET-programs catalog (this will provide you with a list of files in the *Promising Programs* menu).
- PAVNET-infosource catalog (this will provide you with a list of files in the *Information and Technical Assistance* menu).

○ PAVNET-funding catalog (this will provide you with a list of files in the *Funding Sources* menu).

Note, that while you may only request one catalog list per “send...” message, you may include several “send...” lines in a single message.

Requesting documents. The catalog entries you receive contain the following information about each file in the group you selected to receive:

- Title of program or source.
- Size in number of lines and number of bytes.
- Date of your request.
- Name of file that you should use when requesting it be sent to you via e-mail.

For example, if you sent an e-mail message to receive the funding catalog, you will receive a message such as the following:

```
Title:: Aetna Foundation, Inc.
Size: 37 lines (938 bytes)
Date: Wednesday, November 2, 1994
Request: send pavnet-funding fdaetna.ncj

Title:: Alcoa Foundation
Size: 55 lines (1692 bytes)
Date: Wednesday, November 2, 1994
Request: send pavnet-funding fdalcoa.ncj

Title:: Allied-Signal Foundation
Size: 33 lines (779 bytes)
Date: Wednesday, November 2, 1994
Request: send pavnet-funding fdallsig.ncj
```

The example shown is only the beginning of the list; you will receive information on approximately 125 funding sources files.

To request one of the files, send your message to: almanac@ra.esusda.gov

In the body of the message, type “send” and the name of the file; for example, for the Allied-Signal Foundation file, type:

```
send pavnet-funding fdallsig.ncj
```

Note, you may request as many files as you wish with one message. Just repeat “send <file>” for each file you wish. If you wish to receive each file independently, include the following command at the top of your request:

```
set separate on
```

If you experience any problems, send a message to: jgladsto@nalusda.gov. The PAVNET administrator will then assist you.

Glossary*

Address. An Internet address consists of three parts: the user name, the host name, and the domain name.

Administrative Domain (AD). A collection of hosts and routers, and the interconnecting network(s), managed by a single administrative authority.

Almanac. A special program that allows users with only e-mail access to the Internet to download files. It may be obtained from the Almanac User's Guide at Extension Technology and Computer Services of the University of Missouri (almanac@ext.missouri.edu).

Anonymous FTP. A service that allows a user to retrieve documents and other data from anywhere in the Internet without having to establish a user ID and password. By typing "anonymous" when asked for user ID, the user bypasses local security checks and has access to publicly accessible files on the remote system.

Archie. A system to automatically gather, index, and serve information on the Internet. The initial implementation of "archie" provided an indexed directory of filenames from all anonymous FTP archives on the Internet. Later versions provided other collections of information.

Bookmark. A property of most gophers to retain path information from a starting point to an ending point. It records the menu and option items taken by a user to reach a section of the Internet. A user's bookmark is remembered by the gopher so that the steps can be taken automatically in future sessions.

Bulletin Board System (BBS). A central system accessed via modem and phone lines where data is posted for dissemination. A BBS computer and software system typically provides electronic messaging services, archives of files, searchable data bases, and any other services of interest to the users and BBS operator. Although BBS's have traditionally been the domain of hobbyists, an increasing number of BBS's are connected directly to the Internet, and many BBS's are currently operated by government, educational, and research institutions.

Client/Server Systems. Network information sharing is implemented by two separate programs: the server that provides a particular resource; and the client that makes use of that resource. A computer system or process that requests a service of another computer system or process is the client. The program that accepts the request and sends the file is the file server.

Distributed Database. A collection of several different data repositories that looks like a single data base to the user.

Domain Name System (DNS). A general purpose, distributed, replicated, data query service. The principal use is to look up Internet addresses based on a style called "domain name." A characteristic of domain is to use a three-character term to denote a zone or geographic location. Some important domains are: .com (commercial), .edu (educational), .net (network operations), .gov (U.S. government), and .mil (U.S. military). Most countries also have a domain; for example, .us (United States), .uk (United Kingdom), .au (Australia). These domain names are used after the host name.

Electronic Mail (e-mail). E-mail is private mail sent from one computer to another. A computer user can exchange messages with other computer users (or groups of users) via a communications network. E-mail can also include attached files. Electronic mail is one of the most popular uses of the Internet.

E-mail Address. The domain-based or IP address that is the specified destination for electronic mail. For example, a domain-based address might be "msmith@umaryland.edu."

FAQ (Frequently Asked Questions). A frequently provided service to display responses to frequently asked questions. This is a good place to find information about issues of common concern.

File Transfer. The copying of a file from one computer to another over a computer network.

File Transfer Protocol (FTP). A protocol that allows a user on one host to access, and transfer files to and from, another host over a network. Also, FTP is usually the name of the program the user invokes to execute the protocol.

Many of the terms in this glossary are based on the User Glossary Working Group of the User Services Area of the Internet Engineering Task Force. For more information, contact Gary Scott Malkin, Xylogics, Inc., Burlington, Massachusetts (gmalkin@xylogics.com) or Trach LaQuey Parker, Computation Center, University of Texas, Austin, Texas (tracy@utexas.edu); and *The Internet Complete Reference*, New York: Osborne McGraw-Hill, 1994.

Finger. A program that displays information about a particular user, or all users, logged on the local system or on a remote system. It typically shows full name, last login time, idle time, terminal line, and terminal location (where applicable).

Gopher. A distributed information service that provides, in menu-based form, collections of information across the Internet. Gopher uses a simple protocol that allows a single gopher client to access information from any accessible gopher server, providing the user with a single "Gopherspace" of information. Gopher was developed at the University of Minnesota and public domain versions of the client and server are available from boombox.micro.mm.edu.

Gopherspace. The interconnectivity that exists among all the registered gophers of the Internet. The sum total of all this information—everything that is available via the gopher—is referred to as Gopherspace. Programs like "VERONICA" search all of Gopherspace to find a gopher that provides a specific set of information.

Host Computer. A computer that allows users to communicate with other host computers on a network. Individual users communicate by using application programs, such as electronic mail, Telnet, and FTP.

Hypertext. Unique text distinguished by its formatting (for example, color, underlines, and highlights). When you use a mouse and click on the hypertext, you are immediately linked to relevant data.

internet. The term "internet" (actually internetwork) is usually used to refer to a collection of networks interconnected with routers. An "internet" is not the same as "the Internet."

Internet. The Internet is the largest internet in the world. It is a three-level hierarchy composed of backbone networks (e.g., NSFNET, MILNET), mid-level networks, and sub-networks all sharing a common addressing scheme. The Internet is a multiprotocol internet.

Internet Protocol (IP). Within the Internet, information is not transmitted as a constant stream from host to host. Rather, data is broken into small packages called **packets**. The Internet protocol transports these packets over the network to the remote host routing the packets through the

fastest communication lines. The **Transmission Control Protocol** receives the packets, checks for errors, and reconstructs the message.

IP Address. The Internet address of a computer user that is displayed in numbers.

Kermit. A popular file transfer protocol developed by Columbia University. Because Kermit runs in most operating environments, it provides an easy method of file transfer. Kermit is not the same as FTP.

Mosaic. Mosaic is an Internet program designed to make use of the World Wide Web (downloadable). It requires a system with TCP/IP connectivity. It provides a graphic interface to data files all around the world, but it does not contain e-mail capacity.

Point-to-Point Protocol (PPP). This protocol provides a method for transmitting packets over serial point-to-point links.

Prospero. This is a distributed file system that provides the user with the ability to create multiple views of a single collection of files distributed across the Internet.

Protocol. A set of rules that describes, in technical terms, how something should be done. Standard protocols ensure that different types of computers can work together.

Pull-Down Menu. A menu that is retrieved by using a mouse to select it. After clicking on the appropriate icon, the menu appears on the screen.

Remote Login. Operating on a remote computer, using a protocol over a computer network, as though locally attached. (See also, Telnet).

Serial Line IP (SLIP). A protocol used to run IP over serial lines, such as telephone circuits, interconnecting two systems.

TCP/IP Transmission Control Protocol over Internet Protocol Suite. The name for a standard of over 100 protocols used to organize computers and communication devices into a network that supports services such as remote login, file transfer (FTP), and e-mail. The most important protocols are TCP and IP (Internet protocol).

Telnet. The Internet standard protocol for remote terminal connection service. Telnet allows a user at one site to interact with a remote timesharing system at another site as if the user's terminal were connected directly to the remote computer.

Transmission Control Protocol (TCP). See Internet Protocol.

Usenet. A collection of thousands of topically named newsgroups, the computers that run the protocols, and the people who read and submit Usenet news. Not all Internet hosts subscribe to Usenet and not all Usenet hosts are on the Internet.

VERONICA. A system that keeps track of many gopher menus from around the world. This gopher-based resource allows you to search Gopherspace for all the menu item titles that contain specified words.

WHOIS. An Internet program that allows users to query a data base of people and other Internet entities, such as domains, networks, and hosts, kept at the Defense Data Network-Network Information Center. The information shows a person's company name, address, phone number and e-mail address.

Wide Area Information Servers (WAIS). A system designed to retrieve information from data bases on networks. With WAIS you type words that describe what you are looking for and WAIS searches the data bases you specify to identify documents that match your request. Unlike Archie and VERONICA, WAIS looks at contents of documents rather than just titles.

World Wide Web (WWW or W3). A hypertext-based, distributed information system created by researchers at CERN in Switzerland. Users may create, edit, or browse hypertext documents. The clients and servers are freely available.

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PAVNET Online is operated by the National Institute of Justice, U.S. Department of Justice, and the Extension Service and the National Agricultural Library, U.S. Department of Agriculture. Key contacts for *PAVNET Online* are:

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The information in PAVNET Online is also available in a two-volume *Partnerships in Violence Resource Guide* and on diskette in either WordPerfect 5.1 or ASCII. Call the National Criminal Justice Reference Service, 800-851-3420 for more information.

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National Institute of Justice

Research in Brief

Jeremy Travis, Director

March 1995

Issues and Findings

Discussed in the Brief: Previous research established evidence for a "cycle of violence": people who were abused and neglected in childhood are more likely than those who were not to become involved in criminal behavior, including violent crime, later in life. This Research in Brief, the second in a series on the cycle of violence, examines the criminal consequences in adulthood of a particular type of childhood victimization: sexual abuse. It traces the same individuals studied initially, using official records of arrest and juvenile detention.

Key issues:

- Whether sexual abuse—more than other forms of childhood victimization—makes people more likely to become involved in delinquent and criminal behavior later in life.
- Whether sexual abuse during childhood makes it more likely that these victims will be charged with a sex crime as an adult.
- Whether there is a "pathway" from being sexually abused as a child, to running away as a juvenile, to being arrested for prostitution as an adult.

continued on page 2

Victims of Childhood Sexual Abuse— Later Criminal Consequences

by Cathy Spatz Widom

Over the past 25 years, much has been written about the "cycle of violence" or the "intergenerational transmission of violence." These terms refer to the possible negative consequences later in life for children who are sexually or physically abused or neglected. These consequences include an increased potential for violent behavior. In earlier work the researcher examined criminal records on more than 1,500 individuals to determine whether the experience of abuse or neglect during childhood increased the likelihood of arrest as a juvenile or young adult. The research clearly revealed that a childhood history of physical abuse predisposes the survivor to violence in later years, and that victims of neglect are more likely to engage in later violent criminal behavior as well.

Of all types of childhood maltreatment, physical abuse was the most likely to be associated with arrest for a violent crime later in life. The group next most likely to be arrested for a violent offense were those who had experienced neglect in childhood, a finding of particular interest. Though a more "passive" form of maltreatment, neglect has been associated with an array of developmental problems, and the finding extended that array to include greater risk of later criminal violence.¹

Focus on sexual abuse

This Research in Brief reports the findings from an analysis of a specific type of maltreatment—childhood sexual abuse—and its possible association with criminal behavior later in life.² Using the same cases of individuals studied previously, the researcher sought to find out whether those who had been sexually abused were more likely to engage in later delinquent and criminal behavior than those who had experienced the other types of abuse. Is there an "inevitable" or likely progression from being sexually victimized in childhood to being charged with an offense in adulthood, particularly sex offenses.

This examination is part of a two-phase study of the long-term consequences of childhood abuse and neglect. The findings reported here are from the first phase, which used the arrest records of juveniles and adults to measure the criminal consequences of being maltreated. In the second phase, now underway, interviews are being conducted in an attempt to draw a more complete picture of such consequences. The researcher is looking at criminal behavior that may not have been included in official records and at other negative outcomes, including mental health, educational, substance abuse, and other

Issues and Findings

continued . . .

Key findings:

- People who were sexually victimized during childhood are at higher risk of arrest for committing crimes as adults, including sex crimes, than are people who did not suffer sexual or physical abuse or neglect during childhood. However, the risk of arrest for childhood sexual abuse victims as adults is no higher than for victims of other types of childhood abuse and neglect.
- The vast majority of childhood sexual abuse victims are not arrested for sex crimes or any other crimes as adults.
- Compared to victims of childhood physical abuse and neglect, victims of childhood sexual abuse are at greater risk of being arrested for one type of sex crime: prostitution.
- For the specific sex crimes of rape and sodomy, victims of physical abuse tended to be at greater risk for committing those crimes than were sexual abuse victims and people who had not been victimized.
- What might seem to be a logical progression from childhood sexual abuse to running away to prostitution was not borne out. The adults arrested for prostitution were not the runaways identified in this study.

Target audience: Law enforcement officials, child protection service professionals, researchers, judges, family counselors, and victim service organizations and agencies.

problems. (See "Preview of Work in Progress.")

Evidence from other studies

The link between childhood sexual abuse and negative consequences for the victims later in life has been examined in clinical reports and research studies in the past two decades. Frequently reported consequences include acting-out behaviors, such as running away, truancy, conduct disorder, delinquency, promiscuity, and inappropriate sexual behavior. Studies of prostitutes have also revealed an association between sexual abuse during childhood and deviant and criminal behavior.

These and other findings have been the basis for theories linking childhood sexual abuse to the development of deviant and criminal behavior later in life. Among researchers as well as clinicians, acceptance of this link is fairly widespread. However, as a review of research into the impact of childhood sexual abuse has indicated, the empirical evidence may not be sufficient to justify this acceptance.³ And, a recent review of the long-term effects of childhood sexual abuse—which cited sexual disturbance, depression, suicide, revictimization, and postsexual abuse syndrome—noted criminal consequences only in passing.⁴

The need for a new approach

The methods used to conduct these studies make interpretation difficult. For one thing, most used retrospective self-reports of adults who had been sexually abused as children; that is, they relied on the subjects' own recall. Retrospective accounts of sexual abuse may be subject to bias or error. For example, unconscious denial (or repression of traumatic events in childhood) may prevent recollection of severe cases of childhood

sexual abuse. It is also possible that people forget or redefine their behaviors in accordance with later life circumstances and their current situation.

Another difficulty with these methods lies with their reliance on correlation. They involve data collection at only one point in time. In examining the relationship between sexual abuse and later delinquent behavior or adult criminality, it is important to ensure the correct temporal sequence of events; that is, to make certain that the incident of childhood sexual abuse clearly *preceded* (not followed) delinquency. Thus, multiple data collection points are needed. The few studies that do not rely on retrospection have investigated consequences only over relatively short periods of time.

Perhaps the most serious methodological shortcoming is the frequent lack of appropriate control or comparison groups. Childhood sexual abuse often occurs in the context of multiproblem homes, and sexual victimization of children may be only one of these problems. Without control groups, the effects of other family characteristics, such as poverty, unemployment, parental alcoholism or drug problems, or other inadequate social and family functioning, cannot be easily disentangled from the specific effects of sexual abuse.

The present study

The study posed three questions designed to shed light on the possible long-term criminal consequences of childhood sexual abuse:

- **Is there a higher risk of criminal behavior later in life?** Compared to early childhood experiences of physical abuse and neglect (and also compared to children who did not experience maltreatment, at least as documented by official records), does sexual abuse in early

childhood increase the risk of delinquent and criminal behavior?

○ **Is there a higher risk of committing sex crimes?** Are childhood sexual abuse victims more likely to commit such crimes as prostitution, rape, and sodomy?

● **Is there a link between sexual abuse, running away, and prostitution?** Is there a significant and direct relationship between early childhood sexual abuse, being arrested as a runaway as an adolescent, and, in turn, being arrested for prostitution as an adult?

How the study was conducted⁵

The study examined the official criminal histories of a large number of people whose sexual victimization during childhood had been validated. These victims of sexual abuse were compared to cases of physical abuse and neglect and to a control group of individuals who were closely matched in age, race, sex, and approximate family socioeconomic status.

The groups selected for study. The subjects were 908 individuals who had been subjected as children to abuse (physical or sexual) or neglect, and whose cases

were processed through the courts between 1967 and 1971. All were 11 years of age or younger at the time of the incident(s).

The research used a "matched cohorts" design. Such studies involve selecting groups of subjects who are similar (matched) to each other but who differ in the characteristic being studied. The "cohort" of children who had been abused or neglected was matched with the control group, which consisted of children who had not been abused or neglected.

Both groups were followed into adolescence and young adulthood to determine if they had engaged in delinquent behavior or had committed crimes as adults. At the time they were chosen for the study, none of them had as yet engaged in delinquent or criminal behavior. The major aim of this analysis was to determine whether sexual abuse during childhood puts victims at greater risk for criminal behavior later in life than do the other types of maltreatment.

Sources of information about maltreatment. Because it was important to use substantiated cases of physical and sexual abuse and neglect, the study relied on the official records of agencies that handled these cases. Detailed information about the abuse and/or neglect incident and family composition and characteristics of study subjects was obtained from the files of the juvenile court and probation department. The records of the sexual abuse cases were obtained from the juvenile court and from the adult criminal court of a metropolitan area in the Midwest.⁶

Like all sources of information, official records have certain limitations. Some incidents are not reported to law enforcement or social service agencies.

Preview of Work in Progress

If someone commits a crime but is not apprehended, the crime will not appear in official arrest records. For this reason, in studying the link between childhood victimization and negative consequences in adulthood, including criminal behavior, it is important to examine evidence from other sources. In addition, victims of childhood abuse and neglect may manifest problems other than criminal behavior later in life, and these too cannot be traced through arrest records.

The first phase of this study relied exclusively on official records to document incidents of delinquency and criminality. Because of the limitations of this type of record, the second phase, begun in 1989, used interviews. An attempt is being made to locate as many as possible of the 1,575 people who were studied during the first phase, for the in-person interviews. Since the abuse and/or neglect incidents took place some 20 years ago, most of these people had become young adults in their early 20's and 30's by the time of the interviews.

Information from the interviews is being used to document a number of long-term consequences of childhood victimization, including social, emotional, cognitive and intellectual, occupational, psychiatric, and general health outcomes. Substance abuse is also being studied. Parental alcohol use has been identified in previous research as a risk factor for child abuse, and recent research considers alcohol use to be a possible consequence of early childhood victimization. In view of these intergenerational links, the study will focus on the connections between child abuse, alcohol abuse, and violence.

In addition, because many victimized children appeared not to exhibit adverse effects of abuse and neglect, the research will examine the influence of "protective" factors that might have buffered them from developing negative outcomes, particularly violent criminal behavior.

Data collection and analysis are projected for completion in 1995, and the findings will be prepared for publication. Support received from the National Institute of Justice has been supplemented by a grant from the National Institute of Mental Health.

Moreover, the cases studied were processed before the child abuse reporting laws were passed, when many cases of sexual abuse were not brought to the attention of the authorities. For these reasons, the findings cannot be interpreted as applying to all incidents. It is more likely that they represented only the serious and extreme cases—those brought to the attention of the social service and criminal justice systems.

Types of maltreatment. The *sexual abuse* cases represented a variety of charges, from relatively nonspecific ones of “assault and battery with intent to gratify sexual desires” to more specific ones of “fondling or touching in an obscene manner,” sodomy, incest, and the like. The *physical abuse* cases included those involving injuries such as bruises, welts, burns, abrasions, lacerations, wounds, cuts, bone and skull fractures. The *neglect cases* reflected the judgment of the court that the parents’ deficiencies in child care were beyond those found acceptable by community and professional standards at the time. They represented extreme failure to provide adequate food, clothing, shelter, and medical attention.

Subgroups created for the study. A case was identified as involving sexual abuse if there was evidence in the records that the charge had been substantiated. Of these cases, most involved sexual abuse only, but some involved physical abuse and/or neglect in addition. Because exposure to these different types of abuse may have different consequences, distinctions were made. Cases involving only sexual abuse are referenced as *Sexual Abuse Only*. The others are referred to as *Sexual Abuse Plus* (sexual abuse plus physical abuse or neglect). (table 1.)

The sources of information for delinquency and crime. Finding out whether the subjects had become delinquent and/or committed crime as adults required identifying accurate sources of information about these types of behavior. The researcher decided to use official arrest records as the source, for a number of reasons. They are relatively easy to locate and contain reasonably complete information. The source of information about delinquent juveniles was the files of the juvenile probation department.

Criminal consequences

In general, people who experience *any* type of maltreatment during childhood—whether sexual abuse, physical abuse, or neglect—are more likely than people who were not maltreated to be arrested later in life. This is true for juvenile as well as adult arrests. As the figures in table 2 indicate, 26 percent of the people who were abused and/or neglected were later arrested as juveniles, compared with only 16.8 percent of the people who were not. The figures for adults also indicate a greater likelihood of arrest among people who were maltreated during childhood.

For certain specific offenses, the likelihood of arrest is also greater among people who were abused and/or neglected. (These figures are not presented in tabular format.) For example, 14.3 percent of the people who were abused or neglected as children were later charged with property crimes as juveniles, while this was true for only 8.5 percent of the controls. A similar difference in the rate of property crime arrests was found among adults. Childhood abuse and neglect were also associated with later arrest for drug-related offenses. More than 8 percent

of the individuals abused or neglected as children were arrested for these offenses as adults, compared to only 5.2 percent of the control group.

Sexual abuse. All types of abuse and neglect in childhood put people at greater risk for arrest later in life. But an important finding of this study is that, in cases of sexual abuse, the risk is no greater than for other types of maltreatment. (See table 2.) In other words, the victims of sexual abuse are no more likely than other victims to become involved with crime.

A breakdown of the types of offenses reveals one exception. People who were victimized during childhood by either physical abuse or neglect *in addition to* sexual abuse (the Sexual Abuse Plus group) were more likely than those subjected to other types of maltreatment (and also more likely than the controls) to be arrested as runaways during their juvenile years.

Likelihood of arrest for sex crimes

Could it be that additional breakdowns of types of offenses would reveal greater risk for individuals who were sexually abused in childhood? Previ-

Table 1: Types of Child Victimization Cases

Type	Number of Cases
Physical Abuse and Neglect	70
Physical Abuse Only	76
Neglect Only	609
Sexual Abuse Only	125
Sexual Abuse Plus (Sexual abuse with physical abuse and/or neglect)	28
Total	908

Table 2: Likelihood of Arrest Depending on Type of Abuse Experienced

Type of Abuse Subjects	Number of Arrests	Any Juvenile Arrest %	Any Adult Arrest %
All Cases of Abuse and Neglect	908	26.0***	28.6***
Any Sexual Abuse	153	22.2	20.3
Any Physical Abuse	146	19.9	27.4
Any Neglect	609	28.4	30.7
Control Group	667	16.8	21.0

Note: the asterisks indicate instances in which the differences between all cases of abuse/neglect and the control groups were statistically significant.

*** $p < .001$ (The probability is less than 1 in 1,000 that the occurrence could have happened by chance.)

ous research indicating that these people are more likely to be arrested for sex crimes suggests this might be the case.

Sex crimes in general. Arrest records revealed that, compared to children who had not been victimized, those who had been were more likely to be arrested for sex crimes. Thus, experiencing any type of abuse/neglect in childhood increases the risk for sex crimes. Children who were sexually abused were about as likely as neglect victims to be arrested for any sex crime and less likely than victims of physical abuse. (See table 3.)

Calculating the *odds* that abused and neglected children will subsequently be arrested for sex crimes as adults confirmed the statistics on likelihood of arrest. For abused and neglected children in general, the odds of being arrested as adults for a sex crime were higher than for nonvictims. Among sexually abused children, the odds were 4.7 times higher. Among physically abused children, the odds of arrest as adults for a sex crime were only a bit less—more than four times higher than for the controls. Neglected children were also at an

increased risk of subsequent arrest for a sex crime (2.2 times the rate for the controls). (See table 3.)

Specific sex crimes. The study also looked at various types of sex crimes, and the breakdown revealed more complexity. The differences among the groups in arrest for one particular sex crime, prostitution, were significant. Arrests for this crime were rare, but child sex abuse victims were more likely to be charged with it than were victims of physical abuse and neglect. (Table 4.) The same is true for the odds. Among children who were sexually abused, the odds are 27.7 times higher than for the control group of being arrested for prostitution as an adult.⁷ For rape or sodomy, childhood victims of physical abuse were found to be at higher risk of arrest than either other victims or the controls, and the odds of arrest for these crimes were 7.6 times higher than for the controls.

From sexual abuse to running away to prostitution—Is the path inevitable? It may seem logical to assume that children who are sexually abused follow a direct path from being victimized to becoming a runaway as

an adolescent, and then becoming a prostitute as an adult. The findings of the current research support the first part of this relationship; 5.8 percent of abused and neglected children became runaways, compared with only 2.4 percent of the controls.

As noted earlier, the researcher found that sexually abused children were more likely than other victims to be arrested for prostitution as adults, and the odds were higher that a sexually abused child would be charged with prostitution as an adult (table 4). But are juvenile runaways subsequently charged with prostitution? The researcher looked at all runaways in the sample studied, both the victimized groups and the control group. When some of these runaways became adults, they were charged with sex crimes. None of the runaways were arrested for prostitution, however.

Thus, the findings do not support the notion of a direct causal link between childhood victimization, becoming a runaway, and in turn being arrested for prostitution. Some adults were found to be arrested for prostitution, but they were not the runaways in this sample.

Understanding the aftermath of childhood sexual abuse

All types of childhood abuse and neglect put the victims at higher risk for criminal behavior. However, the particular type of victimization suffered by children who are sexually abused does not set them apart. It does not put them at an even higher risk of arrest, for they are no more likely than children who are physically abused or neglected to be charged with a crime later in life.

Table 3: Likelihood and Odds of Being Arrested for Any Sex Crime^a

Type of Childhood Victimization	Number of Subjects	Likelihood ^b %	Odds ^c
Any Sexual Abuse	153	3.9	4.7
Any Physical Abuse	146	6.2	4.1
Any Neglect	609	3.6	2.2
Control Group	667	1.6	—

^aSex crimes include prostitution, incest, child molestation, rape, sodomy, assault and battery with intent to gratify, peeping, public indecency, criminal deviant conduct, and contributing to the delinquency of a minor.

^bp<.02

^cThe numbers are odds ratios. They depict the odds that a person who has experienced a certain type of childhood abuse or neglect will commit a sex crime. Thus, for example, the odds that a childhood sexual abuse victim will be arrested as an adult for any sex crime is 4.7 times higher than for people in the control group, who experienced no victimization as children. (In calculating these odds, sex, age, and race were taken into account.)

The same is true for sex crimes. People victimized by sexual abuse as children are also significantly more likely than nonvictims to be arrested for a sex crime, although no more so than victims of physical abuse and neglect.

This similarity among all three groups of maltreatment victims suggests that for sexual abuse victims, the criminal effect later in life may result not from the specifically sexual nature of the incident but rather from the trauma and stress of these early childhood experiences or society's response to them.

For prostitution, the likelihood is greater. For prostitution, findings were consistent with those of previous studies: childhood sexual abuse victims run a greater risk than other maltreatment victims of being arrested for prostitution. The percentage of sexual abuse victims arrested for this offense was low, however (3.3 percent).

From runaway to prostitute? As noted earlier, while the findings support the existence of a link between

sexual abuse in childhood and becoming a runaway as a juvenile, they do not support a subsequent link to adult prostitution. That is, being arrested as an adolescent runaway does not predispose people who were sexually abused as children to be arrested for prostitution as adults.

The current research is limited because of its exclusive reliance on official criminal histories. Certainly, such records underestimate the number of runaways, since many of them may be brought to the attention of social service agencies without being arrested. For this reason, other types of data should be examined. However, the fact that none of the runaways identified in this study were arrested for prostitution (while other individuals were) suggests that the connection is at least not as strong as would have been previously thought.

Other sex crimes. Childhood sexual abuse victims were not at greater risk later in life of arrest for rape or sodomy. Rather, the findings reveal an

association between these crimes and childhood physical abuse, not sexual abuse. Males who were physically abused in childhood showed a greater tendency than other abused and neglected children and the controls to be arrested for these types of sex crimes. This is consistent with earlier findings regarding the "cycle of violence," which indicated that physical abuse in childhood is associated with the highest rates of arrest for violence later in life.⁸ Thus, the violent aspect of rape rather than its sexual component or sexual motivation may explain the association. Indeed, practitioners and clinicians who work with these victims commonly refer to rape as a crime of violence, not simply a sex crime.

Patterns of offending

Tentative evidence is offered here to support the notion that when sexual abuse is differentiated by type, the subsequent patterns of juvenile and adult offending are also different. The *Sexual Abuse Plus* group tended to be at greater risk for running away, particularly compared to the other abuse and neglect groups and the controls. Other analysis showed this group more often victimized by family members or relatives in their own homes than the *Sexual Abuse Only* group. If one's home is abusive in multiple ways, it is not surprising that the victims would resort to running away as an escape.

These tentative differences suggest that studies of the long-term consequences of childhood sexual abuse might find it worthwhile to disaggregate sexual abuse experiences into groups consisting exclusively of sexual abuse and groups consisting of sexual abuse in conjunction with other childhood victimization. Future research might examine the question of whether

The effect of multiple forms of abuse is additive.

Criminal behavior is not the inevitable outcome

The link between early childhood sexual abuse and later delinquent and adult criminal behavior is not inevitable. Although it is clear that individuals who were sexually abused in childhood are at increased risk of arrest as juveniles and adults, many do not become delinquents or adult criminals. In fact **the majority of the sexually abused children in this study do not have an official criminal history as adults.** Long-term consequences of childhood sexual abuse may be manifest across a number of domains of psychological distress and dysfunction, but not necessarily in criminal behavior. Delinquency and criminality represent only one possible type of outcome of childhood sexual abuse. A number of researchers have described depression, anxiety, self-destructive behavior, and low self-esteem among adults who were sexually abused in childhood. Further research with these samples is underway to document the long-term effects of childhood victimization in a broad array of outcomes. (See "Preview of Work in Progress.")

Implications for policy

In planning and implementing treatment and prevention programs for children who are sexually abused, practitioners need to keep in mind that these children are in no sense destined for later involvement in criminal behavior. Like other victims of abuse and neglect, the majority will manifest no such negative outcome, at least as evidenced by official records of arrest. However, interventions need to be grounded in the knowledge that childhood victims of sexual abuse, as well as other types of abuse and neglect, are at increased risk for criminal involvement compared to nonvictims.

The need to avoid projecting criminal outcomes for sexually abused children has to be balanced by awareness of the particular risks they face. For example, interventions for sexually abused children should be informed by knowing that the likelihood of becoming a juvenile runaway is not only greater than among nonvictims, but also greater than for other types of childhood maltreatment victims. In developing interventions, it is also important to consider the higher risk for later prostitution that sexual abuse victims face. The health threat posed,

not only with respect to the more conventional sexually transmitted diseases, but particularly to HIV infection, makes the need for prevention interventions directed at childhood sexual abuse even more urgent.

According to this study, child victims arrested as runaways are not arrested for prostitution as adults.

As the example of prostitution makes clear, outcomes later in life may differ with the type of victimization experienced in childhood. This makes it evident that not all types of childhood maltreatment are alike and makes it incumbent on practitioners to craft responses that meet particular needs. While practitioners need to be aware that sexually abused children are at greater risk of becoming juvenile runaways, they also need to temper that awareness with the knowledge that these runaways are not necessarily "tracked" into prostitution as adults.

Table 4: Likelihood and Odds of Being Arrested for a Specific Sex Crime

Type of Childhood Victimization	Number of Subjects	Prostitution		Rape or Sodomy	
		Likelihood ^a %	Odds ^b	Likelihood %	Odds ^b
Any Sexual Abuse	153	3.3	27.7	0.7	^c
Any Physical Abuse	146	0.7	^c	2.1	7.6
Any Neglect	609	1.5	10.2	1.1	^c
Control Group	667	0.1	—	0.4	—

^ap<.003

^bSee Note C on table 3.

^cNot statistically significant. All other findings on odds were significant at the p<.05 level.

Information from the interview phase of the study is likely to bring further nuances to light. If running away does not necessarily lead to prostitution, it may nonetheless place the victim at risk in ways that are not documented in the arrest record.

The interviews may also shed light on intervening factors that mediate between the experience of victimization in childhood and behavioral outcomes in adulthood. Again, prostitution is an example. Since prostitutes have

diverse backgrounds, it is unlikely that any single factor (for example, childhood victimization) explains their entrance into this type of life. While early sexual abuse places a child at increased risk, many other factors play a role, and these factors may emerge in the interviews. If such factors are identified, they would necessarily affect the way practitioners intervene for child victims.

Future directions

Researchers have recently begun to acknowledge that studies of the impact of childhood abuse (including sexual abuse) find substantially large groups of individuals who appear to have experienced little or no long-term negative consequences. There are a number of possible explanations, among them inadequate measurement techniques on the part of the researchers. It is also possible that some factors or characteristics of the abuse incident (less severity, for example), or some characteristics of the child (having effective coping skills, for example) or the child's environment

(having a close relationship with a supportive person, for example) may have served as a buffer from the long-term consequences. Protective factors in the lives of abused and neglected children need to be uncovered.

Future studies need to examine cases in which children appear to have overcome, or been protected from, the negative consequences of their early childhood experiences with abuse. The knowledge from such studies would have important implications for developing prevention and treatment programs for children who experience early childhood victimization. These "protective factors" are being explored as part of the study now being conducted by the present researcher.

Notes

1. A summary of this research is in Widom, Cathy Spatz, *The Cycle of Violence*, Research in Brief, Washington, D.C.: U.S. Department of Justice, National Institute of Justice, October 1992. The document can be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20849-6000; call 800-851-3420 or order through the Internet at lookncjrs@aspensys.com.
2. A fuller presentation is in Widom, C. S., and Ames, M. A., "Criminal Consequences of Childhood

Sexual Victimization," *Child Abuse and Neglect*, 18 (1994):303-318.

3. Browne, A., and Finkelhor, D., "Impact of Sexual Abuse: A Review of the Research," *Psychological Bulletin*, 99 (1986):66-77.

4. Beitchman, J. H., et al., "A Review of the Long-Term Effects of Child Sexual Abuse," *Child Abuse and Neglect*, 16 (1992):101-118.

5. A full description of the research design is in Widom, Cathy Spatz, "Child Abuse, Neglect, and Adult Behavior: Research Design and Findings on Criminality, Violence, and Child Abuse," *American Journal of Orthopsychiatry*, 59 (1989):355-67.

6. Of the 153 cases of sexual abuse, 40 were processed in juvenile court and 113 in adult criminal court.

7. In calculating the odds, the researcher controlled for the person's sex, race, and age, as these factors may affect the likelihood of being arrested for a crime.

8. See Widom, *Cycle of Violence*: 3.

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Findings and conclusions of the research reported here are those of the authors and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

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National Institute of Justice

Research in Brief

Jeremy Travis, Director

January 1995

Issues and Findings

Discussed in this Brief: An evaluation of a police patrol project to reduce gun violence, driveby shootings, and homicides in a patrol beat where the homicide rate was 20 times higher than the national average.

Key issues: Gun crime is rising rapidly nationwide, while other types of crime are falling. The need for strategies to control gun crime is critical. If police could get more guns off the street, would there be fewer gun crimes? This was the question posed by the Kansas City program.

Key findings: The results of the evaluation indicate that directed police patrols in gun crime "hot spots" can reduce gun crimes by increasing the seizures of illegally carried guns. Specific findings include:

- Gun seizures by police in the target area increased by more than 65 percent, while gun crimes declined in the target area by 49 percent (see exhibit 1).
- Neither gun crimes nor guns seized changed significantly in a similar beat several miles away, where the directed patrol was not used.
- There was no measurable displacement of gun crimes to patrol beats surrounding the target area.

continued p. 2

The Kansas City Gun Experiment

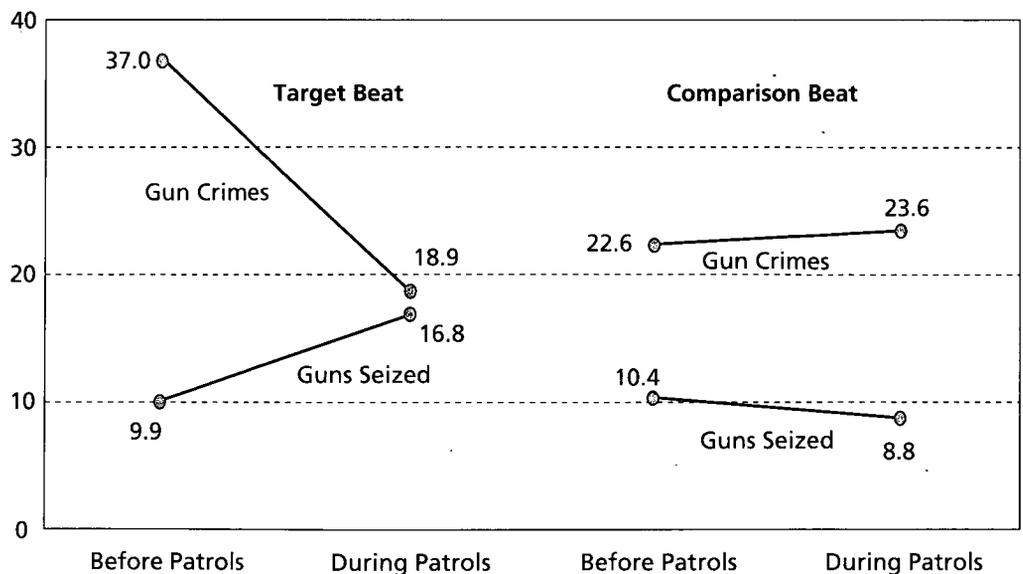
by Lawrence W. Sherman, James W. Shaw, and Dennis P. Rogan

Handgun crime is increasing rapidly throughout the Nation,¹ especially in inner-city areas where youth homicide rates have skyrocketed.² While some scholars argue that more gun carrying by law-abiding citizens may be the best deterrent to gun violence,³ others find little evidence to support that view⁴ but much more evidence that increases in gun availability produce increases in gun homicides.⁵ Still others argue that it is not the total number of guns in circulation that increases gun violence, but the carrying of guns in high-risk places at high-

risk times.⁶ This argument suggests the hypothesis that greater enforcement of existing laws against carrying concealed weapons could reduce gun crime. But this hypothesis had never been tested until the Kansas City gun experiment.

The experiment developed out of the first Federal grant awarded under the Bureau of Justice Assistance (BJA) "Weed and Seed" program in 1991. The Kansas City (Missouri) Police Department (KCPD) was given wide latitude in planning its Weed and Seed strategy. Shortly after the BJA

Exhibit 1: Firearm Offenses/Guns Seized Per 1,000 Persons



Issues and Findings

continued . . .

- Driveby shootings dropped from 7 to 1 in the target area, doubled from 6 to 12 in the comparison area, and showed no displacement to adjoining beats.
 - Homicides showed a statistically significant reduction in the target area but not in the comparison area.
 - Before and after surveys of citizens showed that respondents in the target area became less fearful of crime and more positive about their neighborhood than respondents in the comparison area.
 - An investment of 4,512 police officer-hours was associated with 29 more guns seized and 83 fewer gun crimes, or 54 patrol hours per gun crime and more than 2 gun crimes prevented per gun seized.
 - Traffic stops were the most productive method of finding guns, with an average of 1 gun found in every 28 traffic stops.
 - Two-thirds of the persons arrested for gun carrying in the target area resided outside the area.
 - Only gun crimes were affected by the directed patrols, with no changes in the number of calls for service or in the total number of violent or non-violent crimes reported.
- Target audience:** Mayors, law enforcement officials, public health officials, policymakers, community leaders, and researchers.

award to the KCPD, the National Institute of Justice (NIJ) awarded the University of Maryland a grant to evaluate the Kansas City effort. This timing allowed the police and researchers to collaborate in planning a focused program with a strong research design.

This Research in Brief explains the study's methodology and key findings, analyzes the reasons for the findings, and concludes with a discussion of policy implications.

Study design

The program was based on the theory that additional patrols would increase gun seizures, which, in turn, would reduce gun crime. Two possible mechanisms were suggested: deterrence and incapacitation. The deterrence theory assumed that if police took guns away, illegal gun carriers would become less likely to carry them in the area. The incapacitation theory as-

sumed that if enough potential gun criminals in the area had their guns seized, they would be unable to commit gun crimes—at least for as long as it took them to acquire a new gun.

Neither of these theories could be directly examined within the limits of the study. Rather, the evaluation study focused on the basic hypothesis that gun seizures and gun crime would be inversely related. From the outset, the project team recognized that confirmation of the hypothesis would not *prove* that more gun seizures result in reduced gun crime. The design could not eliminate all competing explanations that could be suggested for the results. But if an inverse correlation between gun seizures and gun crime were found, it could suggest the value of further research and development. It could also support a policy of extending the patrols, regardless of the exact reason for their effectiveness.

Exhibit 2: 1991 Characteristics of Target and Comparison Beats

Characteristic	Target Beat (144)	Comparison Beat (242)
Population	4,528	8,142
% Female	53%	56%
% Under 25	38%	41%
Median Age	32	31
% Nonwhite	92%	85%
% Age 25+ High School Graduates	53%	73%
Residential Square Blocks	80	150
Population Density Per Mile	7,075	4,308
% Single Family Housing	84%	93%
% Land Parcels Vacant	34%	14%
% Houses Owner-Occupied	63%	71%
Median Years Owned	12	10
Median Parcel Value	\$14,181	\$23,953
1991 Firearms-Related Crimes	183	252
(Rate Per 1,000)	40	31
1991 Shots Fired Incidents	86	120
(Rate Per 1,000)	19	15
1991 Driveby Shootings	24	25
(Rate Per 1,000)	5	3
1991 Homicides	8	11
(Rate Per 1,000)	1.77	1.35

Since the target area, patrol beat 144, already selected for the “Weed and Seed” grant had the second highest number of driveby shootings of any patrol beat in 1991, the police and academic team designing the experiment chose the reduction of gun crime as the principal objective of the program. The program budget for police overtime and extra patrol cars was then dedicated to getting guns off the street as cost-effectively as possible.

While the evaluation concentrated primarily on this first phase of the Weed and Seed grant, additional findings from the evaluation show what happened when the initial funding of patrols stopped (first half of 1993) and continuation funding allowed resumption of the patrols (second half of 1993).⁷

Target area. The target beat is an 80-by-10 block area with a 1991 homicide rate of 177 per 100,000 persons, or about 20 times the national average.⁸ In addition to its 8 homicides in 1991, there were 14 rapes, 72 armed robberies, 222 aggravated assaults (142 with firearms), and a total of 349 violent felonies—close to one a day. Exhibit 2 shows that the beat’s population is almost entirely nonwhite, with very low property values for the predominantly single-family detached homes. Home ownership rates are very high; more than two-thirds of all occupants own their homes.

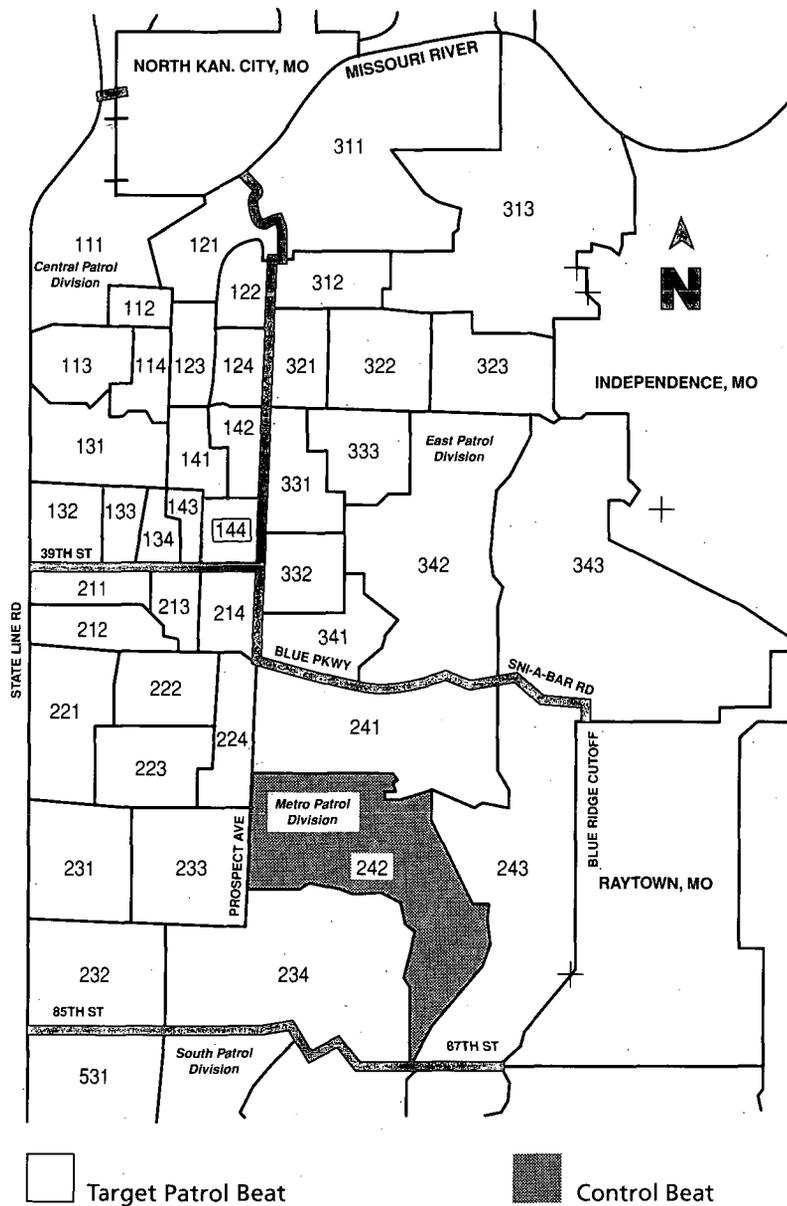
Because the program was restricted to one target patrol beat—see exhibit 3—the planning team selected a before-after comparison design. The primary basis for selecting patrol beat 242 in the Metro Patrol District was its almost identical number of driveby shootings⁹ in 1991; 25 driveby shootings in the control beat compared to 24 in beat 144.

Exhibit 2 also shows that the comparison beat, beat 242, is similar to the target beat in many ways. The major difference is that beat 242 has almost twice the population and three times the land area, including a park. The comparison beat also has slightly higher housing prices. Both beats have sub-

stantial volumes of violent crime, which provided reliable statistics for assessing trends over time.

Patrol operations. For 29 weeks, from July 7, 1992, to January 27, 1993, the Kansas City Police Department focused extra patrol attention on gun crime “hot

Exhibit 3: Kansas City, Missouri, Police Reporting Areas



spots"¹⁰ in the target area. The hot spot locations were identified by a University of Maryland computer analysis of all gun crimes in the area. The extra patrol was provided in rotation by officers from Central Patrol in a pair of two-officer cars working on overtime under the BJA-funded Weed

and Seed program. Four officers thus worked 6 hours of overtime each night from 7 p.m. to 1 a.m., 7 days a week, for a total of 176 nights, with two officers working an additional 24 nights, for a total of 200 nights, 4,512 officer-hours, and 2,256 patrol car-hours. They focused exclusively on gun de-

tection through proactive patrol and did not respond to calls for service.

While no special efforts were made to limit police activities in the comparison area, beat 242, there were no funds available for extra patrol time in that area. Several different

Trial and Error in Gun Detection

In early 1992, the success of directed patrols in Kansas City gun crime hot spots was preceded by two apparently unsuccessful attempts to detect guns. These programs are described below:

Door-to-door gun patrol. The first attempt was a comprehensive program of door-to-door visits to all 1,259 residences in the 80-block target beat 144, informing residents about a new crackdown on gun carrying and asking them to call an anonymous gun tips "hotline" if they knew of anyone carrying a gun illegally. The officers knocked on 1,410 doors in 173 hours of regular patrol time from March to May 1992, speaking with an adult at 72 percent of the occupied residences¹¹—one of the highest success rates in any door-to-door policing program.¹² Of the 786 adult residents to whom the police explained the "gun tips" program, 96 percent (756) said they would be willing to call the hotline, and many were extremely enthusiastic. Unfortunately, only two calls were received. The door-to-door gun tip results reveal an important limitation on the police-citizen "partnership" concept of community-based policing. The fact that the officers were white and the area was predominantly black may have made a difference. But the fact that two-thirds of the persons later found carrying guns in the beat resided outside the area may have been more important.¹³ Residents of high crime areas may simply not have all the information police need to deal with many crime problems.

However, the door-to-door program may have produced beneficial results. Exhibit 5 (see page 7) shows that the number of gun crimes in the target beat began to fall sharply in June 1992, the month after the 10-week program of door-to-door visits was completed. Gun crimes continued to decrease up to and after the start of the hot spots patrols. The fact that the number of guns seized in beat 144 declined in the second quarter of 1992¹⁴ eliminates the high-risk gun seizure theory as an explanation of the June decrease in gun crime. The principal remaining explanations are either the deterrent effect of making all the door-to-door visits (with word of mouth spreading about a police crackdown on gun carrying), or simply random fluctuation that is evident elsewhere in the time series for the target beat—such as in the August to October 1991 period (see exhibit 5). Moreover, the second author found a drop in total serious crimes in the target beat that also began in June 1992, a finding consistent with other door-to-door patrol experiments.¹⁵ Thus, even if door-to-door visits failed to increase gun seizures, they may still have been useful for preventing gun crime and other serious crime.

Body language training. A second unsuccessful attempt to detect guns in Kansas City was a method that had worked well in New York City. Detective Robert Gallagher (retired) of the New York City Police Department trained a group of Central Patrol Division police officers in the body language "cues" he used to recognize when someone was carrying a

concealed weapon. These indicators, such as frequent touching of the waist to ensure that a gun stuffed in a belt will not fall down a pants leg, helped Gallagher make more than 1,000 arrests for carrying concealed weapons. But using the same methods, Gallagher was unable to spot any gun carriers during several nights on patrol in the most violent areas of Kansas City in June 1992.

This difference may reflect the enormous difference in density between the two cities: New York has 30 times as many people in about the same amount of land. Therefore, in New York most people walk and use public transit; in Kansas City, most people travel by car. The Kansas City officers trained to use these methods did report a few cases in which the techniques led to detection of a concealed weapon, but only 9 percent of guns were found in pedestrian checks.¹⁶

Despite these results in Kansas City, both gun tips hotlines and body language cues may still work well in other cities. The social and physical characteristics of cities vary widely, and these methods may work better in different kinds of communities. Most important, the Kansas City experience demonstrates the importance of trial and error in any city's efforts to get guns off the streets. Given the complexity of the problem, it is unrealistic to expect the first method tried to be an automatic success.

strategies for increasing gun seizures were attempted in beat 144 (see "Trial and Error in Gun Detection"), but Federal funds for extra police patrol were expended entirely upon the overtime patrols.

Measures used. Because the extra patrol hours were federally funded, separate bookkeeping was required to document the time. In addition, an onsite University of Maryland evaluator accompanied the officers on 300 hours of hot spots patrol and coded every shift activity narrative for patrol time and enforcement in and out of the area. Property room data on guns seized, computerized crime reports, calls for service data, and arrest records were analyzed for both areas under the study. No attempt was made to conduct victimization surveys, although a before and after survey of the target and comparison beats was conducted to measure citizen perceptions of the program.¹⁷

Data analyses. The data were examined several different ways. The primary analyses compared all 29 weeks of the phase 1 patrol program (July 7, 1992, through January 25, 1993, when the phase 1 funding for the special patrols expired) to the 29 weeks preceding phase 1, using difference of means tests. Other analyses added all of 1991 and 1993. The 1993 data included 6 months with no overtime patrols and phase 2 overtime patrols for 6 months in the second half of 1993. These analyses thus covered six 6-month periods, two of which had the program and four of which did not. The citizen survey analysis compared the amount and direction of before-after differences in attitudes within beats.

Both shorter and longer periods around the program were also exam-



Traffic Stops and Reasonable Suspicion

any lay people—and even some police—underestimate police powers to search for guns. When a police officer can articulate a reason for believing that a gun crime may be about to occur, the U.S. Supreme Court has ruled that the officer may pat down the outside of the suspect's clothing to check for guns (Terry v. Ohio, 392 U.S. 1, 1968). This ruling does not give police the right to stop cars or persons in an arbitrary manner. But it does imply that when police stop people for other legally sound reasons, they may find further evidence that justifies proceeding to frisk a suspect and to search the passenger compartment of the car.¹⁸ When one considers that traffic stops are the leading cause of police murders in the line of duty, the logic of this policy may be clearer, as the following true case study from Indianapolis implies:

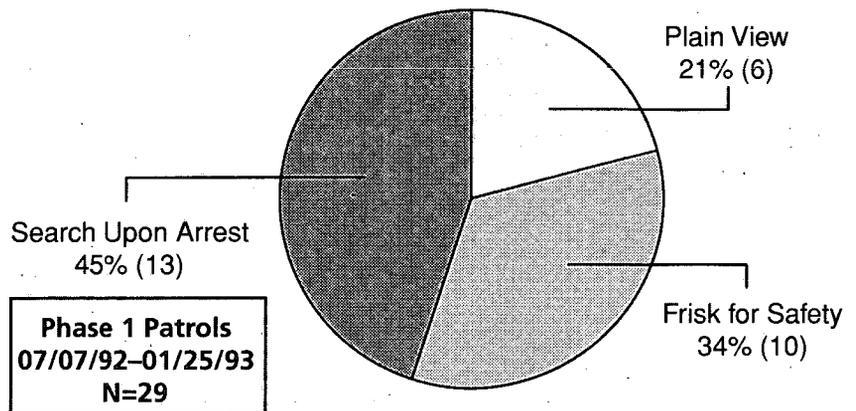
An officer stopped a car in a high crime neighborhood for running a stop sign. As the officer approached the driver, he saw the driver reaching into a belt pack. He then directed the driver to get out of the car so he could pat down the belt pack. Feeling hard metal inside, the officer

opened the pack and found a small revolver.

The evidentiary standard of reasonable suspicion is necessarily lower than the standard of probable cause, which is the level of evidence required to justify an arrest. In the case study, the driver could not have been arrested for reaching into his belt pack. But the behavior did provide a basis for articulating why the officer thought the driver might have had a gun. Only after the gun was actually found was there sufficient evidence to make an arrest for carrying a concealed weapon without a permit. But the articulable suspicion allowed the officer to detect the hidden evidence in a lawful and constitutional manner.

Other methods used in Kansas City included looking into the car for guns in plain view on the seat or the floor and looking for body language of pedestrians for telltale signs of a gun stuffed inside a suspect's clothing. Consent searches of glove compartments or car trunks are also legal, as long as the consent is truly voluntary.

How Hot Spot Patrols Seized Guns



ined for overall impact. Autoregressive moving averages (ARIMA) models were used to compare gun crime in the 52 weeks before and after the patrols in both the target and comparison beats. Standard chi-square tests were used to compare 1991 versus 1992 differences in gun crimes for all four quarters, as well as both half-years, in both target and comparison beats. No matter how the data were examined, the results were similar.

The program in action

Patrol activity. Officers reported spending 3.27 car-hours of the 12 car-hours per night actually patrolling the target area (27 percent), for a total of 1,218 officer-hours of potential gun detection and visible patrol presence in the area. The officers thus spent 70 percent of their time processing arrests and performing other patrol-related duties, as well as some patrol work outside the target area.

Despite their limited time in the area, the officers generated a lot of activity. Both in and out of target beat 144, the directed patrols issued 1,090 traffic citations, conducted 948 car checks and 532 pedestrian checks, and made 170 State or Federal arrests and 446 city arrests, for an average of 1 police intervention for every 40 minutes per patrol car. There is some evidence that activity levels declined during October through January, just as street activity usually does at the onset of colder weather.¹⁹ The average number of car checks made per day, for example, began at a high of 6.5 in July, and dropped to a low of 3.2 in November, but time in the target area, miles driven, and traffic citations issued did not change substantially during the first 6-month period.

The actual techniques the officers used to find guns varied, from frisks and searches incident to arrest on other charges to safety frisks associated with car stops for traffic violations (see exhibit 3).²⁰ Every arrest for carrying concealed weapons had to be approved for adequate articulable suspicion with a supervisory detective's signature.

Results of increased patrol

Gun seizures. The federally funded hot spots patrol officers found 29 guns in addition to the 47 guns seized in the target beat by other police units during phase 1 (second half of 1992), increasing total guns found in the beat by 65 percent over the previous 6-month period and almost tripling the number of guns found during car checks. The ratio of guns seized to directed patrol time in the target area was 1 gun per 156 hours, but the ratio to time actually spent in the area (and not processing arrests) was 1 gun per 84 hours and 1 gun per 28 traffic stops. Overall, there was an increase from 46 guns seized in beat 144 in the first half of 1992 to 76 seized in the last half.

Once the guns were seized, most of them were then permanently removed from the streets. Not all of the guns were carried illegally; about one-fifth (14) of the total 76 guns seized in the target area during phase 1, and 4 of the 29 guns seized by the extra hot spots patrols were confiscated by police for "safekeeping," a practice followed by many police agencies when officers have reason to believe gun violence may otherwise occur. While guns taken for this reason are usually returned to their registered owners upon application at the property room, the process can take several days to several weeks to complete. Illegally carried guns, on the other hand, are destroyed by Kansas City police and not returned to circulation.

Gun crime. There were 169 gun crimes in the target area in the 29 weeks prior to the hot spots patrols, but only 86 gun crimes in the 29 weeks during the phase 1 patrols—a 49 percent decrease, with 83 fewer gun crimes (see exhibit 4). This change was statistically significant in both a test of differences of means

Exhibit 4: Gun Crimes Before and During Phase 1 by Beat

Beat	Before 12/17/91-7/6/92	During 7/7/92-1/25/93	%Change
Target (144)	169	86	-49%*
Comparison (242)	184	192	+4%
Adjoining Target			
141	76	57	-25%
142	106	84	-21%
143	39	44	+13%
213	143	158	+10%
214	104	138	+33%
331	143	175	+22%
332	153	160	+5%
All Kansas City	4,359	4,287	-2%

* Statistically significant t value, P < .05. Before and during weekly gun crime means were tested for significant differences in all areas displayed. Only the target area showed enough change for it to be unlikely a result of chance or random fluctuation.

-test) for that period, and in an ARIMA model covering an even longer before and after period.²¹

The comparison beat 242 showed a slight drop in guns seized, from 85 in the first half to 72 in the second half of 1992. It also showed a slight increase in gun crimes, from 184 in the 29 weeks before the program to 192 gun crimes in the 29 weeks during the program (see exhibit 5). Neither change was statistically significant.²²

In addition, while gun crime dropped in beat 144, none of the seven contiguous beats showed any significant change in gun crime, as exhibit 5 shows for the 29 weeks before and after tests. Both the

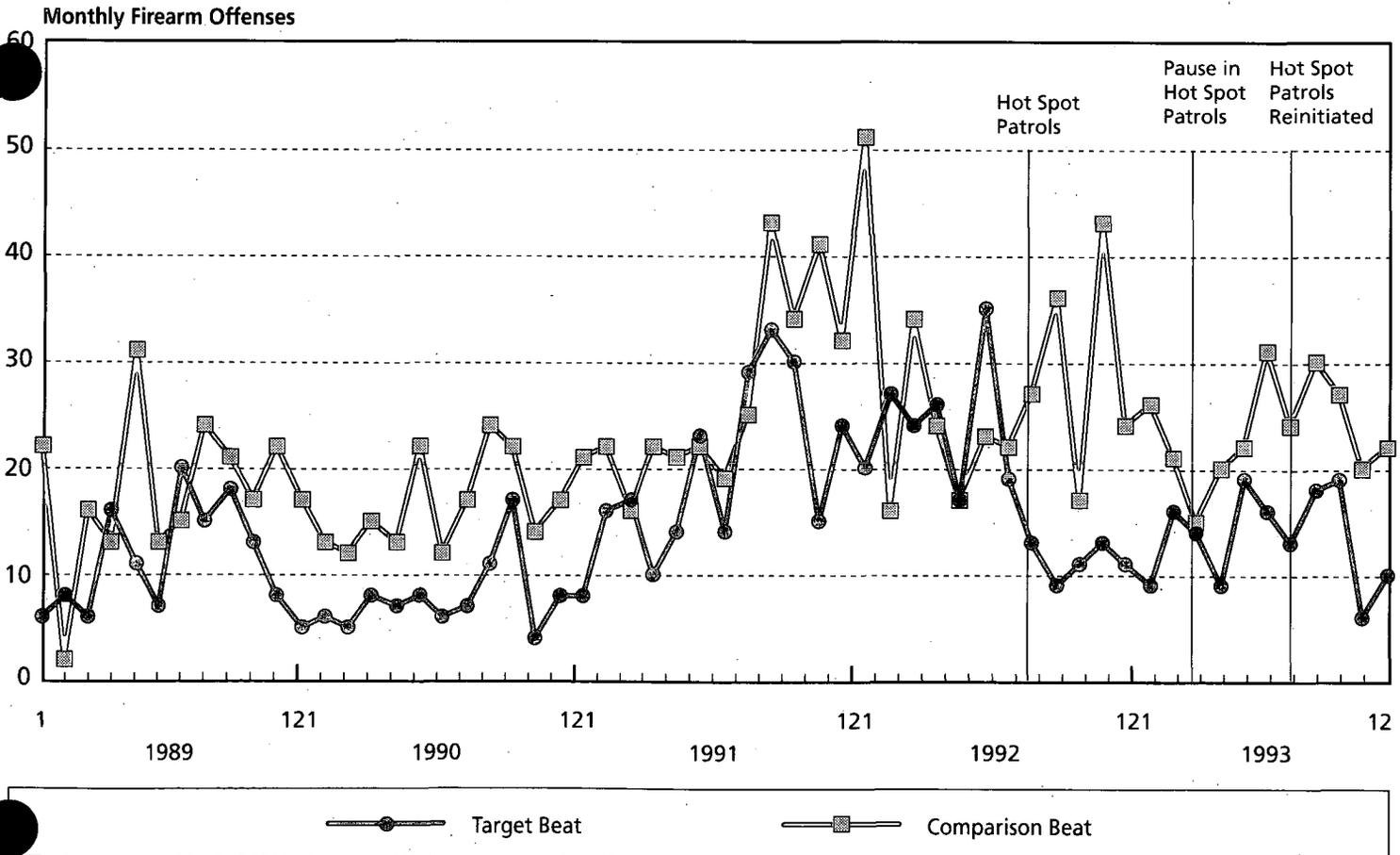
increases and decreases in gun crime found across the contiguous beats were small enough to have occurred by chance. The 52 weeks before and after special tests (ARIMA models) showed significant reductions in gun crimes in beats 141 and 143.

Driveby shootings. Driveby shootings in beat 144 dropped significantly during both 6-month periods of hot spots patrols (second halves of 1992 and 1993) compared to the 6-month periods without them. The same analysis showed no differences in the beats surrounding 144 and an increase in the comparison beat 242.²³

Homicides. Homicides were also significantly lower in beat 144 during the two 6-month program periods than in other 6-month periods, from 1991 through 1993, while there were no significant differences in homicides across those periods in comparison beat 242.

Other crimes. Neither total calls for police service, calls about violence, property or disorder crimes, total offense reports, nor property or violent offenses showed any effect of the increased patrol. There were no changes in these measures in either the target or comparison area. The target area hot spots patrols focused specifically on guns, and their effects were limited to gun crimes.

Exhibit 5: Total Offenses With Firearms by Month in Target and Comparison Beats



Community perceptions. Community surveys before and after the intensive patrols showed that respondents in the target area, beat 144, became less fearful of crime and more satisfied with their neighborhood than respondents in the comparison beat 242. Target area respondents also perceived less physical and social disorder after phase 1. While target beat respondents were only marginally more likely to say that the shooting problem had gotten better and no more likely to say that overall crime problems had improved, they were significantly more likely than comparison area respondents to say that neighborhood drug problems had gotten better.

When the experimental period was over, crimes involving firearms gradually increased again for 5 months in the first half of 1993, consistent with

the typical police crackdowns pattern.²⁴ When the phase 2 patrols began in the second half of 1993, gun crimes dropped again, although not as consistently as in phase 1.

Analysis of the gun crime reduction

Assuming that there are 100,000 handguns in Kansas City,²⁵ the seizure of 29 handguns may be considered a drop in the bucket, an implausible reason for any significant reduction in gun crime (Exhibit 6 indicates how gun crime was defined and recorded). But there are at least three plausible theories for how the patrols may have caused a reduction in gun crime: high-risk places, high-risk offenders, and deterrence.

High-risk places. One scholar has argued that most guns are not at immedi-

ate risk of being used in crime.²⁶ Guns seized by police in high gun crime areas at high crime times may be far more at risk of imminent use in crimes than the average handgun. Another researcher estimated that for each new cohort of 100 guns, 33 uses of those guns in crime are reported.²⁷ Those uses could be heavily concentrated among the small fraction of that cohort that are carried in gun crime hot spots.

Still, criminals may easily replace guns seized by police. Connecting the 29 guns seized to the 83 gun crimes prevented may thus require a further assumption that gun crime is more likely to be a spontaneous incident of opportunity than a planned event and is relatively infrequent in the career of any criminal. The contrary assumption—that criminals with guns commit many gun offenses in a 6-month period in the same small area—may be harder to defend. Even if the suspects who lose their guns to police quickly replace them, the opportune circumstances for the crimes prevented by the guns being seized might not recur as quickly.

High-risk offenders. Some gun carriers, of course, may be far more frequent gun users than others. If 10 percent of the 170 State and Federal arrests by directed patrols captured high frequency gun users and if the arrestees spent the next 6 months in jail on serious charges from outstanding warrants, then the program's incapacitation of those 17 offenders alone may have prevented 83 gun crimes—a not implausible average of 5 gun offenses each or less than 1 per month.

Deterrence. Deterrence of gun carrying may be an even more plausible

Exhibit 6: Gun Crimes

"Gun crimes" are defined as any offense report in which the use of a gun by an offender is reported. The data presented in this report include the following offense types reported as gun crimes on one or more occasions in either the target or comparison area during the year before and after the initiation of the hot spot patrols (July 7, 1991, to July 6, 1993):

Offense Type	Beat 144 (Target Area)	Beat 242 (Comparison Area)
Criminal Homicide	10	30
Rape	6	5
Armed Robbery and Attempts	124	222
Aggravated Assault	293	409
Aggravated Assault on Police	3	1
Burglary	0	1
Simple Assault (gun pointed)	1	0
Destruction of Property	18	38
Kidnapping	0	1
Casualty Injury (firearm)	2	4
Suicide and Attempts	1	1
Totals	468	712

cause of reduced gun crime. The 29 extra gun seizures, 1,434 traffic and pedestrian stops, or the total of 3,186 arrests, traffic citations, and other police encounters, could have specifically deterred potential gun criminals who encountered police. Visibility of police encounters in the hot spots may have also created a general deterrent effect among those who were not checked by police. This argument appears plausible enough to conclude that directed patrols can reduce gun crime, regardless of the theoretical rationale.

Conclusion

The most important conclusion from this evaluation is that police can increase the number of guns seized in high gun crime areas at relatively modest cost. Directed patrol around gun crime hot spots is about three times more cost-effective than normal uniformed police activity citywide, on average, in getting guns off the street.²⁸ The raw numbers of guns seized in each beat may not be impressively large, but the impact of even small increases in guns seized in decreasing the percentage of gun crimes can be substantial. If a city wants to adopt this policy in a high gun crime area, this experiment proves that it can be successfully implemented.

There is still much more to be learned, however, about the entire process of gun detection and seizure by police. Until recently, it has not been a priority of either police administrators or researchers to understand or encour-

age the factors leading to gun seizures. Little is known about differences across police agencies or police officers in their respective rates of gun detection, and it is not even known how many more guns could be detected if patrol officers generally were given more direction and training in how to locate guns in the course of their routine activities. What is clear from the Kansas City gun experiment is that a focus on gun detection, with freedom from answering calls for service, can make regular beat officers working on overtime very productive.

Officer safety. A related conclusion is that gun detection does not require large tactical operations. Some police agencies require three to five patrol cars to be present at gun patrol car stops in high gun crime areas, primarily for reasons of officer safety. Yet in the Kansas City experiment, with 20 times the national homicide rate, a pair of two-officer cars working independently was able to increase gun seizures by 65 percent. No gun attacks on officers were reported in the course of these patrols, and no one was injured. Rather than assigning three to five cars to one traffic stop, police agencies could disperse those cars over a wider area to obtain even greater numbers of guns seized from the same investment in police patrols. Whether that will increase the risk of officer injury in the long run is impossible to say. But whatever the level of that risk, the Kansas City officers were willing to assume it without hesitation.

Cautions. Now that police know how to increase gun seizures in target areas, the key question is whether that policy will reduce gun crime without total displacement. The Kansas City evidence suggests that the policy can reduce gun crime without local displacement. Only repeated tests of the hypothesis, however, will show whether the policy can predictably produce that result. Previous NIJ research has also reported unreplicated findings,²⁹ only to have replications show more mixed results.³⁰ The need for replications is a major caution for interpreting any research results.

Intensified gun patrols also need other cautions. They could conceivably have negative effects on police-community relations or be a waste of time and money. They could also pose great risks to officer safety. They could even provoke more crime by making youths subjected to traffic stops more defiant of conventional society.³¹

All of these hazards are possible but unknown. The tradeoff is the well-known risk of gun violence, which is extremely high in many inner cities and still rising. Firearm crimes in Indianapolis, for example, have risen by 220 percent since 1988. In October 1994, the Indianapolis Police Department implemented a citywide policy implied by the Kansas City results in gun crime hot spots. Whether a citywide program can succeed in doing what Kansas City did in a small area is an important next question for both research and policy.

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13. See Shaw, 260.
14. See Shaw, table 9.
15. See Shaw, figure 14.
16. See Shaw, 107 and 263.
17. See Shaw, chapter 7.
18. See *Pennsylvania v. Mimms*, 434 U.S. 106 (1977); *Michigan v. Long*, 436 U.S. 1032 (1983).
19. See Shaw, 243.
20. See *Terry v. Ohio* in 392 U.S. 1 (1968).
21. There were two reasons for extending the ARIMA model to cover 52 weeks before and 52 weeks after the phase 1 startup date of July 7, 1992. One is that ARIMA models generally require more data points than the 29 actual program weeks for more reliable estimates and the elimination of such factors as seasonality. This is true even though there is no specific minimum requirement. The other reason is that under police crackdown theory (see Sherman, 1990), it was predicted that the effects of the hot spots patrols would linger as a form of residual deterrence even after cessation.
22. No difference was found either in 29-week before/after t-test or a 52-week before/after ARIMA model.
23. KCPD data on driveby shootings in beats contiguous to the target beat are not displayed but are available from the authors upon request.
24. Sherman, Lawrence, "Police Crackdowns: Initial and Residual Deterrence," In M. Tonry and N. Morris, eds., *Crime and Justice: A Review of Research*, Chicago: University of Chicago Press, 1990.
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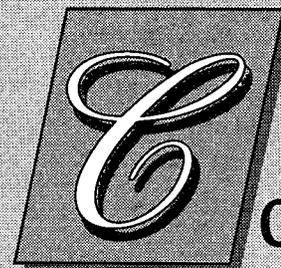
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OSJP Program Summary



Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

Program Summary

A Publication of the
Office of Juvenile Justice and Delinquency Prevention

Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination and Planning Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 43 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

OJJDP provides leadership, direction, and resources to the juvenile justice community to help prevent and control delinquency throughout the country.

Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

Program Summary

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

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The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

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Introduction

The serious and violent crime rate among juveniles has increased sharply in the past few years. Juveniles account for an increasing share of all violent crimes in the United States. A small portion of juvenile offenders accounts for the bulk of all serious and violent juvenile crime. Simultaneously, the number of juveniles taken into custody has increased, as has the number of juveniles waived or transferred to the criminal justice system. Admissions to juvenile facilities are at their highest levels ever, and an increasing percentage of these facilities are operating over capacity. Unfortunately, the already strained juvenile justice system does not have adequate fiscal and programmatic resources to identify serious, violent, and chronic offenders and to intervene effectively with them.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has developed a comprehensive strategy for dealing with serious, violent, and chronic juvenile offenders.* This program can be implemented at the State, county, or local levels. The program background, rationale, principles, and components are set forth in this strategy paper.

Prior to developing this new program, OJJDP reviewed relevant statistics, research, and program evaluations. This review was conducted to develop a clearer understanding of serious, violent, and chronic juvenile delinquency issues, trends, and effective delinquency prevention, treatment, and control approaches. Detailed information on statistics, research, and program evaluations is set forth in the appendix. A brief overview follows.

Statistics

Violent delinquent behavior

Violent juvenile crime has been increasing. Nationwide self-reported measures of delinquent behavior indicate an increase in certain violent acts: aggravated assault and robbery (Osgood et al., 1989). National victimization surveys show that the rate of juvenile victimization for violent offenses has also increased during the latter part of the 1980's (Bureau of Justice Statistics, 1993).

*Which juveniles are determined to be serious, violent, or chronic offenders is an important matter. The consequences of being placed in one of these categories are critical to the allocation of scarce treatment resources. In some jurisdictions, identification of a juvenile as a serious, violent, or chronic offender determines how a juvenile is "handled" in the system, for example, whether a juvenile is subject to established minimum periods of secure confinement or subject to criminal court jurisdiction. Generally, such determinations are made at the State and local levels.

OJJDP has developed the following definitions of serious, violent, and chronic juvenile offenders for purposes of this program. Definitions used in various research and statistics-gathering efforts often vary.

Juvenile refers to a person under the age established by a State to determine when an individual is no longer subject to original juvenile court jurisdiction for (any) criminal misconduct. While this age is 18 in a majority of jurisdictions, it ranges from 16 to 19 years of age. Serious juvenile offenders are those adjudicated delinquent for committing any felony offense, including larceny or theft, burglary or breaking and entering, extortion, arson, and drug trafficking or other controlled dangerous substance violations. Violent juvenile offenders are those serious juvenile offenders adjudicated delinquent for one of the following felony offenses—homicide, rape or other felony sex offenses, mayhem, kidnapping, robbery, or aggravated assault. Chronic juvenile offenders are juveniles adjudicated delinquent for committing three or more delinquent offenses. These definitions include juveniles convicted in criminal court for particular offense types.

An informative discussion of the research and issues involved in formulating a working definition of these and related terms is found in Mathias, 1984, chapter two, "Strategic Planning in Juvenile Justice—Defining the Toughest Kids."

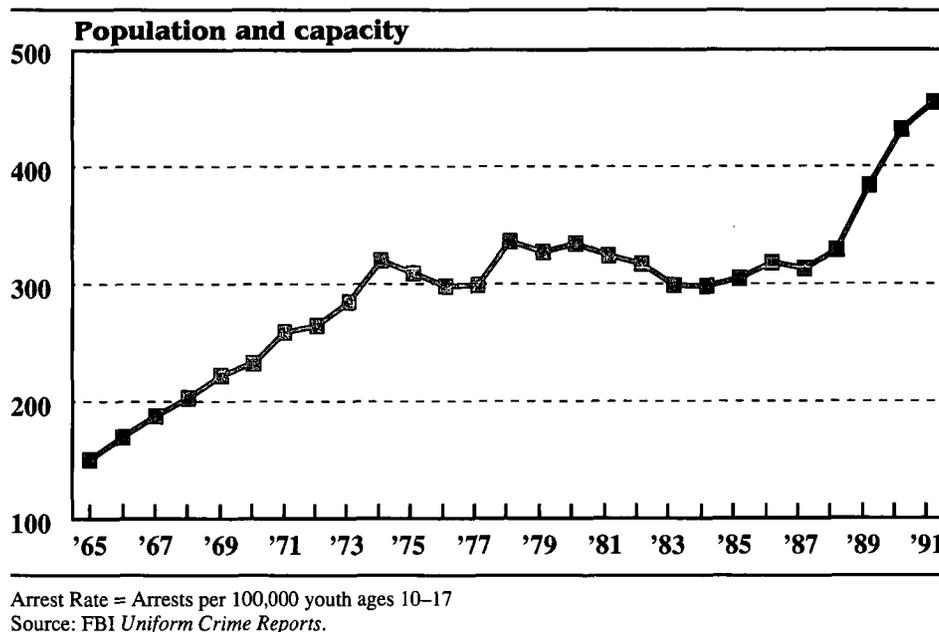
A small portion of juvenile offenders accounts for the bulk of all serious and violent juvenile crime.

Gang violence has risen drastically in a number of large cities.

Arrests and crime rates

Juvenile arrests are increasing, particularly for violent offenses. Juvenile arrests for violent crimes increased 41 percent from 1982–1991. In 1991, the juvenile arrest rate for violent offenses reached its highest level in history. In the 10-year period between 1982 and 1991, the number of juvenile arrests for murder increased by 93 percent and aggravated assault arrests increased by 72 percent (Snyder, 1993). (See figure 1 for violent crime index arrest rates from the FBI's *Uniform Crime Reports* for the period 1965 to 1991.)

Figure 1: Violent Crime Index Arrest Rates



Gang crime and drugs

The national scope and seriousness of the youth gang problem have increased sharply since the late 1970's and early 1980's. Gang violence has risen drastically in a number of large cities. Moreover, gangs have emerged in many middle-sized and smaller cities and suburban communities across the country. Youth gangs are becoming more violent, and gangs increasingly serve as a way for members to engage in illegal money-making activity, including street-level drug trafficking (Miller, 1982; Spergel et al., 1991).

Juvenile court

Juvenile court caseloads are increasing, largely as a result of increasing violent delinquency. From 1986 through 1990, the number of delinquency cases actually disposed by juvenile courts increased 10 percent. During the

same period, juvenile courts disposed of 31 percent more violent cases, including 64 percent more homicide and 48 percent more aggravated assault cases (Snyder et al., 1993a).

Confinement

Admissions to juvenile detention and corrections facilities are increasing, resulting in crowded facilities with attendant problems such as institutional violence and suicidal behavior. Admissions to juvenile facilities rose after 1984, reaching an all-time high in 1990 with the largest increase in detention (Krisberg et al., 1992). Forty-seven percent of confined juveniles are in detention and correctional facilities in which the population exceeds the facility design capacity. More than half of the detained and incarcerated population in 1991 were held for nonviolent offenses (Parent et al., 1993). (See figures 2, 3, and 4 for published statistics on juvenile confinement in public facilities and figure 5 for detained delinquency case trends by race and offense for 1985 and 1989.)

More than half of the detained and incarcerated population in 1991 were held for non-violent offenses.

**Figure 2: U.S. Juveniles in Custody in Public Juvenile Facilities
1-Day Counts by Reason for Custody and Sex, 1991**

Public facilities	Total (N=57,661)	Males (N=51,282)	Females (N=6,379)
Delinquent offenses	95%	97.3%	80.7%
1. Violent	19	20.5	10.3
2. Other personal	12	12.1	9.4
3. Serious property	24	24.4	17.1
4. Other property	12	12.5	12.9
5. Alcohol offenses	1	1.0	1.0
6. Drug-related offenses	10	10.4	5.3
7. Public order offenses	4	4.4	5.4
8. Probation/parole violations	8	7.2	12.9
9. Other	5	4.8	6.4
Status offenses	3	1.8	12.9
Nonoffenders	1	0.7	4.2
Voluntary commitments	1	0.2	2.2

Offense categories include the following offenses:

Violent: murder, nonnegligent manslaughter, forcible rape, robbery, aggravated assault.

Other personal: negligent manslaughter, assault, sexual assault.

Serious property: burglary, arson, larceny-theft, motor vehicle theft.

Other property: vandalism, forgery, counterfeiting, fraud, stolen property, unauthorized vehicle use.

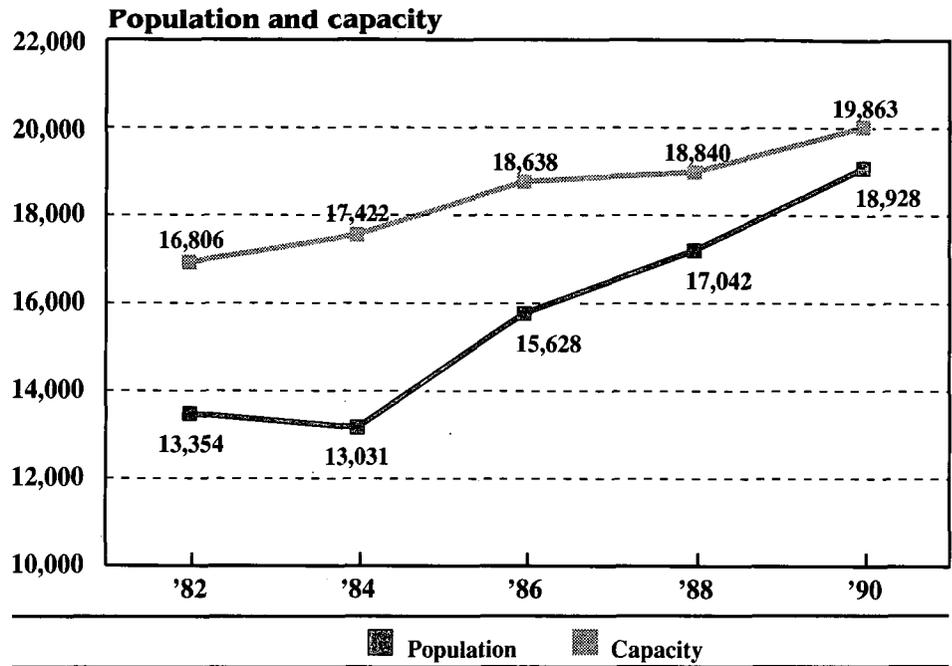
Public order: alcohol offenses, drug-related offenses, public order offenses.

Status: offenses not considered crimes if committed by adults.

Nonoffenders: dependency, neglect, abuse, emotional disturbance, retardation, other.

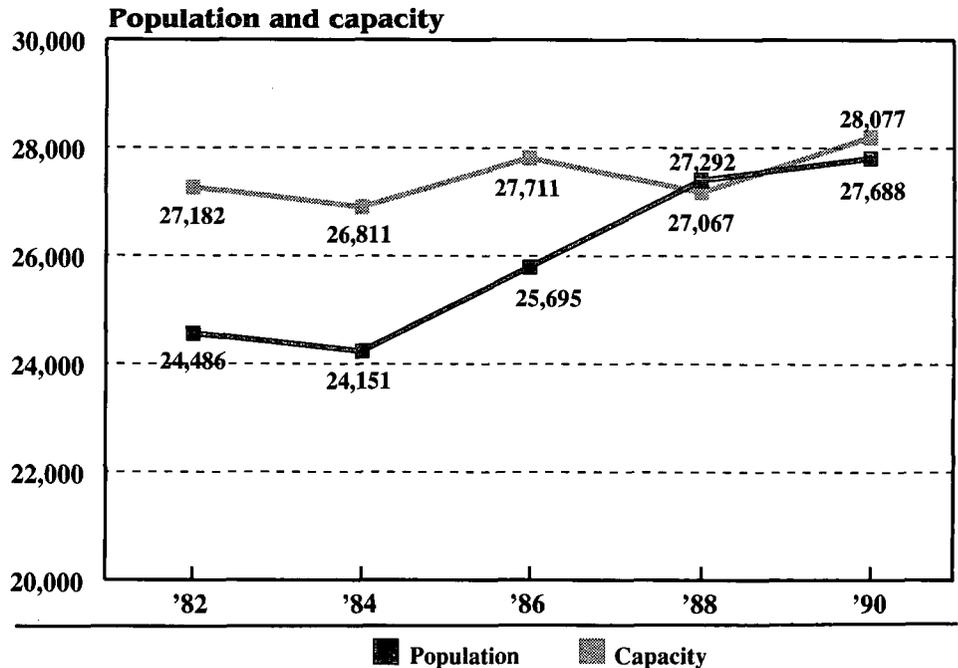
Source: 1991 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities: Census day 2/15/91.

Figure 3: U.S. Public Detention Centers Capacity and Average Daily Population, 1982-1990



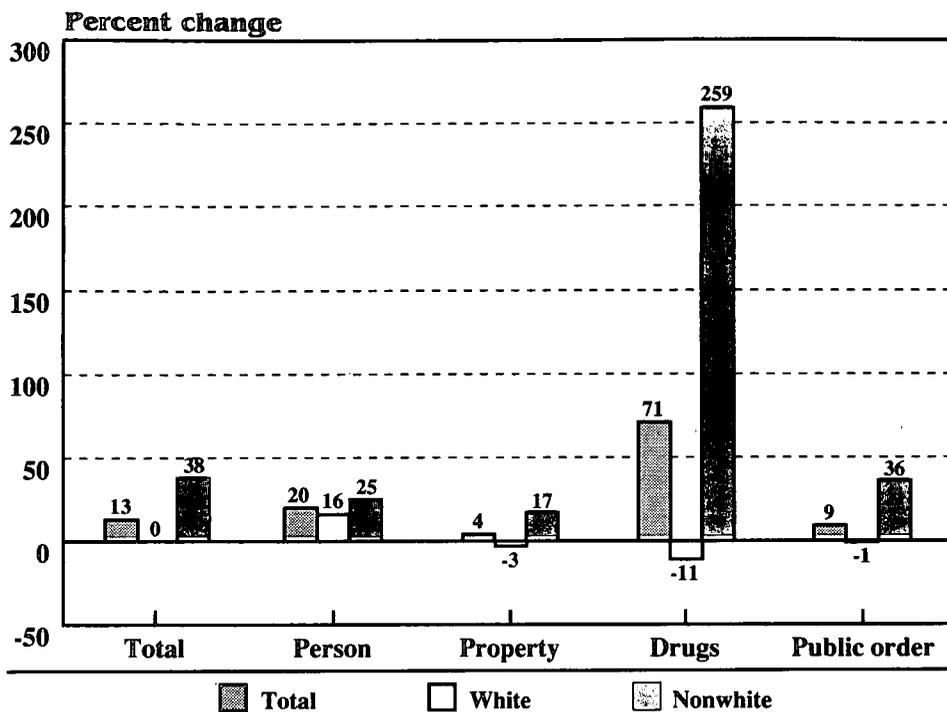
Source: 1983-1991 Census of Public Juvenile Detention, Correctional and Shelter Facilities.

Figure 4: U.S. Public Training Schools Capacity and Average Daily Population, 1982-1990



Source: 1983-1991 Census of Public Juvenile Detention, Correctional and Shelter Facilities.

Figure 5: Detained Delinquency Case Trends by Race and Offense, 1985 and 1989



Source: National Center of Juvenile Justice, a special analysis of 1989 data from the National Juvenile Court Data Archive.

Between 1984 and 1990, the number of annual admissions of juveniles to adult prisons increased 30 percent, from 9,078 to 11,782.

Waivers and imprisonment

Juvenile cases handled in criminal courts have increased, resulting in increased numbers of juveniles placed in crowded adult prisons. The number of juvenile cases handled in criminal courts is unknown, but it is estimated to be as many as 200,000 cases in 1990 (Snyder, 1993b). Judicial waivers to criminal court increased 78 percent between 1985 and 1989 (Snyder et al., 1993a). Between 1984 and 1990, the number of annual admissions of juveniles to adult prisons increased 30 percent, from 9,078 to 11,782 (OJJDP, 1991, 1993).

Research

Serious, violent, and chronic juvenile offenders

Evidence continues to mount that a small proportion of offenders commit most of the serious and violent juvenile crimes. The Philadelphia birth cohort study (Wolfgang, Figlio, and Sellin, 1972), found that "chronic offenders" (five or more police contacts) constituted 6 percent of the cohort and 18 percent of the delinquents. They were responsible for 62 percent of all offenses and about two-thirds of all violent offenses. Other studies have found similar results (Strasburg, 1978; Hamparian et al., 1978; Shannon, 1988; Huizinga, Loeber, and Thornberry, 1993).

"Serious violent offenders, on average, commit 132 delinquent offenses annually with 8 of them being "serious violent" offenses.

Analysis of self-reported measures of violent offending employed in the National Youth Survey (NYS) for the period 1976 to 1980 indicates that from ages 12 to 17, about 5 percent of juveniles at each age were classified as "serious violent" (a combination of both serious and violent offense categories) offenders. "Serious violent" offenders, on average, commit 132 delinquent offenses annually with 8 of them being "serious violent" offenses. Most serious and violent juvenile careers last about 1 year, and nearly 10 percent of "serious violent" offenders have a career length of 5 years or more (Elliott et al., 1986).

Causes of serious, violent, and chronic juvenile crime

Recent research has documented the behavioral pathways and factors that contribute to serious, violent, and chronic juvenile crime. OJJDP's Program of Research on the Causes and Correlates of Delinquency conducted a longitudinal study in three sites using common measures and oversampling of high-risk youth. The major factors influencing delinquency were identified as delinquent peer groups, poor school performance, high-crime neighborhoods, weak family attachments, and lack of consistent discipline and behavioral monitoring. The study identified three developmental pathways to chronic delinquency—overt pathway (from aggression, to fighting, to violence), covert pathway (from minor covert behavior, to property damage, to serious delinquency), and authority conflict pathway (from stubborn behavior, to defiance, to authority avoidance) (Huizinga, Loeber, and Thornberry, 1992). This research provides the basis for designing prevention programs and intervention strategies.

Behavioral factors that contribute to serious, violent, and chronic juvenile crime:

- Delinquent peer groups.
- Poor school performance.
- High-crime neighborhoods.
- Weak family attachments.
- Lack of consistent discipline.
- Physical or sexual abuse.

A link has also been found to exist between childhood victimization and delinquent behavior. Greater risk exists for violent offending when a child is physically abused or neglected early in life. Such a child is more likely to begin violent offending earlier and to be more involved in such offending than children who have not been abused or neglected (Widom, 1989; Smith and Thornberry, 1993).

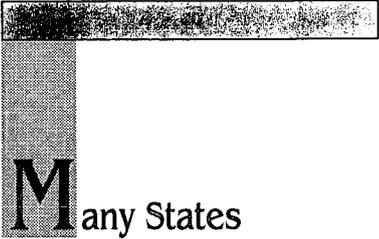
Program evaluations

Effective intervention strategies and programs for serious, violent, and chronic delinquents have been documented. A comprehensive delinquency prevention program model, called the "social development model," has been demonstrated to be effective in preventing serious and violent juvenile delinquency (Hawkins and Catalano, 1992). This model specifies programs that enhance protective factors, or buffers, against delinquent behavior for implementation at key points in the chronological or social development of the child. Interventions must begin early in family life.

A wide array of intervention models for delinquent juveniles has been found to be effective in treating and rehabilitating offenders. Intensive Supervision Programs have been found to be effective for many serious and violent juvenile offenders, obviating the need for secure incarceration (Krisberg et al., 1989a). OJJDP has also developed an intensive aftercare model designed to successfully reintegrate high-risk juvenile parolees back into the community (Altschuler and Armstrong, 1992).

Evaluations demonstrate that innovative programs, including secure and nonsecure community-based programs, can be used effectively as alternatives to incarceration for many serious and violent juvenile offenders. Examples of these types of programs include a day treatment and education program operated by Associated Marine Institutes (AMI); the Florida Environmental Institute's (FEI) wilderness camp for juveniles who would otherwise be sent to adult prisons; and intensive family-based, multisystemic therapy (MST) programs, which have been effective with serious juvenile offenders in several localities (Krisberg, 1992). OJJDP's Violent Juvenile Offender Program demonstrated that most violent juvenile offenders could be successfully rehabilitated through intensive treatment in small secure facilities (Fagan et al., 1984, 1984a; Fagan, 1990, 1990a). Other effective community-based programs include the Broward County, Florida, Home Detention Program; the Juvenile Alternative Work Service programs in Orange County and Los Angeles, California; the Seattle, Washington-based Homebuilders program; and the KEY Outreach and Tracking program in Massachusetts (National Coalition of State Juvenile Justice Advisory Groups, 1993).

Many States are successfully closing their large congregate care training schools and replacing them with secure and nonsecure community-based residential programs and nonresidential alternatives. Massachusetts was the first State to close its training schools in the 1970's and replace them with a network of decentralized community services and a few small secure-care units for violent juvenile offenders. As a consequence, Massachusetts has saved about \$11 million per year (Krisberg et al., 1989). Utah, Pennsylvania, Maryland, and Florida have also closed training schools and begun to implement community-based systems (Lerner, 1990).



Many States are successfully closing their large congregate care training schools and replacing them with secure and nonsecure community-based residential programs and nonresidential alternatives.



Comprehensive strategy for serious, violent, and chronic juvenile offenders

General principles

The following general principles provide a framework to guide our efforts in the battle to prevent delinquent conduct and reduce juvenile involvement in serious, violent, and chronic delinquency:

- **Strengthen the family** in its primary responsibility to instill moral values and provide guidance and support to children. Where there is no functional family unit, a family surrogate should be established and assisted to guide and nurture the child.
- **Support core social institutions**—schools, religious institutions, and community organizations—in their roles of developing capable, mature, and responsible youth. A goal of each of these societal institutions should be to ensure that children have the opportunity and support to mature into productive law-abiding citizens. A nurturing community environment requires that core social institutions be actively involved in the lives of youth. Community organizations include public and private youth-serving agencies; neighborhood groups; and business and commercial organizations providing employment, training, and other meaningful economic opportunities for youth.
- **Promote delinquency prevention** as the most cost-effective approach to dealing with juvenile delinquency. Families, schools, religious institutions, and community organizations, including citizen volunteers and the private sector, must be enlisted in the Nation's delinquency prevention efforts. These core socializing institutions must be strengthened and assisted in their efforts to ensure that children have the opportunity to become capable and responsible citizens. When children engage in "acting out" behavior, such as status offenses, the family and community, in concert with child welfare agencies, must take primary responsibility for responding with appropriate treatment and support services. Communities must take the lead in designing and building comprehensive prevention approaches that address known risk factors and target other youth at risk of delinquency.
- **Intervene immediately and effectively when delinquent behavior occurs** to successfully prevent delinquent offenders from becoming chronic offenders or progressively committing more serious and violent crimes. Initial intervention efforts, under an umbrella of system authorities (police, intake, and probation), should be centered in the family and other core societal institutions. Juvenile justice system authorities should ensure that an appropriate response occurs and act quickly and firmly if the need for formal system adjudication and sanctions has been demonstrated.
- **Identify and control the small group of serious, violent, and chronic juvenile offenders** who have committed felony offenses or have failed to respond to intervention and nonsecure community-based treatment and rehabilitation services offered by the juvenile justice system. Measures to

Communities must take the lead in designing and building comprehensive prevention approaches that address known risk factors and target other youth at risk of delinquency.

Under OJJDP's comprehensive strategy, it is the family and community, supported by our core social institutions, that have primary responsibility for meeting the basic socializing needs of our Nation's children.

address delinquent offenders who are a threat to community safety may include placements in secure community-based facilities or, when necessary, training schools and other secure juvenile facilities.

Under OJJDP's comprehensive strategy, it is the family and community, supported by our core social institutions, that have **primary** responsibility for meeting the basic socializing needs of our Nation's children. Socially harmful conduct, acting-out behavior, and delinquency may be signs of the family being unable to meet its responsibility. It is at these times that the community must support and assist the family in the socialization process, particularly for youth at the greatest risk of delinquency.

Key principles for preventing and reducing juvenile delinquency

- Strengthen families.
- Support core social institutions.
- Promote prevention strategies and programs.
- Intervene immediately and effectively when delinquent behavior occurs.
- Identify and control the small percentage of serious, violent, and chronic juvenile offenders.

The proposed strategy incorporates two principal components: (1) preventing youth from becoming delinquent by focusing prevention programs on at-risk youth; and (2) improving the juvenile justice system response to delinquent offenders through a system of graduated sanctions and a continuum of treatment alternatives that include immediate intervention, intermediate sanctions, and community-based corrections sanctions, incorporating restitution and community service when appropriate.

Target populations

The **initial target population** for prevention programs is juveniles at risk of involvement in delinquent activity. While primary delinquency prevention programs provide services to all youth wishing to participate, maximum impact on future delinquent conduct can be achieved by seeking to identify and involve in prevention programs youth at greatest risk of involvement in delinquent activity. This includes youth who exhibit known risk factors for future delinquency; drug and alcohol abuse; and youth who have had contact with the juvenile justice system as nonoffenders (neglected, abused, and dependent), status offenders (runaways, truants, alcohol offenders, and incorrigibles), or minor delinquent offenders.

The **next target population** is youth, both male and female, who have committed delinquent (criminal) acts, including juvenile offenders who evidence a high likelihood of becoming, or who already are, serious, violent, or chronic offenders.

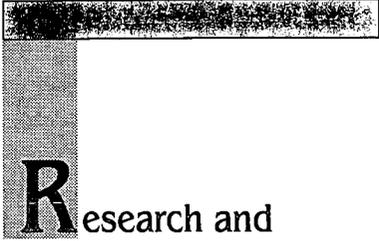
Program rationale

What can communities and the juvenile justice system do to prevent the development of and interrupt the progression of delinquent and criminal careers? Juvenile justice agencies and programs are one part of a larger picture that involves many other local agencies and programs that are responsible for working with at-risk youth and their families. It is important that juvenile delinquency prevention and intervention programs are integrated with local police, social service, child welfare, school, and family preservation programs and that these programs reflect local community determinations of the most pressing problems and program priorities. Establishing **community planning teams** that include a broad base of participants drawn from local government and the community (e.g., community-based youth development organizations, schools, law enforcement, social service agencies, civic organizations, religious groups, parents, and teens) will help create consensus on priorities and services to be provided as well as build support for a comprehensive program approach that draws on all sectors of the community for participation. Comprehensive approaches to delinquency prevention and intervention will require collaborative efforts between the juvenile justice system and other service provision systems, including mental health, health, child welfare, and education. Developing mechanisms that effectively link these different service providers at the program level will need to be an important component of every community's comprehensive plan.

Evidence suggests that a risk reduction and protective factor enhancement approach to prevention is effective. Risk factors include the family, the school, the peer group, the community, and characteristics of juveniles themselves. The more risk factors present in a community, the greater the likelihood of youth problems in that community as children are exposed to those risk factors. Prevention strategies will need to be comprehensive, addressing each of the risk factors as they relate to the **chronological development** of children being served.

Research and experience in intervention and treatment programming suggest that a highly structured system of graduated sanctions holds significant promise. The goal of graduated sanctions is to increase the effectiveness of the juvenile justice system in responding to juveniles who have committed criminal acts. The system's limited resources have diminished its ability to respond effectively to serious, violent, and chronic juvenile crime. This trend must be reversed by empowering the juvenile justice system to provide accountability and treatment resources to juveniles. This includes gender-specific programs for female offenders, whose rates of delinquency have generally been increasing faster than males in recent years, and who now account for 23 percent of juvenile arrests. It will also require programs for special needs populations such as sex offenders, mentally retarded, emotionally disturbed, and learning disabled delinquents.

The graduated sanctions approach is designed to provide immediate intervention at the first offense to ensure that the juvenile's misbehavior is addressed by the family and community or through formal adjudication and sanctions by the juvenile justice system, as appropriate. Graduated sanctions include a range of intermediate sanctions and secure corrections options to provide intensive



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treatment that serves the juvenile's needs, provides accountability, and protects the public. They offer an array of referral and dispositional resources for law enforcement, juvenile courts, and juvenile corrections officials. The graduated sanctions component requires that the juvenile justice system's capacity to identify, process, evaluate, refer, and track delinquent offenders be enhanced.

The juvenile justice system

The juvenile justice system plays a key role in protecting and guiding juveniles, including responding to juvenile delinquency. Law enforcement plays a key role by conducting investigations, making custody and arrest determinations, or exercising discretionary release authority. Police should be trained in community-based policing techniques and provided with program resources that focus on community youth, such as Police Athletic Leagues and the Drug Abuse Resistance Education (DARE) Program.

The traditional role of the juvenile and family court is to treat and rehabilitate the dependent or wayward minor, using an individualized approach and tailoring its response to the particular needs of the child and family, with goals of: (1) responding to the needs of troubled youth and their families; (2) providing due process while recognizing the rights of the victim; (3) rehabilitating the juvenile offender; and (4) protecting both the juvenile and the public. While juvenile and family courts have been successful in responding to the bulk of youth problems to meet these goals, new ways of organizing and focusing the resources of the juvenile justice system are required to effectively address serious, violent, and chronic juvenile crime. These methods might include the establishment of unified family courts with jurisdiction over all civil and criminal matters affecting the family.

A recent statement by the National Council of Juvenile and Family Court Judges (NCJFCJ) succinctly describes the critical role of the court:

The Courts must protect children and families when private and other public institutions are unable or fail to meet their obligations. The protection of society by correcting children who break the law, the preservation and reformation of families, and the protection of children from abuse and neglect are missions of the Court. When the family falters, when the basic needs of children go unmet, when the behavior of children is destructive and goes unchecked, juvenile and family courts must respond. The Court is society's official means of holding itself accountable for the well-being of its children and family unit (NCJFCJ, "Children and Families First, A Mandate for Change," 1993).

Earlier, NCJFCJ developed 38 recommendations regarding serious juvenile offenders and related issues facing the juvenile court system. These issues included confidentiality of the juvenile offender and his or her family, transfer of a juvenile offender to adult court, and effective treatment of the serious juvenile offender (NCJFCJ, 1984).

Finally, juvenile corrections has the responsibility to provide treatment services that will rehabilitate the juvenile and minimize his or her chances of

reoffending. Juvenile courts and corrections will benefit from a system that makes a continuum of services available that respond to each juvenile's needs.

The juvenile justice system, armed with resources and knowledge that permit matching juveniles with appropriate treatment programs while holding them accountable, can have a positive and lasting impact on the reduction of delinquency. Developing effective case management and management information systems (MIS) will be integral to this effort. OJJDP will provide leadership in building system capacity at the State and local levels to take maximum advantage of available knowledge and resources.

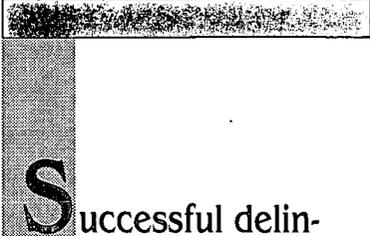
Delinquency prevention

Most juvenile delinquency efforts have been unsuccessful because of their negative approach—attempting to keep juveniles from misbehaving. Positive approaches that emphasize opportunities for healthy social, physical, and mental development have a much greater likelihood of success. Another weakness of past delinquency prevention efforts is their narrow scope, focusing on only one or two of society's institutions that have responsibility for the social development of children. Most programs have targeted either the school arena or the family. Communities are an often neglected area. Successful delinquency prevention strategies must be positive in their orientation and comprehensive in their scope.

The prevention component of OJJDP's comprehensive strategy is based on a risk-focused delinquency prevention approach (Hawkins and Catalano, 1992). This approach states that to prevent a problem from occurring, the factors contributing to the development of that problem must be identified and then ways must be found (protective factors) to address and ameliorate those factors.

Research conducted over the past half century has clearly documented five categories of causes and correlates of juvenile delinquency: (1) individual characteristics such as alienation, rebelliousness, and lack of bonding to society; (2) family influences such as parental conflict, child abuse, and family history of problem behavior (substance abuse, criminality, teen pregnancy, and school dropouts); (3) school experiences such as early academic failure and lack of commitment to school; (4) peer group influences such as friends who engage in problem behavior (minor criminality, gangs, and violence); and (5) neighborhood and community factors such as economic deprivation, high rates of substance abuse and crime, and low neighborhood attachment. These categories can also be thought of as risk factors.

To counter these causes and risk factors, protective factors must be introduced. Protective factors are qualities or conditions that moderate a juvenile's exposure to risk. Research indicates that protective factors fall into three basic categories: (1) individual characteristics such as a resilient temperament and a positive social orientation; (2) bonding with prosocial family members, teachers, and friends; and (3) healthy beliefs and clear standards for behavior. While individual characteristics are inherent and difficult to change, bonding and clear standards for behavior work together and can be changed. To increase bonding,



Successful delinquency prevention strategies must be positive in their orientation and comprehensive in their scope.

The risk-focused delinquency prevention approach calls on communities to identify and understand what risk factors their children are exposed to and to implement programs that counter these risk factors.

children must be provided with opportunities to contribute to their families, schools, peer groups, and communities; skills to take advantage of opportunities; and recognition for their efforts to contribute. Simultaneously, parents, teachers, and communities need to set clear standards that endorse prosocial behavior.

The risk-focused delinquency prevention approach calls on communities to identify and understand what risk factors their children are exposed to and to implement programs that counter these risk factors. Communities must enhance protective factors that promote positive behavior, health, well-being, and personal success. Effective delinquency prevention efforts must be comprehensive, covering the five causes or risk factors described below, and correspond to the social development process.

Risk factors

- Individual characteristics.
- Family influences.
- School experiences.
- Peer group influences.
- Neighborhood and community.

Individual characteristics

Our children must be taught moral, spiritual, and civic values. The decline in inculcating these values has contributed significantly to increases in delinquent behavior. Therefore, opportunities for teaching positive values must be increased.

Youth Leadership and Service Programs can provide such opportunities and can reinforce and help internalize in children such positive individual traits as discipline, character, self-respect, responsibility, teamwork, healthy lifestyles, and good citizenship. They can also provide opportunities for personal growth, active involvement in education and vocational training, and life skills development.

A Youth Leadership and Service Program could consist of a variety of components targeted to the needs of grade school, junior high, and high school youth. Elementary and junior high school children could be assisted in achieving healthy social development through instillation in them of basic values. High school-aged youth could be supported in the development of leadership skills and community service in preparation for adulthood. The components of a Youth Leadership and Service Program may include the following types of program activities:

- Youth Service Corps.
- Adventure Training (leadership, endurance, and team building).
- Mentoring.
- Recreational.
- Summer camp.

-
- Literacy and learning disability.
 - Law-Related Education.

A variety of prevention programs address individual growth and development, including:

- Head Start.
- Boys and Girls Clubs.
- Scouting.
- 4-H Clubs.
- Recreational activities.
- Leadership and personal development.
- Health and mental health.
- Career youth development.

Family influences

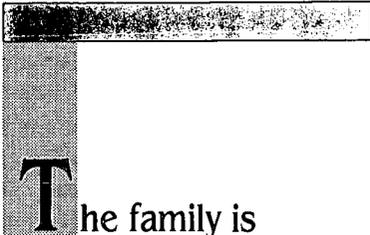
The family is the most important influence in the lives of children and the first line of defense against delinquency. Programs that strengthen the family and foster healthy growth and development of children from prenatal care through adolescence should be widely available. These programs should encourage the maintenance of a viable family unit and bonding between parent and child, and they should provide support for families in crisis. Such programs should involve other major spheres of influence such as religious institutions, schools, and community-based organizations. By working together, these organizations will have a pronounced impact on preserving the family and preventing delinquency.

To have the greatest impact, assistance must reach families **before** significant problems develop. Therefore, the concept of **earliest point of impact** should guide the development and implementation of prevention programs involving the family. Researchers in the area of juvenile delinquency and the family have found that the following **negative family involvement factors** are predictors of delinquency:

- Inadequate prenatal care.
- Parental rejection.
- Inadequate supervision and inconsistent discipline by parents.
- Family conflict, marital discord, and physical violence.
- Child abuse.

The following programs directly address negative family involvement factors and how to establish protective factors:

- Teen Abstinence and Pregnancy Prevention.
- Parent Effectiveness and Family Skills Training.



The family is the most important influence in the lives of children and the first line of defense against delinquency.

Outside the family, the school has the greatest influence in the lives of children and adolescents.

- Parent Support Groups.
- Home Instruction Program for Preschool Youngsters.
- Family Crisis Intervention Services.
- Court Appointed Special Advocates.
- Surrogate Families and Respite Care for Families in Crisis.
- Permanency Planning for Foster Children.
- Family Life Education for Teens and Parents.
- Runaway and Homeless Youth Services.

School experiences

Outside the family, the school has the greatest influence in the lives of children and adolescents. The school profoundly influences the hopes and dreams of youth.

Many of America's children bring one or more of the aforementioned risk factors to school with them, and these factors may hinder the development of their academic and social potential. School prevention programs, including traditional delinquency prevention programs not related to the school's educational mission, can assist the family and the community by identifying at-risk youth, monitoring their progress, and intervening with effective programs at critical times during a youth's development.

School-based prevention programs may include:

- Drug and Alcohol Prevention and Education.
- Bullying Prevention.
- Violence Prevention.
- Alternative Schools.
- Truancy Reduction.
- School Discipline and Safety Improvement.
- Targeted-Literacy Programs in the Primary Grades.
- Law-Related Education.
- Afterschool Programs for Latchkey Children.
- Teen Abstinence and Pregnancy Prevention.
- Values Development.
- Vocational Training.

Providing youth with structured opportunities to develop skills and contribute to the community in nonschool hours is particularly important for at-risk youth who have lower levels of personal and social support. Communities need to develop strategies and programs, such as those recommended by the Carnegie Council on Adolescent Development, to address this need.

Peer group influences

Research on the causes and correlates of delinquency confirms that associating with delinquent, drug-using peers is strongly correlated with delinquency and drug use. These relationships are mutually reinforcing. Membership in a gang is strongly related to delinquency and drug use. Those who remain in gangs over long periods of time have high rates of delinquency, particularly during active gang membership.

Peer leadership groups offer an effective means of encouraging leaders of delinquency-prone groups to establish friendships with more conventional peers. These groups have been established in schools, at all levels, across the country. As noted above, school-based afterschool programs for latchkey children also provide the same function for children at high risk for negative influences. Crime prevention programs that educate youth on how to prevent juvenile violence and crime and provide opportunities for youth to actually work on solving specific community delinquency problems are another effective way of encouraging peer leadership.

Promising approaches have been identified for combating juvenile gangs. "Community mobilization" appears to be effective in cities with chronic gang problems and in cities where the gang problem is just beginning. Other promising preventive options include efforts to dissolve associations with delinquent peers and develop alternative behaviors that promote moral development and reject violence as a means of resolving interpersonal disputes. Opportunities to achieve success in conventional, nondelinquent activities are also imperative.

The following programs reflect these principles:

- Gang Prevention and Intervention.
- Conflict Resolution—Peer Mediation.
- Peer Counseling and Tutoring.
- Self-Help Fellowship for Peer Groups.
- Individual Responsibility Training.
- Community Volunteer Service.
- Competitive Athletic Team Participation.
- Teens, Crime, and the Community.

Neighborhood and community

Children do not choose where they live. Children who live in fear of drug dealers, street violence, and gang shootings cannot enjoy childhood. Children are dependent on parents, neighbors, and police to provide a safe and secure environment in which to play, go to school, and work. Community policing can play an important role in creating a safer environment. Community police officers not only help to reduce criminal activity but also become positive role models and establish caring relationships with the youth and families in a community. Onsite neighborhood resource teams, composed of community police officers, social workers, health-care workers, housing experts, and



Peer leadership groups offer an effective means of encouraging leaders of delinquency-prone groups to establish friendships with more conventional peers.

The private-sector business community can make a major contribution through Private Industry Councils and other partnerships by providing job training, apprenticeships, and other meaningful economic opportunities for youth.

school personnel, can ensure that a wide range of problems are responded to in a timely and coordinated manner.

Also required are innovative and committed individuals, groups, and community organizations to work together to improve the quality of life in their communities and, if necessary, to reclaim the communities from gangs and other criminal elements. Such groups include youth development organizations, churches, tenant organizations, and civic groups. The private-sector business community can make a major contribution through Private Industry Councils and other partnerships by providing job training, apprenticeships, and other meaningful economic opportunities for youth.

Neighborhood and community programs include:

- ☒ Community Policing.
- ☒ Safe Havens for Youth.
- ☒ Neighborhood Mobilization for Community Safety.
- ☒ Drug-Free School Zones.
- ☒ Community Organization—Sponsored Afterschool Programs in Tutoring, Recreation, Mentoring, and Cultural Activities.
- ☒ Community and Business Partnerships.
- ☒ Foster Grandparents.
- ☒ Job Training and Apprenticeships for Youth.
- ☒ Neighborhood Watch.
- ☒ Victim Programs.

The Carnegie Council (1992), following an extensive study of adolescent development, concluded that community-based youth programs, offered by more than 17,000 organizations nationwide, can provide the critical community support necessary to prevent delinquency. This can be done, the Council concluded, through community organizations' contributions to youth development in conjunction with family- and school-focused efforts. Communities must be created that support families, educate adolescents for a global economy, and provide opportunities to develop skills during nonschool hours. The Council found that many adolescents are adrift during nonschool hours and can be actively involved in community-based programs that provide opportunities to develop a sense of importance, well-being, belonging, and active community participation. Through such programs, risks can be transformed into opportunities.

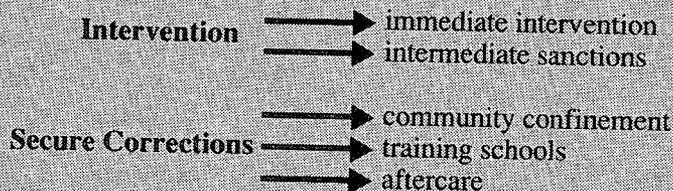
Graduated sanctions

An effective juvenile justice system program model for the treatment and rehabilitation of delinquent offenders is one that combines accountability and sanctions with increasingly intensive treatment and rehabilitation services. These graduated sanctions must be wide-ranging to fit the offense and include

both intervention and secure corrections components. The intervention component includes the use of immediate intervention and intermediate sanctions, and the secure corrections component includes the use of community confinement and incarceration in training schools, camps, and ranches.

Each of these graduated sanctions components should consist of sublevels, or gradations, that together with appropriate services constitute an integrated approach. The purpose of this approach is to stop the juvenile's further penetration into the system by inducing law-abiding behavior as early as possible through the combination of appropriate intervention and treatment sanctions. The juvenile justice system must work with law enforcement, courts, and corrections to develop reasonable, fair, and humane sanctions.

Graduated sanctions require a broad continuum of options:



At each level in the continuum, the family must continue to be integrally involved in treatment and rehabilitation efforts. Aftercare must be a formal component of all residential placements, actively involving the family and the community in supporting and reintegrating the juvenile into the community.

Programs will need to use Risk and Needs Assessments to determine the appropriate placement for the offender. Risk assessments should be based on clearly defined objective criteria that focus on (1) the seriousness of the delinquent act; (2) the potential risk for reoffending, based on the presence of risk factors; and (3) the risk to the public safety. Effective risk assessment at intake, for example, can be used to identify those juveniles who require the use of detention as well as those who can be released to parental custody or diverted to nonsecure community-based programs. Needs assessments will help ensure that (1) different types of problems are taken into account when formulating a case plan; (2) a baseline for monitoring a juvenile's progress is established; (3) periodic reassessments of treatment effectiveness are conducted; and (4) a systemwide data base of treatment needs can be used for the planning and evaluation of programs, policies, and procedures. Together, risk and needs assessments will help to allocate scarce resources more efficiently and effectively. A system of graduated sanctions requires a broad continuum of options.

The juvenile justice system must work with law enforcement, courts, and corrections to develop reasonable, fair, and humane sanctions.

Traditional probation services and sanctions have not had the resources to effectively target delinquent offenders, particularly serious, violent, and chronic offenders.

Intervention

For intervention efforts to be most effective, they must be swift, certain, consistent, and incorporate increasing sanctions, including the possible loss of freedom. As the severity of sanctions increases, so must the intensity of treatment. At each level, offenders must be aware that, should they continue to violate the law, they will be subject to more severe sanctions and could ultimately be confined in a secure setting, ranging from a secure community-based juvenile facility to a training school, camp, or ranch.

The juvenile court plays an important role in the provision of treatment and sanctions. Probation has traditionally been viewed as the court's main vehicle for delivery of treatment services and community supervision. However, traditional probation services and sanctions have not had the resources to effectively target delinquent offenders, particularly serious, violent, and chronic offenders.

The Balanced Approach to juvenile probation is a promising approach that specifies a clear and coherent framework. The Balanced Approach consists of three practical objectives: (1) Accountability; (2) Competency Development; and (3) Community Protection. Accountability refers to the requirement that offenders make amends to the victims and the community for harm caused. Competency Development requires that youth who enter the juvenile justice system should exit the system more capable of being productive and responsible citizens. Community Protection requires that the juvenile justice system ensure public safety.

The following graduated sanctions are proposed within the Intervention component:

Immediate intervention. First-time delinquent offenders (misdemeanors and nonviolent felonies) and nonserious repeat offenders (generally misdemeanor repeat offenses) must be targeted for system intervention based on their probability of becoming more serious or chronic in their delinquent activities. Nonresidential community-based programs, including prevention programs for at-risk youth, may be appropriate for many of these offenders. Such programs are small and open, located in or near the juvenile's home, and maintain community participation in program planning, operation, and evaluation. Community police officers, working as part of Neighborhood Resource Teams, can help monitor the juvenile's progress. Other offenders may require sanctions tailored to their offense(s) and their needs to deter them from committing additional crimes. The following programs apply to these offenders:

- Neighborhood Resource Teams.
- Diversion.
- Informal Probation.
- School Counselors Serving as Probation Officers.
- Home on Probation.
- Mediation (Victims).

- Community Service.
- Restitution.
- Day-Treatment Programs.
- Alcohol and Drug Abuse Treatment (Outpatient).
- Peer Juries.

Intermediate sanctions. Offenders who are inappropriate for immediate intervention (first-time serious or violent offenders) or who fail to respond successfully to immediate intervention as evidenced by reoffending (such as repeat property offenders or drug-involved juveniles) would begin with or be subject to intermediate sanctions. These sanctions may be nonresidential or residential.

Many of the serious and violent offenders at this stage may be appropriate for placement in an Intensive Supervision Program as an alternative to secure incarceration. OJJDP's Intensive Supervision of Probationers Program Model is a highly structured, continuously monitored individualized plan that consists of five phases with decreasing levels of restrictiveness: (1) Short-Term Placement in Community Confinement; (2) Day Treatment; (3) Outreach and Tracking; (4) Routine Supervision; and (5) Discharge and Followup. Other appropriate programs include:

- Drug Testing.
- Weekend Detention.
- Alcohol and Drug Abuse Treatment (Inpatient).
- Challenge Outdoor Programs.
- Community-Based Residential Programs.
- Electronic Monitoring.
- Boot Camp Facilities and Programs.

Secure corrections

The criminal behavior of many serious, violent, and chronic juvenile offenders requires the application of secure sanctions to hold these offenders accountable for their delinquent acts and to provide a structured treatment environment. Large congregate-care juvenile facilities (training schools, camps, and ranches) have not proven to be particularly effective in rehabilitating juvenile offenders. Although some continued use of these types of facilities will remain a necessary alternative for those juveniles who require enhanced security to protect the public, the establishment of small community-based facilities to provide intensive services in a secure environment offers the best hope for successful treatment of those juveniles who require a structured setting. Secure sanctions are most effective in changing future conduct when they are coupled with comprehensive treatment and rehabilitation services.

Secure sanctions are most effective in changing future conduct when they are coupled with comprehensive treatment and rehabilitation services.

The concept of community confinement provides secure confinement in small community-based facilities that offer intensive treatment and rehabilitation services.

Standard parole practices, particularly those that have a primary focus on social control, have not been effective in normalizing the behavior of high-risk juvenile parolees over the long term, and consequently, growing interest has developed in intensive aftercare programs that provide high levels of social control and treatment services. OJJDP's Intensive Community-Based Aftercare for High-Risk Juvenile Parolees Program provides an effective aftercare model:

The Intensive Aftercare Program incorporates five programmatic principles: (1) preparing youth for progressive responsibility and freedom in the community; (2) facilitating youth-community interaction and involvement; (3) working with both the offender and targeted community support systems (e.g., families, peers, schools, and employers) to facilitate constructive interaction and gradual community adjustment; (4) developing needed resources and community support; and (5) monitoring and ensuring the youth's successful reintegration into the community.

The following graduated sanctions strategies are proposed within the Secure Corrections component:

Community confinement. Offenders whose presenting offense is sufficiently serious (such as a violent felony) or who fail to respond to intermediate sanctions as evidenced by continued reoffending may be appropriate for community confinement. Offenders at this level represent the more serious (such as repeat felony drug trafficking or property offenders) and violent offenders among the juvenile justice system correctional population.

The concept of community confinement provides secure confinement in small community-based facilities that offer intensive treatment and rehabilitation services. These services include individual and group counseling, educational programs, medical services, and intensive staff supervision. Proximity to the community enables direct and regular family involvement with the treatment process as well as a phased reentry into the community that draws upon community resources and services.

Incarceration in training schools, camps, and ranches. Juveniles whose confinement in the community would constitute an ongoing threat to community safety or who have failed to respond to community-based corrections may require an extended correctional placement in training schools, camps, ranches, or other secure options that are not community-based. These facilities should offer comprehensive treatment programs for these youth with a focus on education, skills development, and vocational or employment training and experience. These juveniles may include those convicted in the criminal justice system prior to their reaching the age at which they are no longer subject to the original or extended jurisdiction of the juvenile justice system.

Expected benefits

The proposed strategy provides for a comprehensive approach in responding to delinquent conduct and serious, violent, and chronic criminal behavior, consisting of (1) community protection and public safety, (2) accountability, (3) competency development, (4) individualization, and (5) balanced representation of the interests of the community, victim, and juvenile. By taking these factors into account in each program component, a new direction in the administration of juvenile justice is fostered.

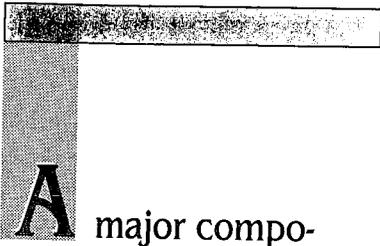
Delinquency prevention

This major component of the comprehensive strategy involves implementation of delinquency prevention technology that has been demonstrated to be effective. Prevention strategies within the major areas that influence the behavior of youth (individual development, family, school, peer group, and community) parallel the chronological development of children. Because addressing these five areas has been found to be effective in reducing future delinquency among high-risk youth, it should result in fewer children entering the juvenile justice system in demonstration sites. This would, in turn, permit concentration of system resources on fewer delinquents, thereby increasing the effectiveness of the graduated sanctions component and improving the operation of the juvenile justice system.

Graduated sanctions

This major component of the comprehensive strategy is premised on a firm belief that the juvenile justice system can effectively handle delinquent juvenile behavior through the judicious application of a range of graduated sanctions and a full continuum of treatment and rehabilitation services. Expected benefits of this approach include:

- Increased juvenile justice system responsiveness.** This program will provide additional referral and dispositional resources for law enforcement, juvenile courts, and juvenile corrections. It will also require these system components to increase their ability to identify, process, evaluate, refer, and track juvenile offenders.
- Increased juvenile accountability.** Juvenile offenders will be held accountable for their behavior, decreasing the likelihood of their development into serious, violent, or chronic offenders and tomorrow's adult criminals. The juvenile justice system will be held accountable for controlling chronic and serious delinquency while also protecting society. Communities will be held accountable for providing community-based prevention and treatment resources for juveniles.
- Decreased costs of juvenile corrections.** Applying the appropriate graduated sanctions and developing the required community-based resources should reduce significantly the need for high-cost beds in training schools. Savings from the high costs of operating these facilities could be used to provide treatment in community-based programs and facilities.



A major component of the comprehensive strategy involves implementation of delinquency prevention technology that has been demonstrated to be effective.

Followup research and rigorous evaluation of programs should produce valuable information.

- **Increased responsibility of the juvenile justice system.** Many juvenile offenders currently waived or transferred to the criminal justice system could be provided opportunities for intensive services in secure community-based settings or in long-term treatment in juvenile training schools, camps, and ranches.
- **Increased program effectiveness.** As the statistical information presented herein indicates, credible knowledge exists about *who* the chronic, serious, and violent offenders are, that is, their characteristics. Some knowledge also exists about *what* can effectively be done regarding their treatment and rehabilitation. However, more must be learned about what works best for whom under what circumstances to intervene successfully in the potential criminal careers of serious, violent, and chronic juvenile offenders. Followup research and rigorous evaluation of programs implemented as part of this strategy should produce valuable information.

Crime reduction

The combined effects of delinquency prevention and increased juvenile justice system effectiveness in intervening immediately and effectively in the lives of delinquent offenders should result in measurable decreases in delinquency in sites where the above concepts are demonstrated. In addition, long-term reduction in crime should result from fewer serious, violent, and chronic delinquents becoming adult criminal offenders.

Overview of Comprehensive Strategy

Problem Behavior ➤ *Noncriminal Misbehavior* ➤ *Delinquency* ➤ *Serious, Violent, and Chronic Offending*

Prevention
Target Population: At-Risk Youth

Graduated Sanctions
Target Population: Delinquent Youth

Programs for All Youth

Programs for Youth at Greatest Risk

Immediate Intervention

Intermediate Sanctions

Community Confinement

Training Schools

Aftercare

Youth Development Goals:

- Healthy and nurturing families.
- Safe communities.
- School attachment.
- Prosocial peer relations.
- Personal development and life skills.
- Healthy lifestyle choices.

Youth Habilitation Goals:

- Healthy family participation.
- Community reintegration.
- Educational success and skills development.
- Healthy peer network development.
- Prosocial values development.
- Healthy lifestyle choices.

Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders



Appendix

This appendix reviews statistics, research, and program information regarding serious, violent, and chronic juvenile crime. The purpose of this review was to assist the development of a major Federal initiative that targets the subject group.

Statistics

Delinquent behavior trends

National Crime Survey data indicate that between 1988 and 1990 victimizations of youth ages 12–18 for rape, robbery, and assault increased 7.5 percent, from 1,391,791 victimizations in 1988 to 1,496,416 offenses in 1990 (Bureau of Justice Statistics, 1993).

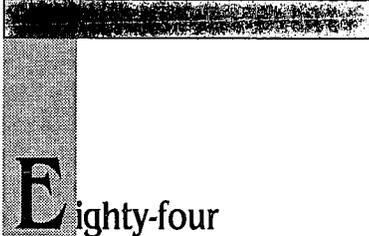
The only source of national self-reported delinquency is the “Monitoring the Future” study, an annual survey of high school seniors. This survey of 17-year-olds between 1975 and 1985 indicated a noticeable increase in assault rates and a sharp increase in robbery rates from 1981 to 1985. Measures of other forms of delinquency showed a stable or erratic trend during the study period (Osgood et al., 1989).

Analysis of self-reported measures of violent offending employed in the NYS, covering the period 1976 to 1980, indicates that (Elliott, 1986:483–503):

- From ages 12 to 17, approximately 5 percent of juveniles at each age were classified as serious violent offenders.
- Approximately 35 percent of males were classified as serious violent offenders for at least 1 year by the age of 21, compared with 11 percent of females.
- On the average, serious violent offenders commit eight serious violent offenses annually.
- On the average, each of these individuals commit 132 delinquent offenses annually, compared with 54 for serious nonviolent offenders.
- The mean length of serious violent careers is about 1 year.
- Nearly 10 percent of serious violent offenders have a career length of 5 years or more.
- Eighty-four percent of the most serious offenders had no official record.

Arrest trends

In 1991 there were an estimated 2.3 million arrests of juveniles. More than 100,000 of these arrests were for violent crimes, and more than 700,000 were for serious property crimes. These arrests represented 16 percent of all arrests,



Eighty-four percent of the most serious offenders had no official record.

Juvenile arrests for violent crimes increased 41 percent from 1982 to 1991.

33 percent of all burglary arrests, 26 percent of all robbery arrests, 16 percent of all rape arrests, 14 percent of all aggravated assault arrests, and 14 percent of all murder arrests (Snyder et al., 1993).

Juvenile arrests for violent crimes increased 41 percent from 1982 to 1991. Violent crimes with the greatest proportionate increase were murder (93 percent) and aggravated assault (72 percent). Arrests of juveniles for forcible rape increased 24 percent and robbery increased 12 percent during the 10-year period (Snyder, 1993).

Evidence exists that juveniles account for an increasingly larger share of violent crimes. The number of Violent Crime Index arrests of youth under age 18 increased 50 percent between 1987 and 1991 compared with a 25 percent increase for persons age 18 and older. Youth arrests for murder increased 85 percent compared with 21 percent for adults; youth rape arrests rose 16 percent compared with 7 percent for adults; youth robbery arrests rose 52 percent compared with 20 percent for adults; and youth aggravated assaults increased 52 percent compared with 29 percent for adults. As a result of this growth in recent years, the youth share of arrests for Violent Crime Index offenses has increased. In 1987 youth arrests accounted for less than 10 percent of all murder arrests but by 1991 youth arrests were 14 percent of the murder arrests. While the youth share of rape arrests remained constant between 1987 and 1991, the youth share of robbery arrests rose from 22 percent to 26 percent, and their share of aggravated assault arrests went from 13 percent to 14 percent. In 1991 the youth arrest rate for Violent Crime Index offenses reached its highest level in history (459 youth arrests per 100,000 youth ages 10–17) (Snyder, 1993).

Juvenile court trends

The number of delinquency cases processed by juvenile courts increased 10 percent from 1986 through 1990. This translates into 50 cases for every 1,000 juveniles in the population. The delinquency case rate increased steadily from 1986 through 1990, so that by 1990 the rate was 13 percent greater. The number of cases involving Violent Crime Index offenses increased 31 percent between 1986 and 1990, including 64 percent more criminal homicide cases, 48 percent more aggravated assault cases, and 9 percent more robbery cases. In 16,900 delinquency cases handled in 1990, the juvenile court waived its jurisdiction, transferring the cases to criminal court—an increase of 65 percent in the number of cases waived. This does not include juveniles' cases filed directly in criminal court as a result of prosecutorial discretion or legislative exclusion. Among cases waived to criminal court in 1990, 46 percent were property cases, 35 percent were person offense cases, 14 percent were drug cases, and the remaining 6 percent were public order cases. Although drug cases did not account for a large portion of waived cases, the number of drug cases waived to criminal court increased 282 percent (from 600 to 2,300 cases) between 1986 and 1990, a greater percent change than any other offense category (Snyder et al., 1993a).

Confinement trends

The number of admissions into public and private juvenile custody facilities has increased 19 percent over the past decade—from 638,309 to 760,644 facility admissions (Krisberg et al., 1992). In 1978 there were 2,220 juvenile facility admissions for every 100,000 juveniles in the population; by 1988 the admission rate had increased 34 percent to 2,974. The vast majority of admissions in 1988 were public facility admissions (81 percent), although private facilities experienced a greater increase from 1978 through 1988 in the number of admissions (104 percent compared with a 9-percent increase for public facilities). Detention center admissions accounted for 81 percent of public facility admissions in 1988 and, although the detention center proportion of admissions was relatively stable, there was an 11 percent increase from 1978 through 1988 in the number of admissions to detention centers. There was also a substantial increase in private detention center admissions (373 percent, from just under 2,000 to more than 9,000).

Criminal court handling

Nationwide data are not available to make a reliable estimate of the number of juveniles handled in criminal courts annually.* The only national study in this area was conducted by White (1978) and his colleagues, who estimated that during 1978 more than 9,000 juveniles were judicially waived to criminal court; 2,000 were referred to criminal court under concurrent jurisdiction provisions; and an additional 1,300 were criminally charged under excluded offense provisions. An additional 250,000 youth under the age of 18 faced criminal court charges due to lower ages of criminal court jurisdiction in 11 States.

Since 1978, at least three States have enacted new statutory provisions to exclude serious offenses from juvenile court jurisdiction. Five States have enacted concurrent jurisdiction legislation that gives the prosecutor authority to file certain types of cases directly in criminal court. None has lowered its upper age limit for juvenile court jurisdiction.** The National Center for Juvenile Justice has estimated that approximately 176,000 youth ages 16 and 17 were referred to criminal courts in 1990 due to lower ages of criminal court jurisdiction (Snyder, 1993b). In 1990 an estimated 17,000 juveniles were transferred to criminal court through judicial waiver or under concurrent jurisdiction provisions (Snyder et al., 1993a). If the estimated 17,000 transfers are combined with the 1990 estimated 176,000 cases of 16- and 17-year-olds handled in criminal courts due to age-related exclusions and a few thousand excluded offense cases, then about 200,000 cases involving youth below the age of 18 may have been handled by criminal courts in 1990.

*The General Accounting Office is currently conducting a study of juvenile waivers to criminal courts as required by the 1992 Amendments to the JJDP Act.

**Eighteen States now have excluded offense provisions for serious or violent crimes; 12 have concurrent jurisdiction legislation. Fifteen is the upper age of juvenile court jurisdiction in 3 States, 16 in 8 States, 17 in 39 States and the District of Columbia, and 18 in 1 State (Wyoming) (National Center for Juvenile Justice, 1993).

Since 1978, at least three States have enacted new statutory provisions to exclude serious offenses from juvenile court jurisdiction.

Over the 27-year period from 1965 to 1991, arrest rates for females ages 10-17 have remained substantially lower than the rates for males.

Imprisonment trends

Between 1984 and 1990, the number of annual admissions of juveniles to adult prisons increased 30 percent, from 9,078 to 11,782. Data from the 1987 National Correctional Reporting Program, which provided information on juvenile prison admissions for a sample of States, indicated that about 8 percent were convicted of murder or manslaughter; 40 percent were convicted of a personal offense (typically a robbery—18 percent); 48 percent were convicted for a property offense (more than half of those convicted for a property offense had burglary as their most serious offense); and about 5 percent were sentenced to prison for a drug crime (OJJDP, 1991, 1993).

Female delinquency

Over the 27-year period from 1965 to 1991 arrest rates for females ages 10-17 have remained substantially lower than the rates for males (Snyder, 1993). Between 1987 and 1991 the increase in the number of robbery arrests involving females under age 18 was greater than the increase for male youth (88-percent increase for females compared with a 49-percent increase for males). Female arrests for Property Crime Index offenses increased more than male arrests for all offenses except arson. Overall, Property Crime Index arrests increased 14 percent for females compared with 7 percent for males. In 1991 females accounted for 23 percent of all youth arrests, 12 percent of Violent Crime Index arrests, and 22 percent of Property Crime Index arrests. For both males and females the volume of juvenile court cases increased 10 percent between 1986 and 1990 (Snyder et al., 1993a). The growth in person offense cases was comparable for males and females (29 percent and 32 percent respectively). For property cases, however, the growth in case volume among females was nearly double the increase among males (13 percent compared with 7 percent). In 1990 females accounted for 19 percent of delinquency cases processed and about the same proportion of person offense and property offense cases. Females, however, accounted for a somewhat smaller proportion of drug cases (13 percent). Female delinquency cases were less likely to involve detention during court processing than were cases involving males (17 percent compared with 24 percent in 1990). Between 1978 and 1988 the number of female admissions to public and private juvenile custody facilities increased 18 percent, about the same as for males (Krisberg et al., 1992).

Research

Youth gangs

In the late 1970's, Walter Miller conducted the first nationwide study of youth gangs (Miller, 1975, 1982). The study found youth gang problems in half of the Nation's large (more than 1 million population) metropolitan areas. The 10 largest gang-problem cities contained about half the gangs. Miller estimated that 300 U.S. cities and towns contained about 2,300 youth gangs, with nearly 100,000 members. About 3,400 youth gang-related killings were reported for about 60 cities during a 13-year period ending in 1980. Miller's major conclusions were:

- By 1980 there were more gang members in the United States than at any time in the past.
- Youth gangs were active in more cities than at any other time.
- Gang crime was more lethal than any time in history; more people were shot, stabbed, and beaten to death in gang-related incidents than during any previous decade.
- Members of gangs and other groups were more heavily armed than any time in the past. Such groups have always used weapons, but the prevalence and sophistication of firearms used in the 1970's was unprecedented.
- The amount of property destruction by gangs through vandalism and arson of schools, residential and commercial buildings, and automobiles was more extensive and costly than in any previous decade.

Research designed to estimate the numbers and characteristics of youth gangs in the United States has not been conducted since Miller's study. However, Spergel and his colleagues (Spergel et al., 1990, 1991) completed a nationwide assessment of promising approaches to preventing and intervening in youth gangs. In the course of this research Spergel made the following observations:

- The scope and seriousness of the youth gang problem nationally is not clearly or reliably known. Police officials in 35 emerging and chronic gang-problem cities estimated the presence of 1,439 gangs and 120,636 gang members.
- Based on law enforcement and media reports, criminal youth gangs or gang members are to be found in nearly all 50 States.
- Evidence exists of a general increase in gang-related violence in several cities, particularly on the west coast.
- Gang members with arrest records are responsible for a disproportionate amount of violent crime. At the same time, the proportion of total violent crime committed by gang members is very low.
- Gang violence is concentrated in certain categories of violent crime, such as homicide and aggravated assault, and is concentrated in certain neighborhoods.
- Historically, youth gangs have rarely engaged in drug dealing, especially hard drugs. Recently, some youth gangs have become involved in street sale of drugs.
- The age range of gang members has expanded in recent decades. Members remain in gangs longer. Extreme gang violence is concentrated in the older teen and young adult range. The average age of the arrested gang offender is 17 to 18. The average age of the gang homicide offender is 19 to 20.
- Several observers suggest a close relationship between youth gangs and organized crime. Youth gang structures, or cliques within gangs, are sometimes seen as subunits of organized crime and are employed for purposes of drug distribution, auto theft, extortion, and burglary.

Police officials in 35 emerging and chronic gang-problem cities estimated the presence of 1,439 gangs and 120,636 gang members.

Adult courts were more than twice as likely to incarcerate the young adults as were juvenile courts to incarcerate juveniles.

Spergel's research revealed that five basic strategies have evolved in dealing with youth gangs: (1) **suppression**, (2) **social intervention**, (3) **social opportunities**, (4) **community mobilization**, and (5) **organizational development or change**. **Community mobilization**, including improved communication and joint policy and program development among justice, community-based, and grassroots organizations, appears to be an effective primary strategy in both emerging gang problem cities and in those with chronic gang problems.

Criminal (adult) court versus juvenile court

Four noteworthy studies of juveniles handled by the criminal justice system have been conducted.

Hamparian and White's (et al., 1982) study was conducted nationwide. They found:

- Most juveniles referred to adult courts for trial were not charged with personal offenses.
- Most youth tried in adult courts were convicted or pled guilty.
- Youth tried in adult courts were more likely to receive community sentences (probation or fine) than incarceration, except for the excluded offense category.
- Youth convicted as adults and sentenced to adult corrections facilities could probably expect to do more time than they would under juvenile dispositions.

The research team concluded that:

"Our research to date revealed that adult courts in 1978 ordered fines and probation in half of the cases initiated against juveniles through judicial waiver or prosecutorial mechanisms. Further, where confinements were ordered, **maximum** sentences did not exceed 1 year in over 40 percent of the cases. All of these sanctions are normally within juvenile court dispositional powers (Hamparian et al., 1982:228)."

OJJDP funded a subsequent study (White et al., 1985) comparing the outcomes of cases involving juveniles charged with "dangerous" offenses (murder, rape, aggravated assault, robbery, and burglary) in the juvenile justice system with similar cases against young defendants in the criminal justice system. Comparisons were made in nine selected sites during 1980-81. Major findings:

- Juvenile courts waived about 5 percent of the dangerous cases filed with them.
- Adult courts were slightly more likely to find offenders guilty (77 percent versus 70 percent).
- Adult courts were more than twice as likely to incarcerate the young adults as were juvenile courts to incarcerate juveniles.
- Confined young adults served considerably more time in adult prisons than did juveniles in reformatories.

- Young adults recidivated 1-1/2 times more often than did juveniles.
- The best mechanism for discriminating between those juveniles who should be tried as adults and those who should be tried as juveniles appears to be judicial waiver.

Snyder and Hutzler (1981) analyzed the handling of 360,000 juvenile cases in 10 States in 1979 and compared the flow of 1,000 adult felony cases through the adult criminal system and 1,000 serious (UCR Part I) offenders over 15 years of age through the juvenile court system. They found:

- Most violent, serious, and repeat juvenile offenders are handled by the juvenile justice, rather than criminal justice, system.
- The more serious his present offense is and the more prior delinquency referrals a juvenile has, the more likely it is that he or she will be waived to criminal court, or, if adjudicated delinquent, institutionalized.
- The juvenile court deals most severely with violent, repeat offenders.
- Although the juvenile court is less likely to incarcerate, it is much more likely to impose some sanction or supervision upon persons over 15 referred for serious offenses than is the criminal justice system upon adults referred for felonies.

Fagan (1991) compared the severity and effectiveness of juvenile and criminal court sanctions for 1,200 adolescent felony offenders, ages 15-16, arrested for robbery and burglary during 1981-82 and 1986-87, in matched counties in adjacent States where they were handled in the juvenile justice and adult systems, respectively, because of different legislative requirements.

The results showed that sanctions were more certain and about as severe in the juvenile court as in the criminal court. Recidivism rates were lower for adolescents sanctioned in the juvenile court. They were rearrested less often, at a lower rate, and after a longer crime-free interval. Adolescents sanctioned in the criminal court had higher crime rates.

Chronic juvenile offenders

The Philadelphia birth cohort study (Wolfgang, Figlio, and Sellin, 1972) found that "chronic offenders" (five or more police contacts) constituted 6 percent of the cohort and 18 percent of the delinquents. They were responsible for:

- 62 percent of all offenses.
- 68 percent of the UCR Index offenses.
- About two-thirds of all violent offenses:
 - 61 percent of homicides.
 - 75 percent of rapes.
 - 73 percent of robberies.
 - 65 percent of aggravated assaults.
 - 66 percent of the offenses that involved injuries.

The best mechanism for discriminating between those juveniles who should be tried as adults and those who should be tried as juveniles appears to be judicial waiver.

Cohort II males were much more likely than Cohort I to commit a violent index offense and showed a much higher probability of committing additional violent offenses.

A 15-year followup of a 10-percent sample of the original Philadelphia birth cohort (Wolfgang, Thornberry, and Figlio, 1987) examined the cohort's police records through age 30. This study provided important information on the extent to which chronic juvenile offenders maintained their deviant careers through their early adult years. The study found that offenses increased in seriousness into adulthood, arrests declined steadily after age 18 (providing initial documentation of the "maturation process"), and about one-quarter of the adults had no records as juveniles.

The replication study focused on the cohort of some 28,000 children born in Philadelphia in 1958 who attended school there between the ages of 10 and 17. Cohort II males were much more likely than Cohort I to commit a Violent Crime Index offense and showed a much higher probability of committing additional violent offenses. The offense rate of Cohort II members was higher and their delinquencies were more serious than those of the earlier cohort. The females studied in Cohort II showed less significant chronicity than did males (Tracy, Wolfgang, and Figlio, 1985).

The greatest immediate contributions of this research were its substantiation of the Cohort I findings regarding chronicity among males and its documentation of the increasing severity of delinquency among Philadelphia youths.

Shannon (1988, 1991, forthcoming) studied three youth cohorts born in 1942, 1949, and 1955 in Racine, Wisconsin. His research was designed, in part, to serve as a comparison to Wolfgang's and his colleagues' Philadelphia study. Central to Shannon's research was the question whether similar patterns of chronicity might be found in smaller metropolitan areas. Although he found slightly less concentration of crime among chronic offenders, the findings regarding criminal patterns were very similar to those of the Philadelphia research: from 8 percent to 14 percent of each cohort was responsible for 75 percent of all felonies. He also found that Racine youths' police contacts for serious crimes peaked earlier than was the case among Philadelphia juveniles.

Hamparian and her colleagues conducted a cohort analysis of 1,200 youth born in Columbus, Ohio, in 1956-60 who had at least one arrest for violent crime. This study found that violent juvenile offenders were a very small proportion (2 percent) of the total cohort; juvenile offenders did not typically progress from less to more serious crime, making it difficult to predict violent behavior; fewer than 10 percent of the cohort delinquents began their careers with a status offense; and recidivism increased following institutional confinement (Hamparian et al., 1978).

Hamparian conducted a followup study of the violent subgroup of the cohort into their mid-twenties. It showed that:

- Almost 60 percent of these individuals were arrested at least once as a young adult for a felony offense.
- The first adult arrest was very likely to be prior to age 20.
- Youths who were subsequently arrested as adults tended to have more arrests as juveniles, to have begun their delinquent acts earlier, to have

continued them late into their juvenile years, and to have been involved in the more serious type of violent offenses as juveniles. They tended to have been committed at least once to a State juvenile correctional facility.

- A clear continuity exists between juvenile and adult criminal careers (Hamparian et al., 1985:3-4).

Snyder (1988) found that juveniles with four or more referrals made up 16 percent of offenders but were responsible for 51 percent of all juvenile court cases—61 percent of murder, 64 percent of rape, 67 percent of robbery, 61 percent of aggravated assault, and 66 percent of burglary cases.

These studies documented the size of the chronic and violent offender subset, the severity of their offenses, and the relationship of juvenile to adult criminal careers, providing the basis for targeting these offenders for delinquency prevention efforts and specialized juvenile justice system intervention.

Causes of serious, violent, and chronic juvenile crime

A number of studies have documented the fact that chronic juvenile offenders tend to start their careers early and often continue them into adulthood (Wolfgang, Figlio, and Sellin, 1972; Hamparian et al., 1978; Farrington, 1983; Gottfredson and Hirschi, 1986; Wolfgang, Thornberry, and Figlio, 1987; Shannon, 1988). More recently, several scholars have concentrated their attention on factors related to early onset of delinquent careers (Wilson and Hernstein, 1985; Farrington and West, 1990; Farrington et al., 1990; Gottfredson and Hirschi, 1990; Farrington and Hawkins, 1991; Nagin and Farrington, 1992).

However, the most significant theoretical contribution to understanding the onset and maintenance of delinquent careers, and more important, delinquency prevention generally, has been made by the "social development" theory, pioneered by Hawkins (1981). This theoretical approach has been extended and elaborated recently by Elliott and Menard, 1988; Loeber and LeBlanc, 1990; Loeber et al., 1991; Hawkins et al., 1986; and Huizinga et al., 1991.

OJJDP's Program of Research on the Causes and Correlates of Delinquency, conducted by Huizinga (Denver), Loeber (Pittsburgh), and Thornberry (Rochester) has examined a broad array of correlates and causal factors. This comprehensive study employed common measures in the three sites and oversampled high-risk youth. Findings from this landmark research (Huizinga, Loeber, and Thornberry, 1992) include the following:

- Most chronic juvenile offenders start their criminal career prior to age 12.
- Early onset offenders tend to come from poorer, inner-city disadvantaged neighborhoods.
- Coordination is often lacking among different agencies in their efforts to curtail the emerging delinquent career of early-onset offenders.
- Three pathways to chronic delinquency can be distinguished:

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Any successful effort to reduce youth violence and juvenile delinquency clearly must deal with hard-core, chronic offenders.

Overt pathway—From aggression, to fighting, to violence.

Covert pathway—From minor covert behavior, to property damage, to serious delinquency.

Authority conflict pathway—From stubborn behavior, to defiance, to authority avoidance.

- While relatively few in number (15 percent of the Rochester sample), chronic violent delinquents self-reported committing 75 percent of all violent offenses.
- Any successful effort to reduce youth violence and juvenile delinquency clearly must deal with hard-core, chronic offenders.
- No current ability enables us to **accurately predict who** will be chronic offenders. The most promising approach is to use our knowledge of developmental pathways to identify youth already moving towards chronic offending.

- Characteristics of chronic violent offenders:

Family—The offenders are less attached to and less monitored by their parents.

School—The offenders have less commitment to school and attachment to teachers.

Peers—They have more delinquent peers and are more apt to be gang members.

Neighborhood—They are more likely to reside in poor, high-crime-rate areas.

The authors drew the following inferences:

- Because there is no single cause of youth violence, intervention programs need to be comprehensive, dealing with the above multiple causes of delinquency.
- Particular attention needs to be focused on peer networks.
- Delinquent behavior should not be left unattended because it leads to the deterioration of prosocial skills and to the acquisition of other problem behaviors.
- Because of the co-occurrence of problem behaviors and their interlocking relationships, the transition to adulthood for chronic offenders is questionable.
- Intervention and treatment are imperative.

The study directors offered the following objectives for treatment programs:

- A clear need exists for integrated and holistic treatment programs.
- Treatment programs need to be tailored to the unique set of risk and causal factors associated with each youth.

- Service delivery systems need to be tightly integrated because of the co-occurrence and "stacking" of problem behaviors.
- Treatment programs, it appears, often need to start early.

Conditions of confinement

A 1991 national study of conditions of confinement in juvenile detention and correctional facilities (Parent et al., 1993) found that institutional crowding was a pervasive problem. Thousands of juvenile offenders, more than 75 percent of the confined population, were housed in facilities that violated one or more standards related to living space (facility design capacity, sleeping areas, and living unit size). Between 1987 and 1991, the percentage of confined juveniles living in facilities in which the daily population exceeded design capacity increased from 36 percent to 47 percent. Crowding was found to be associated with higher rates of institutional violence, suicidal behavior, and greater reliance on the use of short-term isolation. Sixty-five percent of all juvenile correctional administrators interviewed said their facilities had crowding problems.

The study found that the percentage of minority juveniles in detention and correctional facilities is increasing. Between 1987 and 1991, the minority population in detention and correctional facilities grew from 53 percent to 63 percent of the confined population.

The study also found that many confined juveniles are held in public facilities that are under court orders or consent decrees. Twenty-three percent of juveniles held in public facilities were confined in a facility under a court order or consent decree. Juveniles in public training schools and reception centers were much more likely to be confined in a facility under a court order or consent decree (34 percent and 65 percent respectively), compared with public detention centers (8 percent). More than 50 percent of detention centers reported they were under court orders or consent decrees for crowding (Parent et al., 1993).

This study was required by Congress in the 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act. It is the first such nationwide investigation of conditions in secure juvenile detention and correctional facilities. Using nationally recognized correctional standards, the research team assessed how juvenile offenders' basic needs are met, how institutional security and resident safety are maintained, what treatment programming is provided, and how juveniles' rights are protected.

Program evaluations

In 1971 Massachusetts closed its training schools and replaced them with a network of decentralized community-based services and a few, small secure-care units for violent juvenile offenders. This constituted the most sweeping reform in youth corrections in the United States since the establishment of juvenile training schools and juvenile courts in the 19th century. Massachusetts demonstrated that juvenile corrections need not be centered around large training schools.

A 1991 national study of conditions of confinement in juvenile detention and correctional facilities found that institutional crowding was a pervasive problem.

Youth under community-based supervision in Massachusetts accounted for a small fraction of crimes in the State, and there was a tendency over time for these youth to commit less serious crimes.

Several evaluations of Massachusetts' community-based programs have found them to be effective. The initial study, conducted by Ohlin and his colleagues (Coates, Miller, and Ohlin, 1978) did not find dramatic differences. The National Council on Crime and Delinquency conducted a 10-year followup study in 1984-1985. Designed to examine the effectiveness of current youth services for delinquent youth, it compared the Massachusetts' juvenile corrections programs with those of California. It revealed that youth who spent 5 months in a Massachusetts program followed by supervision in the community had a rearrest rate of 51 percent, while youth who spent 14 months in a California institution had a rearrest rate of 70 percent. Of those released from Massachusetts correctional programs, only 23 percent were reincarcerated while 62 percent were reincarcerated in California. This study also found that youth under community-based supervision in Massachusetts accounted for a small fraction of crimes in the State, and that there was a tendency over time for these youth to commit less serious crimes (Krisberg, Austin, and Steele, 1989).

Other States have followed Massachusetts' lead in closing large training schools and replacing them with community-based programs. Pennsylvania has closed its training school and provided a combination of programs run by the State and private organizations. Utah has opted for community-based programs in lieu of training schools. Maryland has closed one training school and reduced the population of the remaining one. Florida has reduced its training school population and developed a variety of community-based programs (Lerner, 1990).

In the early 1980's, Utah closed its single large juvenile institution in favor of a community-based approach to juvenile corrections. Small secure units were built for chronic and violent juvenile offenders, who averaged 30 prior convictions. These maximum security treatment facilities housed 30-40 youth per facility. Three evaluations have found the small secure facilities to be effective. One of these studies found that only 6 percent of released offenders were charged with violent crimes during a 12-month followup period. Most of the felony crime was property oriented (Krisberg, 1992).

A national assessment of community-based interventions for the serious juvenile offender was conducted in the early 1980's (Altschuler and Armstrong, 1984). The study was designed to identify programs which, in the view of State and local authorities, effectively provided services to the target group. It found that programs perceived by authorities to be effective were characterized by case management, extensive aftercare, active client program involvement, control and security, education, and counseling. Those programs perceived as effective for more serious juvenile offenders established and maintained security through smaller numbers of clients, adequate staff, and program content rather than through dependence on high levels of mechanical and physical constraints. All of the effective residential programs used graduated systems of control and supervision and placed greater degrees of responsibility on youth as they moved toward complete reintegration into the community.

In 1985 the RAND Corporation examined the effectiveness of private-sector programs for dealing with serious juvenile offenders. One of these, Ohio Paint Creek Youth Center (PCYC), funded by OJJDP as a private-sector alternative, provides residential services for up to 34 male youth ages 15-18 who have been

convicted of first- or second-degree felonies. PCYC was found to effectively combine treatment, education, employment, life skills, and specialized counseling and support services into one coordinated approach, in addition to providing staff and residents with a secure setting through intensive staff and peer supervision and influence (OJJDP, 1988).

The Unified Delinquency Intervention Services (UDIS) Program, a Chicago experiment designed and funded by the State of Illinois, provided a system of "graduated sanctions" for chronic inner-city juvenile offenders. Level I sanctions consisted of less drastic interventions, such as arrest and release, temporary detention, and informal supervision. Level II comprised the UDIS Program, consisting of community-based services provided for those who recidivated at Level I. Level III, for those who failed at the second level, consisted of commitment to the Illinois Department of Corrections.

In 1979 Murray and Cox conducted a followup study of the "suppression effects" of each level of sanctions. This research sought to determine the effectiveness of each type of sanction in reducing recidivism and suppressing additional crimes. It reveals that:

- Both the UDIS Program and incarceration through the Department of Corrections had a substantial impact on postprogram arrests, court appearances, and violent offenses among the chronic offenders.
- The effects of least drastic interventions, such as arrest and release, temporary detention, and supervision on chronic offenders were minimal.
- The costs of the UDIS Program and Department of Corrections programs were about the same (Murray and Cox, 1979).

This research added to the body of knowledge that community-based programs can be effective in treating high-risk offenders. At the same time, it supported program development for chronic, violent juveniles by demonstrating that programs that incorporate a system of graduated sanctions have a higher likelihood of success.

OJJDP's Violent Juvenile Offender Research and Development Program, Part I, was established in 1981. It was designed to test the capability of the juvenile justice system to deal with the chronic, serious, violent offender in an innovative fashion as compared with traditional juvenile justice and adult court intervention. A specific goal of the effort was to test an intervention model for the treatment and reintegration of violent juvenile offenders, designed to reduce violent crimes through an individually-based case management strategy with strong emphasis on planned, integrated aftercare.

A total of 244 males were assigned to treatment or "control" groups. Those provided treatment had been charged with an average of nearly eight prior offenses, resulting in an average of more than three prior adjudications each. One-fourth had previously been incarcerated.

The effects of least drastic interventions, such as arrest and release, temporary detention, and supervision on chronic offenders were minimal.

The statistics indicate that juveniles responsible for serious and violent delinquency are presenting a growing problem for overloaded juvenile justice and criminal justice systems.

Evaluation results (Fagan et al., 1984, 1984a, 1987) showed that:

- The case management approach helped identify appropriate treatment and ensured a consistent reward structure.
- Case managers felt that the violent offenders whose treatment they managed made progress in virtually all treatment areas while still in the program.
- Treatment youth showed the most consistent progress in strengthened family relations.

Had the funded jurisdictions not experienced implementation problems, there is every reason to believe that this program would have been successful. The evaluation showed program effectiveness where implementation progressed smoothly, and many of the program elements have been found to be successful in other studies. These include:

- Case management systems to ensure a consistent reward structure and appropriate treatment.
- Comprehensive diagnostic assessment and availability of a variety of services to meet individual needs.
- A correctional system of graduated sanctions.
- Small residential treatment settings.
- A multiphased approach to gradually moving serious offenders from more secure settings back into the community, with postprogram reintegration services.

Another OJJDP-funded program, the Serious Habitual Offender Program, began in 1983. This program was based largely on the results of the studies by Wolfgang, Shannon, and Hamparian. It focused on 20 cities in which police, prosecutors, schools, welfare, and probation workers were organized to gather, maintain, and share information on their worst juvenile offenders—those with three or more serious (UCR Part I) offenses. These “serious habitual offenders” (SHO’s) were given priority attention for arrest and prosecution. The strategy was to “throw the book” at them and, through escalating penalties, to lock them up through their crime-prone years. In the 20 cities, SHO’s included less than 2 percent of all arrested juveniles. Oxnard, California, has probably had the most success with the strategy. Recent claims attribute to the program a 38-percent drop in violent crimes (including a 60-percent drop in murders) and a 29-percent decrease in burglaries (Methvin, 1991:4).

See Krisberg (1992) and Greenwood and Zimring (1985) for other evaluations of community-based alternatives to large training schools.

Summary

This brief review of statistics, research, and program evaluations highlights the scope and magnitude of the serious, violent, and chronic juvenile delinquency problem. The statistics indicate that juveniles responsible for serious and violent

delinquency are presenting a growing problem for overloaded juvenile justice and criminal justice systems. This is all the more troubling when considered in light of the fact that the size of the juvenile-aged population will continue to increase in the 1990's as a result of the "baby boom echo." Consequently the volume of juvenile crime can be expected to increase and, coupled with evidence that juvenile crime is becoming more violent, the public perception of a crisis in juvenile crime can be expected to grow.

The research demonstrates that a small proportion of juveniles accounts for the bulk of serious and violent juvenile delinquency. Recent research has shed light on factors that push juveniles down pathways to chronic delinquency. The link between child abuse and neglect and later serious, violent, and chronic delinquency offers an additional target for delinquency prevention programs.

Our review of the program evaluation literature focused primarily on the alternatives to large congregate-care correctional facilities, which have not proven to be effective. Examination of the program evaluation literature indicates that nonresidential community-based alternatives to incarceration and small secure confinement options are the most promising alternatives. Programs that appear to work best are also characterized by graduated systems of control and supervision, use of multidisciplinary case management techniques, risk-needs assessments, and highly structured treatment delivery coupled with intensive aftercare.

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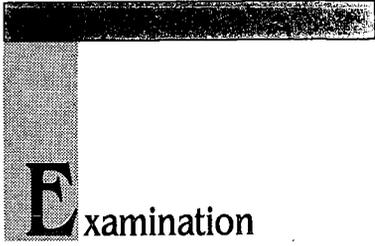
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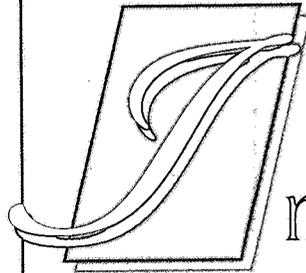
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OPDP
Summaries



Intensive Aftercare
for High-Risk Juveniles:
A Community Care Model

Program Summary

A Publication of the
Office of Juvenile Justice and Delinquency Prevention

Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination and Planning Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 43 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

OJJDP provides leadership, direction, and resources to the juvenile justice community to help prevent and control delinquency throughout the country.

Intensive Aftercare for High-Risk Juveniles: A Community Care Model

Program Summary

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The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.



Foreword



Crowded juvenile correctional centers are symptomatic of the problems challenging a growing number of American communities. Constructing new correctional facilities is difficult in a time of competing demands for scarce tax dollars.

More difficult still is constructing sound solutions that address the underlying causes of juvenile reoffending. But as is often the case, the hardest course may prove to be the most rewarding.

The Office of Juvenile Justice and Delinquency Prevention believes that intensive community-based aftercare—in coordination with graduated sanctions where needed—offers a substantive contribution to this quest.

This summary reports the interim results of OJJDP's research and development initiative to assess, test, and disseminate information on intensive aftercare program models that are theory driven and based on risk assessment. Publication of this summary reflects our continued commitment to sharing this important information with the juvenile justice community.

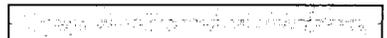


Working together, I believe that we can build something far more lasting than brick and mortar—a better future for our youth and for our Nation.

John J. Wilson

Acting Administrator

Office of Juvenile Justice and Delinquency Prevention







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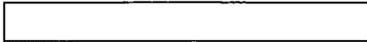
Introduction

Growing concerns about crowding in secure juvenile correctional facilities, high rates of recidivism, and escalating costs of confinement have fueled renewed interest in bringing change and innovative programming to juvenile aftercare/parole philosophy and practice. Unfortunately, the juvenile corrections field has compiled a dismal record in its effort to reduce the repeat offender rate of juveniles released from secure confinement. Research indicates that failure occurs disproportionately with a subgroup of released juvenile offenders who have established a long record of misconduct that began at an early age. Such high-risk youth not only exhibit a persistent pattern of justice system contact (for example, arrests, adjudications, placements), but they also are plagued by a number of other need-related risk factors. Frequently these risk factors involve a combination of problems associated with family, negative peer influence, school difficulties, and substance abuse. In addition to these common need-related risk factors, high-risk youth often exhibit a variety of important ancillary needs and problems. Although these factors are not generally predictive of repeat offenders, they must be addressed because these conditions are still present in some, and at times, many high-risk youngsters. For example, although there is widespread consensus that learning disabilities and emotional disturbance are not causally linked to delinquency, these conditions should not be ignored when present.



Responding to these concerns, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice issued a request for proposals, Intensive Community-Based Aftercare Programs, in July 1987. The purpose of this research and development initiative was to assess, test, and disseminate information on intensive juvenile aftercare program models for serious, violent, and chronic juvenile offenders who initially require secure confinement.

Effective aftercare programs focused on serious offenders which provide intensive supervision to ensure public safety, and services designed to facilitate the reintegration process may allow some offenders to be released earlier, as well as reduce recidivism among offenders released from residential facilities. This should relieve institutional overcrowding, reduce the cost of supervising juvenile offenders, and ultimately decrease the number of juveniles who develop lengthy delinquent careers and often become the core of the adult criminal population (Federal Register, 1987:26238-26239).



The juvenile corrections field has compiled a dismal record in its effort to reduce the repeat offender rate of juveniles released from confinement.



risk-based,
theory-driven
prototype will guide
the development and
implementation of
intensive community-
based aftercare
programs.

Project design

The intensive aftercare project includes the following stages:

- Stage 1: Assessing programs currently in operation or under development and relevant research and theoretical literature on the implementation and operation of community-based aftercare programs for chronic juvenile offenders released from residential correctional facilities.
- Stage 2: Developing program models and related policies and procedures to guide State and local juvenile correctional agencies and policymakers.
- Stage 3: Using the prototype designs, including policies and procedures, to create a training and technical assistance package for use in organized and independent training.
- Stage 4: Implementing and testing the prototypes in selected jurisdictions.

The Johns Hopkins University Institute for Policy Studies conducted this multi-stage project in collaboration with the Division of Criminal Justice at California State University in Sacramento. Project staff have completed the first three stages, including a comprehensive literature review focused on research, theory, and programs; a national mail survey of juvenile corrections officials to identify innovative or promising programs and approaches; telephone interviews with the directors of 36 recommended programs; onsite factfinding at 23 programs in 6 States including 3 statewide systems; formulation of a risk-based, theory-driven prototype intended to guide the development and implementation of intensive community-based aftercare programs; development of an intensive aftercare program training curriculum; and selection and training of action planning teams comprising senior level managers from 8 States. Selected through a competitive RFP process, the eight participating States are Virginia, New Jersey, North Carolina, Colorado, Texas, Pennsylvania, Nevada, and Michigan. The results of these tasks are presented in four project documents: *Intensive Aftercare for High-Risk Juveniles: An Assessment* (Altschuler and Armstrong, 1990); *Intensive Aftercare for High-Risk Juveniles: A Community Care Model* (Altschuler and Armstrong, 1994); *Intensive Aftercare for High-Risk Juveniles: Policies and Procedures* (Altschuler and Armstrong, 1994); *Intensive Community-Based Aftercare Programs: Training Manual for Action Planning Conference* (Altschuler and Armstrong, eds., 1992).

An Assessment focuses on three key aspects of project activities: an update of issues critical to the design and operation of intensive aftercare programs, a description of innovative and promising programs identified through a national mail survey and followup telephone interviews, and a discussion of intensive aftercare approaches and practices examined during a series of site visits. *Policies and Procedures* describes the theory-driven, risk assessment-based Intensive Aftercare Program (IAP) model, which is specifically designed for application in a wide variety of settings and jurisdictions. The *Training Manual* (for availability, see page 17) presents in modular form the key aspects and components of the IAP model, providing examples and illustrations of various



ways in which intensive aftercare can be implemented. The *Community Care Model* summarizes the major findings of the assessment and describes the framework for the prototype proposed for field testing.

Assessing critical issues in intensive aftercare

The juvenile intensive supervision movement

The interest in intensive juvenile aftercare can be traced to experiences during the past decade in adult probation supervision and, subsequently, to experiments with intensive supervision in juvenile probation (Armstrong, 1991). The recent development of a nationwide juvenile intensive probation supervision movement (JIPS) has important implications for the design and operation of juvenile intensive aftercare programs (Clear, 1991; Wiebush and Hamparian, 1991; Steenson, 1986). Although based on enhanced surveillance and heightened social control over offenders living in the community settings, JIPS has taken a number of forms. They include various combinations of intensified surveillance/monitoring and highly specialized treatments and supportive service provision.

The growing interest in juvenile intensive aftercare programs throughout the Nation is linked to an awareness by juvenile correctional administrators that standard parole practices have been largely unsuccessful in normalizing the behavior of high-risk juvenile parolees in the community over the long term (Altschuler and Armstrong, 1990, 1991; Palmer, 1991). Intensive supervision efforts that focus almost entirely on social control have not been effective. Consequently, recent experiments in juvenile intensive aftercare and probation have directed equal attention to the close monitoring of severely delinquent juvenile offenders and the provision of specialized services to them. Accordingly, the proposed IAP model assumes that any attempt to lower rates of recidivism with high-risk juvenile offenders on parole must include a substantial intensification of intervention strategies providing social control and service provision.

Much of the current insight into design and implementation of intensive aftercare has been drawn from the movement to expand and improve on noncustodial correctional alternatives prevalent during the 1960's and 1970's. Some of the approaches and techniques that proved useful in diverting offenders from secure confinement are prime candidates for use in highly structured and programmatically rich aftercare settings. The following were among such innovations:

- Involvement of private agencies and citizens, as well as noncorrectional public agencies, in the community corrections process through the use of both volunteers and paraprofessionals and through purchase of service agreements.

Intensive supervision efforts that focus almost entirely on social control have not been effective.

Prior research suggests that it is largely property offenders, not violent offenders, who are more likely to repeat their crimes.

- Adoption of a new stance by community corrections agencies stressing resource brokerage and advocacy rather than direct delivery of all services to offenders.
- Development of specific techniques such as team supervision and drug/alcohol testing to ensure higher levels of surveillance and control over high-risk offenders.
- Formulation of classification procedures to gauge the likelihood that a juvenile will commit a crime in the future and to assess service needs to match individual offenders with appropriate correctional resources and maximize the effective use of scarce correctional resources.

Target populations

A subgroup of institutionalized juvenile offenders exhibits the highest rate of failure after release. The implication is that identification of individuals at the highest risk of becoming repeat offenders is critical. Such youths usually have established a long record of criminal misconduct beginning at an early age and are a focus of great concern by the juvenile correctional system and society (Wolfgang et al., 1972; Hamparian et al., 1978; Shannon, 1978; McCord, 1979). Prior research suggests that it is largely property offenders, not violent offenders, who are more likely to repeat their crimes (Armstrong and Altschuler, 1982; Strasburg, 1984; Zimring, 1978; Bleich, 1987). Research has shown that traditional and conventional intervention strategies are not effective for high-rate offenders (Coates, 1984; Gadow and McKibbin, 1984; Agee, 1979).

Another subgroup of juvenile offenders who can be considered for inclusion in certain forms of intensive aftercare are delinquents who exhibit particular problems and needs requiring highly specialized forms of treatment. These offenders evidence a number of emotional, cognitive, and other developmental problem areas that hinder normal psychological, social, intellectual, and career development. They have a poor prognosis for successful community reintegration and adjustment. Their special problems need to be addressed through intensified programming and service provision as well as monitoring. Often these special-needs youth are multiproblem individuals whose challenges may coincide with serious, violent, and chronic delinquent behaviors. Consequently, this poses an even more difficult problem. The set of special-needs subpopulations receiving increased attention in the juvenile correctional system includes youngsters with learning disabilities and drug and alcohol dependencies. Other youngsters requiring additional attention are sex offenders, those with mental health problems, and those with neurophysiological impairments, or developmental disabilities, such as mental retardation (Altschuler and Armstrong, 1992).

Assessment of risk and need

The origins of classification in juvenile justice can be traced to one of the founding precepts of the juvenile court movement—the goal of providing individualized assessment for each youth entering this system (Maloney et al.,

1988). This goal is based on the seminal idea that each youth and his or her social environment, background, talents, deficiencies, and problem behaviors all need to be examined on a case-by-case basis, to ensure that the appropriate corrective steps are taken. The current diversity of classification systems for juvenile offenders reflects the recent trend toward stricter crime control and the emphasis on providing tougher sanctions for serious juvenile offenders. Nevertheless, treatment and rehabilitation continue to exert a strong influence on determining the nature of the specific intervention with each youth. As a result, most formal classification schemes employ procedures to assess risk and need factors.

A key task faces correctional systems that propose to identify and intervene more intensively with juvenile offenders most at risk of becoming repeat offenders upon release from secure correctional confinement. The challenge is to develop or adopt a validated risk assessment instrument. Risk assessment instruments are based on aggregate characteristics, indicating that they do not predict exactly which individuals within a subgroup of individuals will become repeat offenders, but rather predict failure rates for each subgroup as a whole. Growing interest across the United States in developing such instruments is a positive step in helping officials make the following decisions: Which offenders should receive priority for intensive aftercare supervision? How many levels of supervision are needed? What contact standards should entail? Which cutoff scores should be used to designate how many cases can be realistically handled by aftercare workers? How can aftercare resources—including field staff—be used most effectively?

Although quantitative, validated risk-assessment instruments have been reasonably successful in distinguishing among groups of offenders exhibiting different levels of risk of becoming repeat offenders, devising scales for predicting recidivism among juvenile offenders is complicated because youth are frequently volatile and impulsive. Often they experience rapidly changing personal characteristics and needs, and they are unlikely to have developed longstanding patterns of behavior on which to predict future misconduct. Nonetheless, the soundest risk assessment scales generally contain some combination of need-related predictors (for example, family, peer group, schooling, and substance abuse) and offense-related predictors. For example, age at first adjudication, number of prior justice system referrals, and number of prior commitments have been shown to be among the best offense-related predictors of future delinquency (Baird, 1986; Baird and Heinz, 1978; Baird et al., 1984).

A common source of confusion in conducting risk assessment has been the difficulty in distinguishing between seriousness of crime and the risk of future criminal activity. Prediction research has repeatedly shown that the relationship between seriousness of the current offense and the likelihood of committing future offenses is extremely weak if not inverse (Clear, 1988; Petersilia et al., 1977; Zimring and Hawkins, 1973). Consequently, the inclusion of a youth who has only committed one serious offense into a risk-based aftercare program may well be regarded as a misuse of risk-based aftercare, although under certain circumstances it can still occur. For instance, certain types of offenders who are not eligible on the basis of validated risk factors can be included in intensive after-

Correctional systems that propose to identify and intervene with juvenile offenders must develop or adopt a validated risk assessment instrument.

Closely linked to risk assessment is generic need assessment and procedures to classify juvenile offenders based on their problems and deficits.

care on the basis of the override or aggravating circumstance option. In the same vein, mitigating overrides are sometimes used to assign a risk level category that is lower than the risk score would indicate. However, because overrides can potentially inundate intensive aftercare with more youth than the system can handle, they must be approached with great caution. At the same time, if reasonable allowances are not made to accommodate aggravating circumstances, there is a risk of encouraging erroneous scoring in order to ensure a predetermined outcome.

Closely linked to risk assessment is generic need assessment and procedures to classify juvenile offenders based on their problems and deficits. Assessing individuals according to need is crucial because ancillary and “common denominator” need factors must be considered. Furthermore, these factors may have little to do with which need-related factors “predict” recidivism for groups of securely confined delinquents. Much of the burgeoning interest in developing schemes to classify need has centered on making the correct match between the offender’s underlying problems and the appropriate intervention strategy. Decisionmaking for this purpose has been characterized by efforts (based largely on technical advances in evaluative and diagnostic procedures) to subdivide juvenile offenders into carefully defined subpopulations. This classification is useful in providing more specialized and appropriate interventions.

Unlike risk assessment instruments, generic need assessment devices do not depend on the use of predictive scales. They are usually developed from staff efforts to initiate case management procedures through a structured process of analyzing problems frequently encountered in clients. Need scales should not be complicated and, in most cases, are rather straightforward systems for rating the severity of common, potential problem areas. Since these instruments tend to address generic problem areas, they are generally transferable among jurisdictions. However, minor modifications may be required to reflect differences in targeted populations.

The following are commonly evaluated in need assessment instruments:

- | | |
|---|---|
| <input type="checkbox"/> Vocational skills. | <input type="checkbox"/> Alcohol abuse. |
| <input type="checkbox"/> Drug/chemical abuse. | <input type="checkbox"/> Emotional stability. |
| <input type="checkbox"/> Learning disabilities. | <input type="checkbox"/> School attendance. |
| <input type="checkbox"/> Academic achievement. | <input type="checkbox"/> Employment/work performance. |
| <input type="checkbox"/> Family problems. | <input type="checkbox"/> Parental control. |
| <input type="checkbox"/> Parent problems. | <input type="checkbox"/> Peer relationships. |
| <input type="checkbox"/> Recreation/leisure time. | <input type="checkbox"/> Health. |
| <input type="checkbox"/> Residential stability. | <input type="checkbox"/> Life skills. |
| <input type="checkbox"/> Communication skills. | <input type="checkbox"/> Residential living skills. |
| <input type="checkbox"/> Sexual adjustment. | <input type="checkbox"/> Financial management. |
| <input type="checkbox"/> Cognitive ability. | <input type="checkbox"/> Relationships with opposite sex. |

These need scale items are usually weighted through a rank ordering process. However, the basis for assigning weights varies among jurisdictions. Basing weights on workload factors is the most common approach (that is, the amount of time required to deal with a particular need). Another approach is to base

weights on whether or not each problem's resolution is related to the success or failure of aftercare. Based upon the cumulative rank ordering of the most heavily weighted items from need scales used in juvenile probation agencies in California, Illinois, Montana, and Wisconsin, it has been noted that the relative priority assigned to common need items in descending order is as follows:

1. Substance abuse.
2. Emotional stability.
3. Family problems.
4. School problems.
5. Intellectual impairment (Baird et al., 1984).

Some of the common need items can be found among the need-related risk factors that predict recidivism.

Identification of promising programs

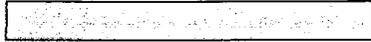
Mail survey and telephone interviews

The mail survey and telephone interviews were designed to identify innovative, promising, or commendable intensive aftercare programs and were used to gather policy and program information. The mail survey generated 36 recommended programs. These programs were contacted and a detailed telephone interview was administered. Based on the information obtained from these interviews, a program typology was developed reflecting three possible models of supervision and service delivery: (1) institution-based (prerelease) programs, (2) integrated institutional/aftercare programs, and (3) residential and nonresidential community-based programs that serve youth after their release from institutional confinement. (See Altschuler and Armstrong, 1990, for a detailed description of these programs.)

Three institution-based programs, which operated out of State-run correctional facilities, were identified in the survey. Each stressed independent living skills, education, and vocational training. The second type of identified program consisted of institutional prerelease programs in which aftercare components were more fully integrated with community-based programs. Four of these programs were identified in the survey. Staff in these programs were often involved in both pre- and postinstitutional confinement activities. The third program type noted in the survey was community-based aftercare; not surprisingly the largest number of programs (29) fell into this category. These programs provided a wide array of services. A number contracted for tracking and, in several cases, electronic monitoring were used to ensure compliance.

In summary, the survey indicated that the idea of "promising" or "innovative" differed greatly among the contacted jurisdictions. Moreover, this idea appeared to depend primarily upon the level of attention and amount of resources generally being directed to juvenile aftercare in the jurisdiction. Innovation and promise are determined by customary practice in the jurisdiction, and, thus, anything different will likely be conceived as innovative or promising. Additionally, because few of the surveyed programs were even haphazardly evaluated, it was impossible to say with any precision whether the programs were successful. This dilemma poses considerable difficulty for deciding whether a program that appears to be working

The success of past aftercare programs is difficult to determine because few programs were adequately evaluated.



nnovative intensive aftercare programs had been largely concentrated among a small group of jurisdictions.

well is actually effective and should be considered for adoption elsewhere. By the same token, it underscores the importance of developing an overall program model for doing intensive aftercare. Having a sound evaluation mechanism that can determine program integrity and measure outcomes based on a control or matched comparison group is important.

The identified aftercare programs were diverse in goals, methods, resource levels, and populations served. In fact, there was a lack of uniformity on what constituted the primary components of intensive aftercare supervision. Few programs maintained any degree of meaningful staff continuity across the institutional aftercare boundary and even rudimentary continuity of care was not evident. Consequently, these shortcomings make the design and implementation of intensive aftercare a goal worthy of achievement rather than an existing reality. The institutional aftercare chasm remains vast because most of the recommended programs, which were community based, had limited if any involvement with youth or no dependable information about them before their release from institutional confinement.

Site-visit factfinding

The major dimensions of the model emerged from the assessment work, which included the literature review, the mail survey and resulting telephone interviews, and information provided by policymakers, administrators, practitioners, researchers, and youth corrections professionals. Subsequently, criteria were developed to select the sites for more detailed, firsthand program observation. The staff recognized early in the project that intensive aftercare programs which embraced the key criteria would be identified as possible candidates for site-visit factfinding. Strategies targeted for further inquiry included: encouraging the development of new community resources through purchase-of-service arrangements with private sector providers, ensuring continuity of care and case management across the institution-aftercare continuum, initiating assessment and classifications systems, and devising a network of coordinated services and system of supervision suitable for inner-city and rural environments.

When the final determination of sites was undertaken, project staff discovered that innovative intensive aftercare programs had been largely concentrated among a small group of jurisdictions. Within these jurisdictions, for a number of reasons, the momentum for change in juvenile aftercare had led to experimentation and reform. For example, in Florida the Bobby M. Consent Decree had forced the State to restructure juvenile corrections in fundamental ways, including the approach being taken in the provision of aftercare. On the other hand, in Pennsylvania the Juvenile Court Judges Commission's Aftercare Project spurred the development of numerous aftercare programs that operated through county probation. This effort included experimentation with intensive aftercare.

It became clear during site screening that for aftercare to provide such things as continuity of care and staged reentry incorporating graduated sanctions and positive reinforcement, a systemwide perspective was essential. This broader approach would involve traditionally separate and sometimes rival justice system components such as courts, corrections, parole, and community resources, and human service system components including corrections, mental health, and education. Consequently, the selection of sites was determined by the decision to focus more on programming that possessed a systemwide orientation (that is,



entire States or regions, multicounty efforts, countywide initiatives) rather than a single aftercare program.

The resulting approach that was employed during site-visit factfinding was to maximize efforts to document different practices by targeting six jurisdictions and then visiting as many recommended programs as possible. Twenty-three different programs in six States were visited. This number included three States that were analyzed in considerable detail regarding the development and operation of their statewide aftercare approaches.

Intensive aftercare program model

The project's review of research revealed risk factors that frequently predict reoffending behavior generally include both justice system factors (for example, age of youth at first justice system contact and number of prior offenses) and need-related factors (family, peers, school, substance abuse). A variety of other special need and ancillary factors, although not necessarily predictive of recidivism, remain relatively common among juvenile recidivists (for example, learning problems, low self-esteem). Finally, a small minority of juvenile offenders appears to have still other very serious problems, such as diagnosed emotional disturbance.

Theory, principles, and goals

Given the range and nature of both offense- and need-related risk factors, as well as of other special need and ancillary factors, the challenge becomes one of how to link this array of factors with a sufficiently broad-based, practical strategy that holds promise in combating recidivism. It is through the intensive juvenile aftercare program model that the project has arrived at just such a strategy. A schematic of this model is shown in figure 1. Linking the risk factors and problems with a broad-based strategy is accomplished by a theory-driven, empirically based program model that establishes a clear set of comprehensive guiding principles; specific, tangible program elements; and a set of needed services.

The IAP model's central requirement is that it fit the conditions of each jurisdiction that attempts to reduce the recidivism of its own juvenile parolee population. Organizational characteristics, the structure of juvenile justice and adolescent service delivery systems, the size and nature of offender populations, and resource availability differ widely among States. In addition, managing identified high-risk juvenile parolees requires the pursuit of multiple goals. These goals include maintaining public protection both in the short and long run, assuring individual accountability, and providing treatment/support services. Exactly how these goals can be achieved may vary in jurisdictions across the country. Moreover, because of current economic constraints on State governments in general, and correctional budgets in particular, all three goals must be achieved with limited resources.

The principles, elements, and services that establish IAP parameters can be, and indeed must be configured and applied in different ways. The IAP model offers a promising direction that holds great potential if the form it takes remains clear

Risk factors that predict reoffending behavior include the age of the youth, number of prior offenses, and the influence of family, peers, and school.

The IAP model must fit the conditions of each jurisdiction that attempts to reduce recidivism.

and consistent with IAP specifications. As important, IAP also offers a challenge to the professional community because it requires an unequivocal commitment by the major juvenile justice, child-serving, and community agencies and associations. They must develop a plan detailing who will assume responsibility for particular tasks and how and when the tasks will be carried out.

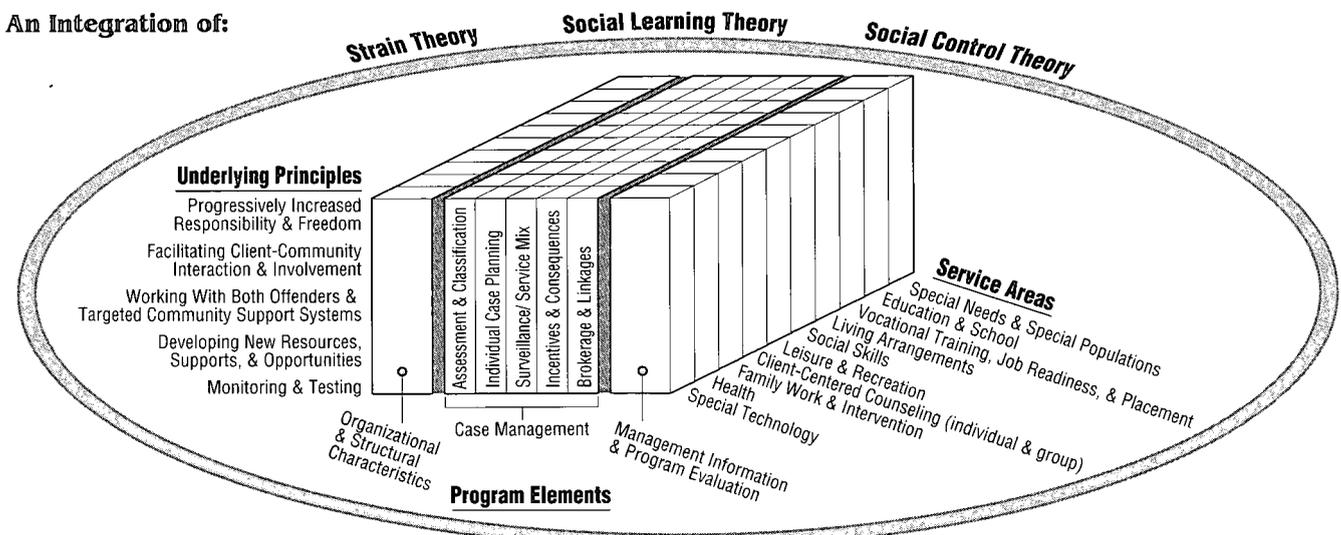
The plan must be guided by an underlying conception of the fundamental nature of the problem. Deficiencies in conceptual or theoretical underpinnings of programs have consequences. If a program's philosophy is ambiguous or absent, it is difficult for staff, participants, and others to understand which practices should be pursued and how they should be accomplished.

Previous efforts to develop a framework for intervention with serious, chronic juvenile offenders recognized the multifaceted nature of the problem and recommended integrating formerly freestanding theories, notably social control, strain, and social learning theories (Elliott and Voss, 1974; Conger, 1976; Elliott et al., 1979, 1985; Weiss and Hawkins, 1981; Fagan and Jones, 1984). The IAP model is grounded in a similar integration. Distinctive to the IAP model, however, is its focus on the numerous issues and concerns arising out of the mostly disconnected and fragmented handling of offenders. This handling covers all decisions and actions during court disposition, institutionalization, parole, aftercare supervision, and discharge.

Properly designed and implemented, the IAP model addresses two of the acknowledged deficiencies of the current system of secure correctional commitment: (1) that institutional confinement does not adequately prepare youth for return to the community, and (2) that lessons and skills learned in secure confinement are neither monitored nor reinforced outside the institution.

Integrated theory and research on risk factors provide a sound basis and rationale for the identification of the model's general goals, elements, and specific

Figure 1: Intervention Model for Juvenile Intensive Aftercare



services. The problem of high-risk juvenile recidivism must be approached with a comprehensive, coordinated plan that transcends institutional and professional boundaries. Five principles of programmatic action requisite to the IAP model embody its theoretical assumptions and the empirical evidence regarding the multiple causes of and behavioral changes associated with repeat offenders.

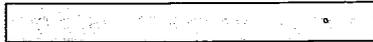
1. Preparing youth for progressively increased responsibility and freedom in the community.
2. Facilitating youth-community interaction and involvement.
3. Working with both the offender and targeted community support systems (for example, families, peers, schools, employers) on qualities needed for constructive interaction and the youth's successful community adjustment.
4. Developing new resources and supports where needed.
5. Monitoring and testing the youth and the community on their ability to deal with each other productively.

These principles, which flow from the integrated theoretical framework, collectively establish a set of fundamental operational goals for the IAP model. Generally, these principles allow a reasonable degree of flexibility in how the goals will be achieved. The overall aim is to identify and help high-risk juvenile offenders make a gradual transition from secure confinement into the community and thereby lower the high rate of failure and relapse. It is essential to give planners, administrators, and staff sufficient latitude to consider a range of components, features, and processes that best suit the needs of both their own communities and confined youth. Therefore, three major elements and five sub-elements must be taken into account as planners and practitioners translate IAP theory and principles into actual practice.

Organizational factors and the external environment

The administration and organization of juvenile parole varies substantially in jurisdictions across the country. Differences comprise such factors as State law and institutional arrangements involving the role of the judiciary, youth authorities, independent boards, and other agencies. Jurisdictions also differ in level of resources available, number and location of involved youth, and degree of urbanization. Other differences include reliance upon private providers and purchase-of-service contracts, civil service and unionization, and community attitudes. These different factors establish an organizational and environmental climate within which juvenile parole must function. A complicating characteristic of intensive aftercare is that it must transcend traditional agency boundaries and professional interests. Consequently, if IAP is to work, a commitment and sense of ownership is required by the major agencies and interests that play a role. These agencies include the courts, institutions, aftercare, education, child mental health and social service, employment and vocational training, and substance abuse treatment.

The overall aim is to identify and help high-risk juvenile offenders make a gradual transition from secure confinement into the community.



Overarching case management is required for high-risk delinquents to make the transition from secure confinement to intensive aftercare.

Understanding juvenile parole as it functions within the juvenile justice system, the child welfare service delivery system and the private provider child-serving system is a crucial first step in an IAP action planning and development process. The goal is to develop a formal mechanism (such as a steering committee) through which oversight of planning, managing, implementing, and assessing the IAP will be maintained. Participants should include senior managers from each of the major interests identified through an initial assessment of juvenile parole. This is vital to instilling a collective sense of ownership, partnership, and investment.

Having the support of all potentially involved interests is a necessity since the IAP can assume a number of different organizational forms, representing variations of the generic model. Possibilities include a collaborative, publicly run program; a jointly funded purchase-of-service demonstration; or some other venture based on interagency agreements. In some jurisdictions, the aftercare agency uses extensive purchase-of-service contracts with private providers, while in others, the aftercare agency is directly responsible for providing most of the supervision and service available to parolees. In other cases, the agency primarily makes referrals to community resources (for example, county mental health, big brother, local recreation program) that provide service for little or no charge. Whichever approach IAP uses in a given jurisdiction, incorporating the experience and recommendations of the major child-service providers is recommended as a way to build community support for IAP.

Overarching case management

In general terms, overarching case management is the process required for high-risk delinquents to make the transition from secure confinement to intensive aftercare. The process involves several aspects: coordinated and comprehensive planning, information exchange, continuity, consistency, service provision and referral, and monitoring. Particular attention is focused on five discrete components or sub-elements that define the specific areas of responsibility that key staff must coordinate and jointly plan. Key staff include people who are involved with the designated high-risk cases from the point of secure care disposition until discharge from parole status. Case management components include:

- Assessment, classification, and selection criteria.
- Individual case planning incorporating a family and community perspective.
- A mix of intensive surveillance and services.
- A balance of incentives and graduated consequences coupled with the imposition of realistic, enforceable conditions.
- Service brokerage with community resources and linkage with social networks.

These components require the active involvement of the aftercare counselor as soon as secure confinement begins. Aftercare providers must initiate some form of service before discharge from secure confinement. The lack of meaningful involvement on the part of the aftercare worker until the final phase of confinement, if then, is among the more serious problems that have confronted after-



care. Other problems include little coordination, transitioning, continuity, or consistency between what occurs inside a secure facility and after. Furthermore, family concerns receive negligible attention during most of the confinement period and frequently afterwards. Another problem is sporadic monitoring of parolees and aftercare service providers.

None of these problems will surprise parole or institution staff. Indeed, these are the problems they have recited for years. The following conditions contribute to the problem:

- A scarcity of correctional funding devoted to aftercare.
- A paucity of community programs and resources.
- Large caseload sizes and inadequate staffing.
- Fragmented lines of authority.
- Unrealistic coverage (for example, traditional business hours and no weekends).
- A lack of differential supervision standards and an associated workload management system.
- Insufficient attention to prerelease planning and staff capability.
- Excessive distance between institution and home community.
- Professional and organizational rigidity.
- Rivalry and turf battling.
- A crisis-driven mode of operation.

As a result, the courts, correctional facilities, parole agencies, and aftercare service providers often have been unable or unwilling to work together on reintegration and prerelease planning, transitional services, and aftercare supervision and support. A commitment to jointly planned and shared funding of aftercare is needed. Case management, as detailed in the IAP model, provides specific guidance on goals and how they can be achieved.

Assessment, classification, and selection criteria

The target population for IAP is that group of institutionalized juveniles who pose the highest risk of becoming repeat offenders in the community. Placing lower risk juveniles in intensive aftercare is inefficient and impractical. Indeed, growing evidence suggests that intensive supervision of lower risk offenders leads to increased technical violations and subsequent reincarceration. Objectively determining which juveniles are at high risk of chronic delinquency requires the design of a risk-screening device that can classify local juvenile offenders according to their probability of rearrest or reconviction. As previously noted, a number of risk measures seem predictive of continued criminal involvement across jurisdictions. Even with these measures, however, decisions on how much weight each risk measure should be given (such as scoring), what cutoff points should be used to differentiate the various levels of risk, and how many risk levels to use are not the same everywhere. As a result, these questions will have major implications for how many staff will be needed and what they

The target population for IAP is that group of institutionalized juveniles who pose the highest risk of becoming repeat offenders.

Matching IAP youth with programs and people in the community requires a clear understanding of each potential program's intervention strategy.

can realistically accomplish. These implications mean that assessment and classification tools must be validated in the jurisdiction and that projections must be made regarding the size of the IAP population that will be served.

Individual case planning incorporating a family and community perspective

Individualized planning related to intensive aftercare needs to begin as soon as a youth is committed to a secure correctional facility. Once high-risk youth are identified for participation in IAP, individualized case planning involving institutional and aftercare staff is required to determine: (1) how identified need-related risk factors will be addressed in the secure facility and through aftercare programming and supervision; (2) the special needs of youth, with particular attention to needs linked to the offender's social network (for example, family, close friends, peers in general) and community (for example, schools, workplace, church, training programs, specialized treatment programs); and (3) how the total set of risks, needs, and associated circumstances will be addressed during a phased transition from secure facility to aftercare.

The matching of IAP youth with programs and people in the community requires a clear understanding of each potential program's intervention strategy (that is, degree of change sought and range of attributes targeted for attention) and organizing model (that is, specific components, features, and processes such as how reinforcers and sanctions are used, how limits are set, how client movement or progression through a program is directed, etc.). Certain community programs target limited problem areas and employ specific approaches. Transition cannot occur without interconnecting aftercare with the IAP youth's activities while in the secure facility. To preserve gains made while in secure confinement, aftercare must build on them. Accordingly, whether aftercare service providers begin working with IAP youth while they are still inside the secure facility or while on prerelease furloughs, contact must be initiated before discharge. This process can only happen if the secure facility and aftercare providers are accessible to each other and if the community provider is located nearby. This requires individualized planning for aftercare early in secure confinement.

A mix of intensive surveillance and services

Although closer and more frequent monitoring and supervision of juvenile parolees is an important aspect of IAP, services and support are integral as well. As noted, common risk factors include offense and need-related items. A strictly surveillance-oriented approach does not address need-related risk factors. If need-related risk factors are linked principally to the family and the home, school and learning difficulties, negative peer influences, and substance abuse, the challenge for IAP is clear: ensuring that core services are used and that families and friends are involved on a regular basis in activities, events, and programs. Day programming that extends into weekends and attention to evening activity is key. Such programming can be tied to work, chores, assignments, volunteer work, community service, recreation, arts and crafts, etc. Although it is unlikely that any one program would provide the full range of

services, the IAP model requires that a comprehensive system of services be established and that the primary aftercare case manager oversee their delivery.

Within the context of IAP, surveillance and supervision are not viewed as merely a means to deter misconduct. The various approaches used to monitor the movement and behavior of high-risk parolees provide IAP staff with the means: (1) to recognize immediately when infractions, as well as achievements, have taken place, (2) to know beforehand when circumstances may be prompting misconduct or leading to problems, and (3) to respond accordingly by relying on both reward and graduated sanctions. Thus, the limits of electronic monitoring and drug testing are apparent. They do not provide an early warning signal; they do not address precipitating circumstances; and they do not detect accomplishments. While technological innovations have a valuable role to perform in surveillance, their limits must be explicitly noted. Swift and certain response on the reward and sanction side requires more than new technology.

A balance of incentives and graduated consequences coupled with realistic, enforceable parole conditions

The involvement of meaningful incentives and graduated consequences as part of IAP is a recognition of the fact that juvenile aftercare has often been burdened with unrealistic and unenforceable parole conditions and devoid of any positive reinforcement, rewards, or inducements. Restrictions and limitations generally imposed at the initiation of aftercare afford little room to impose proportionately more stringent sanctions short of revocation.

Although it is widely recognized that tangible and symbolic rewards and praise play an important role in demonstrating to individuals the benefits and satisfactions that can be derived from socially acceptable accomplishments, recognition of achievement is all too rare in aftercare. A number of different approaches have been employed by various programs to routinely monitor progress, reinforce prosocial conduct, and guide advancement. These approaches range from relatively simple mechanisms involving frequent case reviews incorporating other peers and family, to elaborately structured token economies in which particular privileges or rewards are tied to the attainment of specific goals.

Because IAP is designed to intensify the number, duration, and nature of contacts aftercare workers have with paroled youth and collaterals (family, peers, school staff, employers, other involved service providers), it is inevitable that more infractions, technical violations, and instances of noncompliance will surface. With the absence of guidelines on a hierarchy of consequences at their disposal, aftercare workers may tend to do nothing—which undermines their authority—or to impose sanctions disproportionate to the violation. Reincarcerating technical violators contributes to the institutional crowding that plagues many communities. It is little wonder that some observers regard intensive supervision as much a cause of the crowding problem as a potential solution. Besides having a graduated system of sanctions, jurisdictions considering IAP should review their juvenile revocation policy for possible revisions. These changes could take the form of restricting reincarceration only to IAP youth

Reincarcerating technical violators contributes to the institutional crowding that plagues many communities.

Youth who have family problems, who associate with negative peer groups, and who are disruptive in school are at the highest risk of becoming repeat offenders.

with new offense convictions and creating a special short-term residential backup facility for IAP technical violators.

Service brokerage with community resources and linkage with social networks

It is unrealistic to expect that comprehensive and intensive service provision coupled with close supervision and monitoring can be provided without the active involvement of a variety of community support systems. It is impractical to expect that the primary aftercare worker could spend all the time required with each youth and be capable of providing the full range of needed services. Thus, referral and brokerage become crucial functions, which in turn means that program monitoring and quality control are paramount concerns. Linkage with social networks is key. As prior research on risk factors suggests, youth who have family problems, who associate with negative peer groups, and who are disruptive in school are at the highest risk of becoming repeat offenders. Accordingly, programming must focus on: (1) improving the family situation, (2) intervening with the peer group, and (3) reversing the cycle of school failure. These goals require linkage with major social networks.

A number of different brokerage and linkage approaches described in *An Assessment* (Altschuler and Armstrong, 1990) are being pursued by various jurisdictions across the country. Regardless of how brokerage and linkage is approached, the keys to IAP are first to involve a variety of community support systems in service delivery and to see that for each youth there is a staff person who is actively working on reinforcing, or if necessary, developing a supportive network. Second, it is essential to devise a process to ensure coordination and continuity in work being done on a case and to monitor the extent and quality of the service provision.

Management information and program evaluation

The final program element in the model emerges from all other elements as well as from the underlying principles. It is imperative to maintain close oversight over implementation and quality control and to determine the overall effectiveness of the program. With regard to process evaluation, an ongoing management information system is required to ensure the operational integrity of IAP. This entails the collection of appropriate data to assess day-to-day operations and performance. No test of the model is possible if implementation diverges from design principles and elements. The availability of timely information enables needed adjustments and changes to be made before the program has veered substantially off course. Besides collecting basic information on who is served and in what ways, it is also important to assess and document staffing patterns and selection, job responsibilities, staff turnover, and job performance.

Assessing outcome can be quite complex and should be assigned to well-qualified individuals. Although random assignment may not be feasible, a sound evaluation design must be part of the IAP initiative. The research design should focus on finding an appropriate comparison group, including multiple

measures of recidivism and cognitive, behavioral, and emotional outcomes. These outcomes should be followed for at least a year after discharge from IAP. Moreover, it is important to serve enough high-risk cases to provide IAP with a large enough sample for reliable data analysis.

Next steps

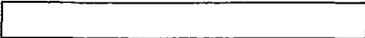
To date, four reports, *Intensive Aftercare for High-Risk Juveniles: An Assessment* (Altschuler and Armstrong, 1990); *Intensive Aftercare for High-Risk Juveniles: A Community Care Model* (Altschuler and Armstrong, 1994); *Intensive Aftercare for High-Risk Juveniles: Policies and Procedures* (Altschuler and Armstrong, 1994); and *Intensive Aftercare for High-Risk Juveniles: Training Manual for Action Planning Conference* (Altschuler and Armstrong, eds., 1992) have been submitted to OJJDP. Project staff worked closely with a group of national experts on developing a detailed IAP training curriculum that was used in training the action planning teams from the eight jurisdictions. The training manual presents the entire IAP model, relying on step-by-step instruction that outlines the theoretical underpinnings, underlying principles, program elements, and array of services.

Based on submitted concept papers from interested States and localities, eight jurisdictions were selected to participate in action planning conferences held in late 1992 and 1993. The training was designed for senior- and mid-level administrative staff from jurisdictions interested in adapting, implementing, and managing pilot IAP programs modeled on the prototype. Currently the eight States are at various stages in the development and implementation of their pilot IAPs.

Beyond the initial training, technical assistance, and testing of the model, the long-term goal for this project over the next decade is to alter substantially the way in which juvenile aftercare has been traditionally designed and managed across the United States. The unacceptable rates of failure that have characterized high-risk juvenile offenders on parole must begin to be addressed through a fundamental rethinking. The focus should be on the basic structures, procedures, and goals that define how more severely delinquent youth are handled at the points of correctional confinement and transition back into the community. It is hoped that the eight States that received the training, as well as other jurisdictions, will test versions of the generic IAP model that are appropriate to their local environments; subsequently, they should move to incorporate these pilot efforts as part of their larger juvenile correctional systems. If this occurs, the primary result will be a major transformation in how juvenile parole for high-risk offenders is conducted in this country.

For a copy of *Intensive Community-Based Aftercare Programs: Training Manual for Action Planning Conference*, write David M. Altschuler, Ph.D., The Johns Hopkins University, Institute for Policy Studies, Wyman Building, 3400 North Charles Street, Baltimore, MD 21218, or call 410-516-7177. The cost of the manual is \$20.00.

The long-term goal over the next decade is to alter substantially the way juvenile aftercare has been traditionally designed and managed across the Nation.



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- Researchers
- Planners
- Policymakers



More detailed information about this study and issues surrounding intensive community-based aftercare programs is available through the Juvenile Justice Clearinghouse.

The full report *Intensive Aftercare for High-Risk Juveniles: An Assessment* discusses in detail the study's findings and its design and research methodologies. The full report is useful for conducting further research, making planning decisions, or drafting policy.

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Program Summary

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Research
Summary

ang Suppression
and Intervention:
Community Models

Research Summary

A Publication of the
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Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination and Planning Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 43 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

OJJDP provides leadership, direction, and resources to the juvenile justice community to help prevent and control delinquency throughout the country.

Gang Suppression and Intervention: Community Models

Research Summary

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October 1994

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Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of OJJDP or the U.S. Department of Justice.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.



Foreword



Youth gangs and the problems associated with them were once thought to concern a relatively small number of major metropolitan areas whose gang troubles go back to the days of *West Side Story*.

No longer. As the challenge posed by gangs extends to a greater number of cities and to communities of more modest proportions, the need for comprehensive community efforts to address emerging and chronic gang problems intensifies.

Dr. Irving Spergel and his colleagues at the University of Chicago have conducted the first comprehensive national survey of organized agency and community group responses to gang problems in the United States. Their study is the only national assessment of efforts to combat gangs.

Dr. Spergel and his study team developed a comprehensive gang prevention and intervention model based on their national assessment. Its components are presented in this Summary. Implementation manuals were also developed.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is funding a multi-site demonstration of the Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program. The program uses the model developed by Dr. Spergel and his colleagues. An independent evaluation will also be funded. OJJDP's National Youth Gang Suppression and Intervention Program is establishing a National Gang Assessment Resource Center and will provide technical assistance and training services to program sites across the country.



These models are recommended as effective policies, practices, and strategies for communities to combat gangs. We believe you will find them useful in your efforts to address the youth gang problem.

John J. Wilson
Acting Administrator
Office of Juvenile Justice and Delinquency Prevention







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Introduction

In its model development stage, the National Youth Gang Suppression and Intervention Program prepared a set of policies and practices for the design and mobilization of community efforts by police, prosecutors, judges, probation and parole officers, corrections officers, schools, employers, community-based agencies, and a range of grassroots organizations. Prototype development is the second of four stages (Assessment, Prototype Development, Technical Assistance, and Testing) of a research and development process conducted in cooperation with the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, to create promising approaches for the reduction of the youth gang problem.

The framework for the policies and procedures recommended in each of the 12 models is based upon 2 types of gang problems: chronic and emerging. Differential strategies of suppression and intervention consist of suppression, community mobilization, social intervention, social opportunities, organization change and development, and distinctive institutional missions. Issues of primary prevention are not addressed in these documents, which emphasize secondary prevention. A forthcoming report, *Preventing Involvement in Youth Gang Crime*, more fully addresses prevention issues.

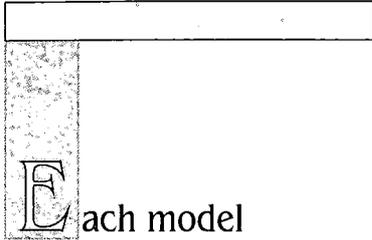


A community with a chronic gang problem is characterized by a persistent, often acute pattern of gang violence and crime (including drug trafficking) beginning before the 1980's. A community with an emerging gang problem is associated with a pattern of gang crime that is less organized or virulent and more recent. The models focus on youth gang members ages 12 to 24. The models are concerned with policies and programs that address primarily gang-motivated crime in terms of juvenile and young adult commitment to gang violence, status, and turf and, secondarily, evolving gang-related problems of drug trafficking and more organized crime.

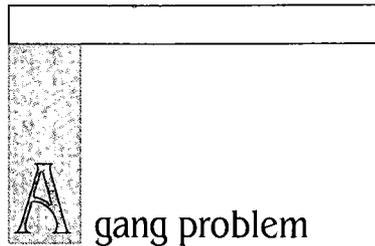
The authors propose that the lack of social opportunities available to a population and the degree of social disorganization present in a community largely account for its youth gang problem. Other contributing factors include institutional racism and deficiencies in social policy. The authors believe that the nature of a particular population's exposure to these structural conditions at the community level determines the character and prevalence of its youth gang problem.

Each model addresses the youth gang problem in terms of its community context and distinctive organizational missions. These become the basis for assessment of the youth gang problem, for selection of appropriate combinations of strategies and programs targeted to particular categories of youth gang members. In each model, the authors recommend an approach that mobilizes community interest and concern. The approach should:

- Neither exaggerate nor deny the problem's scope and seriousness.
- Develop consensus among key figures in the approach.
- Target both younger and older gang members who may be ready to give up gang crime activities.



Each model addresses the gang problem in its community context.



A gang problem must be recognized before it can be addressed.

However, no one can be sure that the policies and practices proposed to reduce the youth gang crime problem are effective until they are tested.

General community design

These general and specific models for youth gang suppression and intervention assume that the problem of youth gangs and related criminal behavior, including extreme violence and drug trafficking, is mainly a function of two interacting conditions: poverty and social disorganization. Other significant or contributing factors include institutional racism, cultural misadaptation, deficiencies in social policy, and the availability of criminal opportunities. While many causes of the problem are generated by forces outside communities experiencing gang crime, much can be done to reduce the problem through mobilization of a network of local organizations and citizens and of resources at the city, State, and national levels. While we know a great deal about the problem, we have no sure-fire policies and programs, and our models need to be rigorously tested.

Specific policies and procedures must be designed to achieve the intermediate goals of suppression and intervention and the ultimate goal of reducing youth gang problem. Certain action areas must be addressed in implementing the key operational strategies of community mobilization, provision of opportunities, social intervention, suppression, and organizational change and development. These areas are problem assessment, development of youth gang policy, managing the collaborative process, creation of program goals and objectives, programming, coordination and community participation, youth accountability, staffing, training, research evaluation, and funding priorities.

Assessing the problem. The presence of a youth gang problem must be recognized before anything meaningful can be done to address it. Identification of manifest and underlying factors contributing to the problem is also important. Those with responsibility for addressing the problem—representatives of criminal justice and community agencies, grassroots organizations, schools, churches, local businesses, even gangs—should participate in describing its nature and causes and recommending appropriate solutions. Consensus must be developed on the definition of the youth gang problem—particularly by decisionmakers of key agencies, community organizations, and government units.

Organization and policy development. Communities must effectively organize to combat the youth gang problem. In cities with chronic youth gang activity, this means establishing local councils or statutory commissions (possibly by State statute) to set policy, and to coordinate programs resulting from such policy. Each council or commission should establish special committees on law enforcement, education, employment, and rehabilitation. A full range of strategies—prevention, intervention, and suppression—must be planned, but they must be appropriately ordered and prioritized. In cities with an emerging problem, less formal or inclusive structural arrangements may be required, but special emphasis must be given to efforts by schools and youth agencies to



reach out to certain high-risk youth and their families through a variety of prevention and early intervention programs.

Policies of deterrence, prevention, or rehabilitation in themselves are insufficient to confront youth gang problems. Operational strategies and methods of carrying them out must be systematically integrated, inasmuch as the youth gang problem has different but interrelated elements. The gang problem is organic, particularly in communities with chronic gang activities. It affects different sectors of a population, such as older and younger gang members, their families, victims, and innocent bystanders in different but reciprocal and inter-related or systemic terms. It may not be realistic to deal only with preadolescents if adolescent and young adult gang members exercise great influence. It may be necessary not only to protect normal, conforming youth but to socialize disruptive youth gang members.

Managing the collaborative process. The community process for dealing with the gang problem goes through various stages before sustained program development and positive impact can occur. The first stage includes denial, initial organizing, and policymaking and the second stage, goal and problem displacement, and sometimes community conflict. The further community mobilization proceeds, the more likely there will be a positive outcome. In the critical third stage, charges of ineffective programs, institutional racism, and corruption may be made. Moral leadership must arise and agency programs develop accountability to make sure the right programs are launched and the right youth are targeted for suppression, opportunities, and services.

Goals and objectives. Longer term comprehensive strategies, including remedial education, training, and jobs as well as short-term suppression and outreach services for targeted youth, must be provided. A balance should be established between strategies that focus on individual or family change and those that emphasize system change and development or the provision of additional resources, such as the creation of a local youth conservation corps. Long-term sustained efforts that target the most vulnerable and hardcore youth gang members are required.

Relevant programming. Rationales for services, tactics, or procedures have to be systematically articulated and implemented. At present, we possess only rudimentary knowledge about programs or activities deemed to be effective. Some of these promising approaches include:

- Targeting, arresting, and incarcerating gang leaders and repeat violent gang offenders.
- Referring fringe members and their parents to youth services for counseling and guidance.
- Providing preventive services for youth who are clearly at risk.
- Crisis intervention or mediation of gang fights.
- Patrols of community "hot spots."

The gang problem affects different sectors in reciprocal terms.



he less
internal control
a youth exercises
over his behavior, the
more social control
must be exerted.

- Close supervision of gang offenders by criminal justice and community-based agencies.
- Remedial education for targeted youth gang members, especially in middle school. Job orientation, training, placement, and mentoring for older youth gang members.
- Safe zones around schools.
- Vertical prosecution, close supervision, and enhanced sentences for hardcore youth gang members. (Vertical or "hardcore" prosecution puts the same prosecutor in charge of all aspects of a case from charging to sentencing.)

Coordination and community participation. A mobilized community is the most promising way to deal with the gang problem. The development of informed, consistent relations and procedures among and within organizations results in greater social control and social support and more effective targeting of the problem. Criminal justice agencies, community-based agencies, and local grassroots organizations must be involved in policy development and program implementation. Involvement of diverse neighborhood groups in gang neighborhoods is essential to a viable approach. Local leadership must be recruited and developed if later racial and class conflicts are to be avoided or minimized in the programs that are launched.

Youth accountability. Youth gang members must be held accountable for their criminal acts, but they also must be provided with opportunities to change or control this behavior. The less internal control a youth exercises over his own behavior, the more social control must be exerted to demonstrate that some behaviors are not acceptable. For some gang members, secure confinement will be necessary. For others, graduated degrees of community-based supervision, ranging from continuous sight or electronic supervision to total self-supervision, will be appropriate. It is important that youth understand that they will face consequences if they do not follow program rules or reasonable expectations.

Staffing. Youth gang suppression and intervention efforts require a thorough understanding of the complexity of gang activity in the context of local community life. The policymaker, administrator, or street-level worker should avoid recognizing or using the gang or gang processes as primary instruments or mechanisms for controlling or resolving a gang problem because that approach can contribute to gang cohesion and strengthen gang influence. The gang worker must clearly articulate values and practices that demonstrate that gang recruitment, intergroup conflict, and other forms of criminal behavior are unacceptable and will be punished. With those values expressed and operative, it is still possible for the agency or community worker to collaborate with youth gang members, neighbors, parents, and criminal justice and community-based agency representatives to deal effectively with gang crises and control various kinds of criminal behavior. This approach recognizes the existence of youth gangs, but rejects their legitimacy.

Staff training. Training should focus on the development of improved strategies of suppression and intervention in emerging and chronic gang problems.



In emerging gang problem situations, greater attention to the specifics of gang identification and understanding the basis for gang dynamics is required. The limits of a simple, exclusive suppression strategy must be recognized. In cities with chronic problems, greater attention to cross-agency and community group collaboration is necessary, with special concern for developing remedial education, training, job development, and support services for youth gang members.

Research and evaluation. Relatively little policy- or program-relevant research is available to determine which strategies and practices lower crime rates among youth gang members. This study has hypothesized that the interrelated application of strategies of community mobilization and provision for social opportunities, combined to a lesser degree with suppression, organizational development, and social intervention, will lead to such a reduction, particularly of violence. One might further hypothesize that a complex, innovative, and interrelated agency and grassroots approach that gives due attention to policies and practices of rehabilitation and suppression will be more effective than a simple, specific agency-oriented approach, such as social intervention, that focuses either on suppression or rehabilitation. Furthermore, one could anticipate that broad-scale preventive approaches, such as exposing all youth in a gang milieu to anti-gang programs, will be less effective than defining and targeting a high-risk youth population and applying appropriate deterrent and rehabilitative procedures.

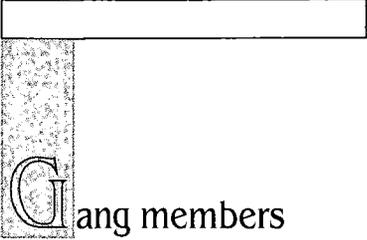
Funding priorities. While there is no clear way to determine which policies and procedures will work, we do know something about strategies and programs that do not work. Therefore, it is incumbent on funding agencies concerned with the reduction of gang delinquency and crime to avoid simple or isolated programs of recreation, nondirective counseling, street work, or massive arrest and incarceration. Based on available research, theory, and experience, community mobilization strategies and programs should be accorded the highest funding priority.

Community mobilization

Success in the implementation of the prototype depends primarily on the effectiveness of community mobilization. Community mobilization is a process of consciousness raising that addresses the concerns and long-term interests of those most affected by the youth gang problem. It calls for objective identification of the problem's dimensions and the will and commitment of the community to act. The process depends on cooperation and collaboration of key groups and activists as well as appropriate use of gang crises by community and agency leaders to generate pressures that can enhance awareness of and improve responsiveness to the gang problem.

Failures or delays in community mobilization occur primarily because agencies and local community organizations seek to protect or enhance their particular agency or group interests, which may or may not be directly related to the gang problem. Issues of organizational turf and interpersonal or interagency rivalry and conflict may prevent discussion of common goals and objectives and the means for collaborative endeavors. Failures of community mobilization may also occur because of insensitivity to distinctive community racial, ethnic, or

Broad-scale approaches to prevention are less effective than targeting high-risk youth.



Gang members often fall between the cracks of social service programs and police sweeps.

class interests. Leaders of the mobilization process may insufficiently recognize and understand distinctive African-American, Latino, or Asian local community concerns and interests about gangs in the particular communities.

The community mobilization process can move forward only when a group of leaders committed to the resolution of the problems, develops a set of close relationships, relevant goals, and action plans based on mutual trust and agreement on the definition of the problem and what needs to be done. The plan that evolves must not only be supported by key political and economic forces in the local and broader community, but also meet at least partially the survival and developmental needs of existing and evolving agency programs and community groups.

The essence of the community mobilization process is to reinvigorate or reorganize community structures so that community energies and resources are developed to address the youth gang problem, and these resources are integrated and targeted on the gang problem. Youth gang members often fall between the cracks of social services, social opportunity programs, and police sweeps. Not only do criminal acts of individuals and groups add to the problems of youth gangs, but inappropriate responses by agencies and community groups fuel them.

Police

The fundamental purpose of law enforcement is protecting the community from criminal activities. Protection is achieved through a combination of suppression and preventive activities. The police need to address emerging and chronic youth gang problems distinctively. Police organizational arrangements to deal with the youth gang problem should vary depending on the scope and seriousness of the problem and available departmental resources.

In communities confronted by emerging youth gangs, the police department may not necessarily organize a specialized gang unit but instead establish a gang detail or designate one or more officers as gang specialists. Other possibilities include assigning a crime analysis officer to identify chronic or serious juvenile gang offenders and requiring patrol officers in areas of high gang activity to focus their attention on these youth.

In some jurisdictions, community relations, narcotics, and juvenile divisions may take on specialized functions to deal with gangs. Generally, in larger communities where the gang problem is more serious and sophisticated, a specialized gang unit should be established. In some very large cities, specialized gang units may also be decentralized and placed in areas of need. In all cases, common definitions of the youth gang problem and ways to deal with it should characterize police policy and procedures.

Common definitions should be used as a basis for targeting selected gangs and gang members and for systematic measurement of the scope and seriousness of the problem. A youth gang (as a segment of a street gang) should be defined as a group ranging in age from 12 to 24, of variable size and organization, engaged

in violent behavior, and characterized by communal or symbolic and often economic considerations, such as drug trafficking, burglary, robbery, and auto theft. A targeted gang member should be any youth who has a prior gang arrest. Special attention should be paid to leaders and to hardcore, repeat, and violent gang offenders. A gang incident or event should be an illegal act, especially a violent act, that arises out of gang motivation, interest, or circumstances, as distinct from an act committed by a youth who is a member of a gang.

The police department should adopt an approach that combines suppression of youth gang criminal acts through aggressive enforcement of laws, with community mobilization involving a broad cross-section of the community in combating the problem. Development of social intervention activities, while secondary, should be pursued. Useful interventions might include referring juveniles prone to gangs to youth service agencies, counseling such youth in collaboration with school guidance programs, and assisting community-based agencies in targeting youth gang members for job development.

The role of the police department in controlling and reducing gang crime should include investigation, intelligence, suppression, community relations, and training. Of special importance is investigation of gang crimes to obtain information and evidence useful in the prosecution of youth involved in gang crimes; maintaining standardized, updated information on gangs, gang members, and gang incidents; concentrating surveillance on gang leaders and other hardcore members; targeting special locations, particularly selected schools, for special patrol; prevention and control of those circumstances in which youth gang crises are likely to arise; training criminal justice and community-based agency staff and local citizens in gang recognition and appropriate intervention procedures; and assessment of the effectiveness of police policies and procedures in relation to youth gang crime.

The top administrator of the police department must be involved in determining gang policy and should insist on the officers' consistent and complete implementation of orders and procedures. The exercise of community leadership and a recognition of the scope of the gang problem will help elected leaders, agencies, and groups in the community deal with it openly and adequately. Where gang problems are emerging, administrators should not minimize the scope of the problem to protect the good name of the community but should call attention to incidents of gang crime. In contexts where gang problems have become chronic, the administrator should withstand pressures to simply increase the level of suppression and support the development of a comprehensive community approach targeted both to youth prone to gangs as well as other gang members.

Finally, special training is necessary for police officers assigned to deal with gang crimes. Knowledge from diverse fields must be integrated into the law enforcement mission. General information is required regarding such topics as the causes of gangs, their identification and nature, and the roles police should play with each type of agency or community group in addressing the problem. Police strategies and programs should be evaluated on a regular basis. Assessments should use measures of law enforcement outcome, internal organization, and community relations.

The police should combine suppression of gang crime with community mobilization.

Prosecutors should pinpoint serious gang cases immediately after the police make arrests.

Prosecution

The prosecutor has a key responsibility to bring serious juvenile gang offenders to justice, protect the community, and serve the community's best interests. Jurisdictions with serious or chronic gang crime should develop a vertical prosecution approach to gangs in which a prosecutor follows a case from start to finish. This ensures that gang offenders or suspects will be targeted for investigation and prosecution to the fullest extent of the law. Although the prosecutor should focus on suppression, attention must be given to other strategies such as community mobilization and improved coordination of agency services to youth gang members.

In jurisdictions with emerging or chronic gang-related problems, the prosecutor should concentrate on case selection and data management; collection and presentation of evidence; development of appropriate testimony; victim/witness protection; bail and detention recommendations; appropriate court disposition and sentencing decisions; and interagency collaboration and community mobilization with respect to gang crime control and prevention activities.

Prosecutors should pinpoint and control serious gang cases immediately after the police make arrests. Close working relationships between prosecutors and police and probation or parole are required. A screening process based on specific criteria and on an adequate information system to track cases is essential. Hardcore juvenile gang offenders should be targeted, tracked from juvenile to adult court, and appropriately prosecuted.

Prosecutors, usually with the aid of special gang investigators, should collect proper evidence to develop a viable gang case. Decisions on the correct charge and, if necessary, the collection of additional evidence, will reinforce the case. Guidelines should be developed that are acceptable to prosecutors and police regarding the selection of cases and determination of charges. Such policy and procedures should be made public.

The following procedures are recommended in preparing testimony and protecting victims and witnesses. Pretrial testimony should be videotaped when appropriate to avoid the problem of the victim or witness recanting or forgetting various aspects of past testimony at trial. A program should be developed to protect victims or witnesses at their residences; help can be provided in relocating them to a safe place. The prosecutor should take action as necessary, through use of police surveillance to prevent intimidation of witnesses before or during trial and inside or outside the courtroom, and by prosecuting gang intimidators, particularly those already on probation or parole. Testimony by a gang member, whether a witness for the prosecution or defense, should be carefully scrutinized for reliability. This is to counter manipulation of the justice system by gang members who may seek to avoid legal processes and settle gang conflicts on the street. The prosecutor should encourage use of witnesses such as police qualified by formal training or advanced education.

The prosecutor may serve the best interests of society through various bail, trial, and sentencing procedures. For example, the community, the gang offender, and the witness can be protected by convincing the court of the necessity of high



bail for the adult gang offender or suspect and detention for the juvenile gang offender, especially when there is strong evidence of the likelihood of witness intimidation or retaliatory acts of violence. Nevertheless, it is important, particularly during trial proceedings, to clearly determine, based on adequate evidence, that the suspect is indeed a gang member and that the offense was gang motivated. The prosecutor should be cautious when making reference to a defendant's gang membership since such reference will prejudice the jury.

When defendants are found guilty, it may not always be in society's interest to incarcerate them for a very long period. The prosecutor's sentencing recommendation to the court should be based on the probation officer's presentence investigation as well as the possibility that strict supervision in the community and appropriate programming through remedial education and job placement may have longer term social benefits for both the community and the youthful offender than a prison sentence.

The prosecutor, particularly in chronic problem contexts, should become a key organizer and administrator of an interagency justice system or communitywide task force established to deal with the gang problem swiftly and forcefully. He should understand the scope and seriousness of the problem in the jurisdiction's communities and also encourage development of a variety of community-based strategies, including counseling, education, job training, youth employment, and citizen partnership in community gang prevention and control programs. Sensitivity to the need for a balanced approach in addressing the youth gang problem should be kept in mind in formulating legislation.

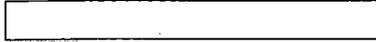


It is essential that the gang prosecutor receive specialized gang training which provides a thorough understanding of the nature and scope of the gang problem in different types of local communities, the genesis and control of the problem, and the application of relevant laws and prosecutorial procedures. A variety of experienced and knowledgeable teachers should be used, including police, academics, and community agency personnel. It is important to assess systematically the role of specialized or vertical gang prosecution and determine whether it is more cost effective than ordinary prosecution in reducing gang crime.

Courts



The goals of the court should be first, that youth gang members receive a fair hearing; second, in the event a court petition is sustained, that court orders create conditions to rehabilitate the youth gang members, whether they are sent to a correctional institution or remain in the community; and third, that both the community and the offenders be protected from further violence and crime. The court should ordinarily incarcerate convicted or adjudicated, serious delinquent youth gang offenders, particularly gang leaders and hardcore members who engage in such violent gang activity as drive-by shootings and significant drug trafficking. However, peripheral or younger gang members who are adjudicated for minor gang-motivated crimes should receive short sentences, preferably supervision in the community with a community service requirement. Moreover, the judges' decisions should be conditioned by their understanding of the scope and seriousness of the gang problem in various communities in the court



Strict supervision may have longer term social benefits than a prison sentence.



Judges should weigh the evidence that identifies the youth as a gang member and the crime as gang motivated.

district, whether the problem is emerging or chronic, and the community resources available to deal with individual gang problems.

A key problem the court faces is the lack of resources to carry out its varied justice system functions. The court needs to improve its capacity to access and provide gang-related information, for example, through a computerized data system containing gang-related data. This would facilitate judicial decision-making and transmittal of court information such as probation stipulations to police. The courts may require additional probation and service staff to supervise youth gang members adequately and to help them make social adjustments in the community. The court should provide probation officers with sanction authority that allows them to place youth gang members in detention for short periods under specified conditions.

Of special concern is the need of the juvenile court to understand the scope and seriousness of the youth gang problem and to deal with juvenile gang offenders in the juvenile court rather than transferring them to adult court. The juvenile court judge should observe rigid standards in making a transfer decision since such a decision signifies a loss of status for a class of youth that should be specially protected and deemed amenable to juvenile rehabilitation.

Adult and juvenile court judges should be especially concerned about the quality of evidence that identifies the youth before the court as a gang member and the crime as gang motivated. The judge needs to be knowledgeable about the different levels of proof required to establish the validity of these terms and to be careful not to accept hearsay evidence. The judge should make sure that the jury understands that the offense has clearly grown out of gang motivation or specific gang-related circumstances. The conspiratorial actions of the suspect must also be carefully assessed, even if the suspect was not present or directly involved in the gang crime.

In sentencing a gang member, the judge should consider, in addition to social and criminal history, the youth's position in the gang, record of gang membership and criminality, and the history and reputation of the gang itself, particularly the degree of its involvement in emerging or chronic gang problems. Gang membership and gang offenses tend to be limited in duration. Most youth gang members are committed to gangs for a relatively short period of time, usually between the ages of 14 and 18 years. Of primary importance in the judge's sentencing decision is the weight given to specific factors that can help the youth develop social competence and at the same time protect the community from further depredations.

If the judge places the youth gang member on probation, special arrangements should exist that guarantee an appropriate level of supervision, community restitution on behalf of the victim, and the delivery of appropriate services. Regular court review, whereby juvenile gang members appear in court and their compliance with court orders is reviewed, is desirable, usually monthly or bi-monthly. This review might involve checks on school attendance, grades, and conduct. If the judge decides to sentence a youth gang member to a correctional institution, the judge must take care that the youth is placed in a protected and secure environment, reducing gang-related opportunities and providing viable



competency-building activities as an alternative to the gang lifestyle. Gang members who do not receive appropriate remedial education, vocational training, and social skill development services, whether in the institution or in the community, are likely to return to gang affiliation and related criminal behavior.

Judges should be visible members of community and interagency gang task forces. They can facilitate interagency communication, assist in resolving interagency differences, and provide guidance on constitutional issues in regard to measures proposed by criminal justice and community-based agencies. Judges should be advocates in the community and the legislature for meaningful measures for suppression and rehabilitation of gang members. On the other hand, given the limited knowledge of many judges about the nature, scope, and complexity of youth gang activities in particular communities in their jurisdictions, it is imperative that judges undertake field observation and training, especially in respect to the bases for community programs for gang members and differential sentencing approaches.

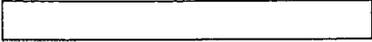
The development of juvenile court codes and policies may demand legislative attention. Because of the distinctive nature of the gang problem, the juvenile gang offender possibly should constitute a special category in juvenile law such as that of a minor requiring close supervision. The court should determine whether a processing decision, such as automatically waiving juvenile suspects who are gang members to adult court, is constitutional. Finally, differential sentencing decisions for youth gang members of similar backgrounds should be evaluated as to their effectiveness in reducing recidivism.

Probation

Oversized caseloads, sometimes in excess of 200 per officer, seriously limit the probation department's ability to carry out its primary goals of protecting the community and diverting youth gang members from further crime. Moreover, a lack of resources has forced many probation departments to focus on surveillance of dangerous felony youth gang offenders. This prevents the court and probation from carrying out their rehabilitative function and contributes to the neglect of less delinquent youth gang members. While a few probation departments have established special units and programs to deal with gang offenders, most departments, even in jurisdictions with chronic gang problems, have as yet no special approaches or services for gang probationers.

The objectives of probation should be first, to assist the court in its sentencing decision (that is, to provide detailed information on the youth gang member, along with recommendations on possible sanctions and rehabilitative options); second, to enforce effectively the orders of the court and the laws of the State with special regard for limiting the criminal activity of youth gang members; third, to help criminal justice and community agencies as well as grassroots groups coordinate information and develop efforts to control and prevent gang behavior; and fourth, to broker and create special school and employment opportunities for youth gang probationers to meet their social development needs.

Judges should be advocates for the suppression and rehabilitation of gang members.



Special preventive, early intervention, and intensive supervision programs need to be established for different types of gang offenders.

In areas with emerging or chronic gang problems, probation officers should give primary consideration to the risks of controlling probationers' behavior, if they remain in the community. A risk/needs assessment should be conducted for youth gang probationers in terms of their social and especially gang circumstances to construe the level of supervision and the intensity of services necessary for probationers and their families. The range of supervisory possibilities for youth include regular field supervision, intensive supervision, house arrest, curfew, electronic monitoring, and mandatory substance abuse testing.

In contexts with emerging problems, gang-affiliated probationers are likely to range from 11 to 17 and should probably be supervised as part of the regular juvenile probation caseload. Probation officers should use a service brokerage approach heavily dependent on local community resources and assistance. A local community-based youth-serving agency or a school can be enlisted to help with these functions and activities. Probation officers should also emphasize close supervision, particularly for leaders and relatively hardcore or committed youth gang members.

The probation approach should be more complex in cities with chronic gang problems. Special preventive, early intervention, and intensive supervision programs need to be established for different types of gang offenders. The probation officer should help organize and participate in programs at schools where youth who may have been arrested are beginning to participate in gangs. Early intervention programs should be directed to first- or second-time, court-adjudicated gang offenders, mainly those ages 12 to 15. Again, minor gang-affiliated offenders, from 11 to 17 years old, should probably be supervised on the regular probation caseload. An intensive probation gang program should be directed to the more serious gang offender primarily between 15 and 24 years of age with a history of high levels of gang-related criminality and violence. To maintain the integrity of intensive supervision, caseloads should be limited to between 30 and 40 probationers.

A variety of strategies in addition to suppression needs to be implemented by the probation department. Probation officers should provide youth gang probationers and their parents with social assistance in crisis situations, making sure that counseling services are accessible to both. Probation assistance needs to focus on task-centered objectives for the probationer, such as improving school performance, procuring employment, and avoiding criminal gang situations. Of particular importance also are community mobilization efforts to motivate community-based agencies and grassroots organizations to provide more attention and services to youth gang members as well as to better coordinate programs for these youth across agencies. New organizational arrangements may be required to carry out the above strategies, including vertical case management, flexible work shifts, contacts with probationers on the streets and in their homes, decentralized probation offices, and outreach suppression efforts such as ride-alongs with the police.

Where chronic gang problems exist, consideration should be given to the development of special alternative schools for juveniles on probation in cooperation with the school system and community-based youth agencies. These alternative schools could serve as bases for a comprehensive case management approach in

which probationers receive intensive remedial education under close supervision. Cooperation will be necessary with agencies that provide mental health, drug treatment, parent counseling, and apprenticeship civilian conservation corps type programs. In order to minimize stigmatization, youth should be transferred back to regular school programs after 6 to 12 months.

The chief probation officer needs to pay attention to training of officers, especially in areas with an emerging gang problem where resources are limited and special units are not likely to be established. Outside expertise should be brought in to educate personnel in such gang-related topics as gang-member drug use and trafficking, the influence of street and prison gangs, search and seizure procedures, gang-related social investigation and supervision skills, effective case planning, crisis intervention and mediation skills, handling gang-related information in court, and community mobilization techniques.

Finally, gang probation processes and outcomes need to be evaluated. The content of probation officer case reports, especially presentence investigations, should be analyzed on a regular basis. The extent to which probation officers are enforcing special conditions ordered for gang probationers should be assessed. The effectiveness of services for different types of youth gang members should be evaluated. Long-term outcomes should be determined including recidivism rates, particularly for different types of probation and for the more serious youth gang offenders.

Corrections

Youth gang problems have grown more serious in correctional settings, including detention centers, jails, correctional institutions, and prisons. In some institutions, gang problems are just emerging. In chronic problem settings, youth gangs are responsible for high levels of contraband activity, including drug distribution, violence against staff and inmates, and the regulation of crime between the correctional setting and the community.

The correctional institution is especially vulnerable to internal disruption by gang members, who make heavy demands on the resources of the facilities to which they are confined. Because of serious crowding in prisons, the lack of organizational resources, and the use of a limited number of strategies, the gang problem in institutions has intensified in recent years.

Four conflicting goals of the correctional mission as they pertain to youth gang inmates must be resolved:

- Stable control of institutional operations.
- Separation of gang offenders from the community.
- Care and development of the physical, social, and mental well-being of inmates during their stay in the institution.
- Preparation of gang inmates for noncriminal behavior upon their reentry into the community.

The correctional institution is especially vulnerable to internal disruption by gang members.



The more serious the problem, the more formal the policies should be.

Stable control of operations requires preventing and controlling youth gang violence; weakening gang organization and solidarity; reducing the ability of youth gangs to participate in crimes that transcend the boundaries of the institution into the community; and helping gang-member inmates learn correctional social values and behaviors as they prepare for their return to the community. Essential to achieving these goals are an accurate assessment of the gang problem in the institutional setting, particularly whether it is emerging or chronic, and the development of an intelligence system to identify ongoing gang activities. This knowledge should enhance the institution's ability to anticipate, prevent, and control problems proactively rather than rely on defensive or reactive modes of suppression and intervention.

Of special importance is the development of gang policies that differentiate gang and nongang behaviors and their seriousness for particular correctional programs. The more serious the problem, the more formal and specific the policies should be. Policies should define those gang behaviors that are inappropriate for work, educational, and training programs, and visitation and communication privileges. Furthermore, policies that specify distinctions between gang and nongang behavior must be fair. They should meet legal requirements for nondiscriminatory and humane treatment of inmates.

A community mobilization strategy requires that a network of program relationships be established with outside organizations and groups to support and reinforce the work of the institution as well as that of community agencies and groups in the control and rehabilitation of youth gang members.

The correctional institution and the community should be viewed as a contiguous environment. A key function of community networking, especially with the police, should be to share intelligence on a continuing basis about related and sometimes interdependent gang problems in the correctional facility and the community. This could include collaborative case assessment and planning by correctional and police officers. To the extent possible, in particular institutions, inmates should participate in the legitimate development of a productive corrections environment.

The correctional authority's opportunities provision and social intervention strategies should emphasize programs and services of remedial education, training, and jobs, both during the gang member's incarceration and subsequent transition back to the community. Differential programming for gang members will be required, depending on age, capacity, interest, and nature of commitment to gang values. Crisis intervention, counseling, values reeducation, and other services should also be available to assist gang inmates with a range of personal, social, and correctional adaptation problems, including housing, medical, legal, school, and work, as well as relationships with other gang and nongang peers.

Preventive suppression and intervention that anticipates problems should be given priority. This may include frequent and irregularly scheduled inspections of gang member living areas or cells; enhanced supervision of places with high potential for gang problems; housing gang members separately from nongang inmates; dispersal of problem gang members among several correctional facilities; and isolating or transferring gang leaders to other facilities.



Gang suppression in correctional settings should encourage the creation of a social climate conducive to conventional behaviors, values, and patterns of thinking. The acceptance by inmates of the moral legitimacy of suppression procedures can be fostered through a comprehensive, well-articulated set of policies based on an appropriate mix of opportunities provision, organizational development, social intervention, and community mobilization strategies. In other words, measures of suppression should not only be fair but part of a comprehensive program that contributes to normative and conventional learning by gang members.

Corrections staff should be provided with training that enables them to recognize gang patterns and understand and develop skills in suppression and intervention methods, including how to deal with gang crises. Staff, including security, administration, treatment, and other personnel should receive gang awareness and crisis simulated practice training. Staff need to become knowledgeable of and sensitive to the variety of cultural differences among gang inmates. Recruitment of a racially and ethnically diverse staff is essential. Extensive research should be conducted into the nature of the gang problem in particular correctional institutions. This requires an evaluation of different approaches and of those conditions of correctional housing, staffing, and specific programming that produce effective results in contexts where gang problems are chronic or emerging.



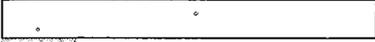
Parole

Parole supervision of youth gang members is more complicated than supervision of nongang youth because of the pressures of gang solidarity and coercion exerted on the youth. Paroled youth gang members may come under severe pressure to become reinvolved with gangs. Youth gangs provide support for and access to criminal means that gang parolees need to survive, inasmuch as most are resource poor upon release from the correctional institution. The pressures to return to gang violence and criminal behavior are particularly strong in communities with chronic gang problems.

Parole agencies have two interrelated responsibilities in the supervision of youth paroled from correctional institutions. The primary one is to monitor the behavior of paroled youth to ensure that they meet conditions of their parole. The other is to assist in the development of access to a set of community-based opportunities and services to meet the educational, occupational, social, and residential needs of gang parolees. They require a high degree of surveillance or restriction but also support, since they may naturally tend to reassociate with former criminal gang peers.



Parole agencies usually have to depend on the assistance of community agencies and groups for education, employment, job development, and surveillance to carry out its suppression and intervention mission. It is therefore important that parole officers establish collaborative relationships with appropriate personnel in the justice system, community-based agencies, and grassroots organizations in their particular jurisdictions. Regular as well as crisis meetings with



Parole supervision of youth gang members is more complicated than supervision of nongang youth.



Mentors can enhance the self-esteem of parolees.

police should be required to examine the progress of youth gang members and collectively deal with the gang-related problems they create.

Many communities lack the rehabilitative resources needed by parolees, such as educational, job training, and placement opportunities, mental health and drug treatment, and community residential facilities. A resource provision strategy may be necessary to mitigate some of these deficits in local community resources. They include provision of departmental funds to community agencies to establish specialized programs for parolees, such as residential placements and group homes; or contracting with private homes on behalf of youth gang parolees.

The community must mobilize community-based agencies and businesses to obtain meaningful jobs for youth gang members. Cities with chronic gang problems should use community job development agencies or create a job resource unit within parole that focuses on the needs of youth gang parolees. Cooperatively funded initiatives with certain businesses or industries to train and employ gang parolees should also be established.

A combined social opportunities and social intervention strategy should make use of volunteer mentors who can assist as tutors or supportive mentors to remind youth gang members of what they are supposed to do. Neighborhood mentors can offer one-on-one technical assistance to youth. Through personalized involvement, mentors can enhance the self-esteem of parolees and exert pressure on them to pursue learning, job training, work objectives, and parole obligations.

Nevertheless, suppression must be the key underlying strategy of the parole officer. The degree of supervision should depend on the level of risk the youth gang parolee represents to the safety of the community. The risk assessment will be conditioned by the orders of the parole authority, including the length of time the youth is to remain in parole status and the restrictive conditions mandated. Of special use may be gradual release programs in which furloughs are arranged under supervision of the parole officer prior to official release from the correctional institution. During such release, prospective parolees should be expected to locate housing, interview for jobs, and seek admission to special training and educational programs. Reorientation to family and community responsibilities should also be facilitated.

Some gang members from communities with chronic gang problems may benefit by moving to other communities. This is useful for those who wish to avoid reinvolvement in the gang or who would experience intense pressures from their old gang peers or problems from opposing gang members. These youth require special residential placement, supervision, and support. However, placement in a new community may be a problematic solution if gang problems are present. In this situation, the parole officer should be prepared to help community agencies recognize the problem and react appropriately to it.

A step-down program may be useful in providing gang parolees with supervised group-home or community residential facilities and a continuum of program services and constraints, ranging from around-the-clock institutional to self-

supervision. Initially, the program should provide program youth with structure and controls for as much of their day as possible to prevent them from becoming reacquainted with former criminal gang associates and engaging in criminal gang activity. The program should involve serious gang offenders in intensive socialization and skill development activities.

Training for the parole officer with youth gang members should involve the development of information about gang behavior and community resources, and also understanding about how to work in gang neighborhoods. Staff have to learn how to recognize and deal with a variety of problems, including lack of agency program resources, community agency hostility, institutional racism, and the politics of the gang-related problems. Joint training with other justice system and community-based agency personnel should be developed to foster mutual understanding and interagency relationships.

Systematic and regular evaluation of parole programs is required to determine whether youth gang members continue to commit offenses, especially gang-related offenses, after release from corrections. Such evaluation should be useful in identifying the successful elements of a parole program directed to gang members. Adequate information about special gang parolee programs and their results can also be used to maintain political support and defend gang parole programs against attack when some parolees get into serious trouble.

Schools

Gang problems in schools often originate in the streets. Students who are gang members bring with them destructive gang attitudes and behaviors. They claim the school as their turf; they deface the school with graffiti; and they exert control through intimidation and assault on other students. The school, however, may bear some responsibility. Most gang members are bored with and feel inadequate in class. Consequently, they drop out of school as soon as possible. They develop poor learning skills and experience academic and social failure at school from an early age. They have little identification with teachers or staff, whom they may distrust and dislike intensely.

The school's approach to addressing gang-related problems requires recognition of this existence. Its extent and seriousness must be openly and systematically assessed. If the disruptive behavior is gang motivated, the school needs to identify the youth and gangs involved, and if they hang out in or outside the school, the school staff, parents, the community, and the justice system need to reach a consensus about the nature and scope of the problem that affects the school. The problem can be assessed as emerging when a few youth are involved and only minor gang-related activities occur within the school or immediately outside. The problem should be regarded as chronic when gang violence and gang-motivated crime are serious and sustained and affect classroom activities.

While there are limits to what the schools can do in regard to basic family and community factors that significantly contribute to the youth gang problem, there is much that schools can do in conjunction with community agencies and

Students who are gang members claim the school as their turf.

Gang-prone youth should be introduced at an early age to the world of work, education, and responsibility.

groups. A special school community council should be formed to focus on the problem. A team of local school administrators and agency personnel should create a pattern of coordinated security, learning opportunities, and service arrangements directed to gang members and youth prone to gangs. In communities and schools with chronic gang problems, the school should form a broad coalition with criminal justice and community-based agencies, grassroots organizations, churches, business, and citizen groups. Hardcore gang members and youth less involved in gangs should be identified and appropriately targeted for special remedial education, support services, and supervision.

The objectives of the school's approach to the problem should be delivery of a flexible curriculum targeted to youth gang members who are not doing well in their classes. Such youth should receive enriched programs so that they are provided with basic academic and work-related problem-solving tools. Gang-prone and gang-member youth should be introduced at an early age to the world of work, education, and community responsibility. For older youth gang members, job apprentice and remedial educational objectives have to be adequately linked to career development.

In their efforts to enhance the academic and vocational achievement of youth gang members, teachers should not emphasize performance standards to the exclusion of the nature and quality of the learning process. The gang member's achievement in class or on a work project should be advertised and rewarded. The teacher's positive, personalized relationship with youth gang members is important and can serve to reduce violence and disruptive acts. Support staff, including social workers, coaches, tutors, psychologists, security personnel, community agency professionals, parents, and even community residents can supplement the teacher's efforts. The school principal's leadership is critical to the development of a school-community support system that combines extra social support with social controls for members of youth gangs while protecting nongang youth and maintaining the academic integrity of the school's program.

There are at least three components to a school's effective control or suppression strategy:

- The development of a school gang code, with guidelines specifying an appropriate response by teachers and staff to different kinds of gang behavior, including a mechanism for dealing with serious gang delinquency.
- The application of these rules and regulations within a context of positive relationships and open communication by school personnel with parents, community agencies, and students.
- A clear distinction between gang- and nongang-related activity so as not to exaggerate the scope of the problem.

The school needs to involve parents of gang and nongang youth in the school's concerns and activities in respect to the gang problem. As many parents as possible should be engaged in parent-group meetings, street patrols, monitoring student activities in and out of school to detect and prevent gang activities, and assisting teachers and staff to carry out class and field trip activities. The school

should develop parenting and gang awareness classes. Parents who have successfully dealt with children who have become involved in gangs may be especially useful in various gang-prevention and control activities, including visiting and counseling parents whose children are currently causing gang problems in school.

The school should establish close relationships with outside organizations and agencies that have knowledge about the problem and can provide services to deal with it. Police, probation, and youth agencies have valuable information about youth gangs and how to deal with them. The school can be used as a community base or center for a whole range of protective, preventive, and remedial health, education, training, and employment services for students and their parents, including focus on the needs of youth gang members. In any case, the school must not simply act as a host to other organizations. It must exercise leadership in rearranging its own structure and providing activities to address the youth gang problem.

Special training opportunities should be provided to school administrators, teachers, and staff to increase their knowledge of gangs and community resources in regard to the problem. Individual and group counseling skills, especially for handling gang crisis situations, should be developed. A key concern of training should be the development of ways to enhance both self-esteem and self-discipline of youth gang members. Gathering and sharing information on gangs are extremely important tasks in the development of an information system to identify, track, investigate, suppress, and assist gang members. Nevertheless, these records can be abused if they serve to exclude gang members from school, subject them to harassment, or violate student rights and privileges. Appropriate procedures for sharing school information with other agencies should be carefully worked out.

School officials should conduct periodic evaluation to determine who is being classified as a gang member and for what behaviors; what services or special treatment such students receive; and what benefits and costs result from the special programs established. Benefits should include improvement in academic achievement by youth gang members and nonmembers, reduction of gang and nongang delinquent behavior, and success in keeping students, especially those who belong to gangs, in school.

Youth employment

No significant national policies or programs have been established to deal specifically with the employment problems of inner-city gang or gang-prone youth. Available reports suggest these youth have the highest rates for dropping out of or failing school and the least appropriate employment skills and work attitudes. They are responsible for the highest rates of serious criminal and violent behavior. They have not only resisted training and rehabilitation, but have also been consistently ignored or excluded from available special education, training, and work programs. Much street activity, including an increasing proportion of gang activity, may serve as a form of self-employment that fills part of the vacuum

A key concern of training should be the development of ways to enhance the self-esteem and self-discipline of youth gang members.

The goal of an employment program for gang members must be the development of entry-level jobs that lead to career development.

created by depressed levels of unemployment and underemployment, particularly among African-American and Latino youth.

Social, economic, job development, and training programs for low-income and socially marginal youth, including youth gang members, need to be developed and expanded. Employment, education, criminal justice, and community-based youth agencies must become interrelated components of an approach that attempts to integrate gang members into society, particularly in communities with chronic gang problems. The goal of an employment program for gang members that results in a reduction of gang crime must be the development of entry-level jobs that lead to career development. There are two critical points in the youth gang member's development that should be addressed: (1) during the early teen years just prior to the time when the youth develops a serious commitment to gang life; and (2) during the late adolescent period, when the youth no longer sees the benefits of hanging out with the gang and recognizes the related risks of long-term imprisonment, injury, and death.

A new employment or related social service institution is required, especially in communities with chronic gang problems, to provide adequate links between schools and jobs and to establish specific steps by which marginal youth, especially those from gangs, can enter the legitimate job market. This institution should target gang members through a program that incorporates job opportunities, social control, and support. The program would require not only job development, remedial education, social services, and supervision, including the involvement of criminal justice agencies, but also monitoring of gang members by community-based groups to ensure their social development and rehabilitation, and to protect the community.

The new institution should have three components: (1) a program for older dropouts and other socially disadvantaged youth ages 16 to 24, (2) a program for marginal gang members ages 15 to 18 who are still at school, and (3) a program for hardcore gang members 14 to 16 years old who are early dropouts. Referrals would come primarily from criminal justice authorities, particularly probation and parole. The priority program in communities with chronic gang problems should focus on dropouts ages 16 to 24 and include remedial education, training, job placement, or employment and career development in close cooperation with business and industry. The priority program in communities in which gang problems are emerging should focus on marginal gang members ages 15 to 18 and would require a less complex set of component programs. In any case, each program should be of sufficient length and focus to meet the interests and needs of the particular category of youth.

A major concern of the new program should be the creation of a job bank. A job development specialist should be hired to obtain commitments from both private and public employers to employ graduates and others who have gone through the program. A key proposition to be tested should be that youth gang members can relinquish their roles in gangs to become hard-working, loyal, and productive workers. A job bank should draw from a variety of occupations. Success will be largely dependent on placing the youth in the "right" job at the right point in his development of appropriate work attitudes and skills. Appropriate work shifts and transportation arrangements should be developed.



An important consideration in preparing the gang member for entry into a job is work acclimation. The youth gang members may like the idea of a job but not necessarily understand what holding a job means. The youth must learn not to take on the job inappropriate attitudes and skills learned on the streets and in correctional institutions. He or she needs to develop a belief that a legitimate job can be rewarding. After the gang member develops an interest and attitudinal readiness for a job through both observation and didactic experiences, he or she needs to develop academic and vocational problem-solving skills. Assessment of the educational needs of each youth is important for the creation of appropriate group and individualized remedial skills programs. Each youth must also learn to fill out application forms and interview properly for a job.

The youth needs to enter the job market and establish a work record. Many youth gang members in their first legitimate job experience create problems, are fired, or quit at the slightest pretext. It is at this time that followup and supportive services may be especially important. The youth must be persuaded that a career ladder exists and that it is possible to move through a series of legitimate jobs and training experiences which will ultimately result in successful employment that is more rewarding than life with a street gang.

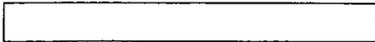


A series of social supports and controls should be established for the youth gang member in this career development process, particularly in the community with chronic gang-related problems. Employers and supervisory personnel should be oriented to the needs of the youth. Mentors, whether volunteer or paid, relatives, close friends, and neighbors should be involved in the training and work-support process. Probation and parole officers should be continually engaged in close supervision of the gang member as he or she faces obstacles to adapting to the work situation. Only under the most extreme circumstances, such as commission of a felony, should the youth be considered for termination from the program.

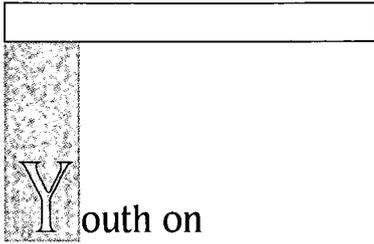
Employment services for serious gang offenders, as part of a comprehensive suppression and intervention program, will be very costly, particularly in terms of the variety of skilled staff and the intensity of services required. Teachers or remedial education specialists, job trainers, employment placement specialists, and advocates will need to have advanced training in their own specialties and an ability to relate to and understand how to provide services to aggressive, easily frustrated gang members. The roles of professionals and paraprofessionals, including those who come from the neighborhood and even former gang members, will have to be carefully developed and their interrelationships specified. Different kinds of organizations, including schools, employers, criminal justice and community-based agencies, community groups, and residents, must assume varying and complementary responsibilities depending on local community resources, the nature of the gang program, and the purpose and scope of the particular program component.



Of special importance should be a formative evaluation during the initial phase of the development of these innovative gang-oriented employment programs. Evaluators must help administrators of the programs articulate objectives and assess the relationship of specific program activities and processes to program purposes. From the start, careful documentation should be required for



The youth must be persuaded that jobs and training will result in employment that is more rewarding than life with a street gang.



Youth on the street not yet involved in existing agency programs often constitute a recruiting pool for gang membership.

organizational and interorganizational procedures, program problems and changes, and whether youth continue in their criminal gang patterns. Long-term evaluation of program processes and gang-member employment and recidivism patterns should be considered.

Community-based youth agency

An essential component of a broad-scale approach to the youth gang problem is a local community-based youth agency (CBYA) to provide a continuum of services to gang and gang-prone youth. Proposed is a six-fold mission for those youth agencies intending to serve youth gang members: socialization, education, family support, training and employment, social control, and community mobilization and agency coordination. This mission must target and serve different types of youth gang members, their families, and their communities in different ways. This variation is largely related to degrees of poverty and social and personal disorganization, particularly as represented in communities with emerging and chronic gang problems.

The CBYA program should target a different mix of youth in these communities. Relatively more youth prone to gangs should be targeted in communities with emerging problems; relatively more committed and adjudicated gang members should be targeted in localities with chronic gang problems to reflect the wider scope and more serious nature of the problem. The CBYA needs to assist and supplement services and approaches of key institutions, such as family, school, employment, and criminal justice agencies. To achieve a reduction in the gang problem, the CBYA must therefore not only work directly with gang members but assist in strengthening primary social institutions and increase local community capacity to address its youth gang problem.

Socialization. Of primary importance in contexts with emerging gang problems is the ability of the CBYA worker to reach out to youth on the street not yet involved in existing agency programs. Such youth often constitute a recruiting pool for gang membership. Special efforts should also be made to change the style and content of existing programs to meet the interests and needs of ethnic, racial, and cultural groups new to the community. In the course of many of these activities, it is important for the CBYA worker not to become an inadvertent focus for binding a loosely knit youth group into a cohesive criminal gang. The CBYA worker should be skilled in helping gang-prone youth or youth gang members learn conflict resolution skills, especially those that contribute to a reduction of intergroup conflict. Team sports and social activities may be important, especially when they involve parents and local residents as role models and agents of social control, but also when they facilitate relationships that allow the CBYA worker to address gang members' more difficult problems of social development and control.

Education. The major networking and social intervention objectives of administrators and teachers working with gang-prone youth ages 12 to 16 should be to meet the educational and social needs of these vulnerable yet troublesome youth. Their primary task should be to help youth improve their performance at school and at the same time curb or limit their actual or potentially disruptive



gang-related behavior. The CBYA worker should join the school team, supplementing the teachers' activities both in and outside the school. If older youth gang members are quitting school, the CBYA should work directly with school administrators to establish alternative school programs and special skill and general equivalency diploma (GED) centers. CBYA workers should collaborate with teachers, parents, and community volunteers teaching and supervising these youth.

Family support. Parents of youth gang members are often burdened with their own personal, social, and economic problems. These parents are often very difficult to reach and counsel effectively. A persistent long-term outreach support effort by the CBYA in cooperation with other agencies must be initiated when appropriate. The CBYA worker can aid parents of gang members by having them meet together to share problems of parenting and supervising their gang offspring. These groups can also become mutual-aid or crisis-intervention groups when gang conflict threatens or flares up. Youth gang members must be assisted if they need to leave, at least temporarily, disorganized family situations. The CBYA worker should work closely with the child welfare agency and the court as well as the youth and his family when this process is undertaken.



Training and employment. The CBYA worker can assist schools, community organizations, and employers to prepare youth for employment at the CBYA facility. The CBYA should help with referral and support services if programs such as introduction to the world of work and training programs already exist in the community. In some cases, the CBYA can develop small entrepreneurial operations, employing gang members, preferably in collaboration with established businesses. Collaboration with schools in the development of job banks and apprenticeship opportunities may also be necessary. Of special importance is the focus on those gang members in greatest need of basic academic and vocational problem-solving skills and job development services.

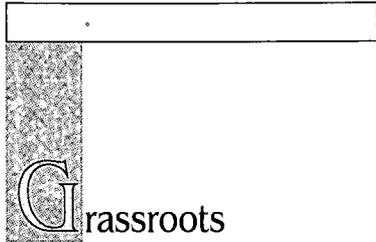
Social control. The CBYA must learn to accept and take on new roles of deterrence, supervision, and suppression in helping youth gang members and those prone to gangs. In this process, key links with police, probation and parole, and the courts must be developed. Youth gang members and their families should come to view the CBYA worker not only as a helping agent but as a possible link to authoritative or criminal justice agencies that will not hesitate to report gang-related behavior and help with certain activities such as surveillance or patrol. The agency's supervisory or deterrent role should be based on the traditional socialization function of the CBYA to help the individual mature and develop socially within the framework of the conventional values of the neighborhood and a democratic society.



Community mobilization and agency coordination. The CBYA in some communities may be ideally situated to observe and articulate the problems and needs of the community, especially those of its youth gang members. The CBYA should then attempt to rally other agencies and community groups to action, especially if the agency has a track record of working with youth gangs and can demonstrate credibility with diverse parts of the community. It may act as a moderating force where others might be inclined to overreact to gang members and their crimes of violence. In communities in which gang



Parents of gang members are often burdened with their own problems.



Grassroots organizations should be concerned with the gang problem.

problems are emerging, CBYA's should attempt, particularly in conjunction with schools, to mobilize community efforts to deal with the problem. In communities with chronic gang problems, the role of the CBYA should probably be relatively more closely linked to criminal justice agencies, particularly probation.

CBYA's should be staffed by mature individuals—professionals and neighborhood residents—who are strongly motivated to serve and have the capacity and skills to work with gang members and with community group and organizational representatives. Training efforts should focus not only on work with youth gang members but on the integration of CBYA services with those of other agencies, especially criminal justice and grassroots organizations. The broad-scale approach of the CBYA to the youth gang problem should be tested in two stages: in the earlier period to ensure that specific objectives, services, and processes are properly developed; and in the later outcome stage to determine whether specific strategies and programs do indeed lead to a lowering of the gang crime rate.

Grassroots organizations

The grassroots organization is a traditional American response to a range of problems that affect the local community's welfare and development. Such associations or organizations are based on citizen concern and can be used not only to mobilize local energy and resources but to compel outside interest and concern, usually by government. In most cases these organizations closely identify with a specific population. They emphasize local citizen participation. Grassroots organizations can play a significant role in the control of gang crime. These organizations include block clubs, neighborhood improvement associations, tenant organizations, parents or mothers groups, citizen patrols, local business, fraternal and other civic organizations, churches and church-sponsored groups, social agencies, political organizations and activists, and multifunctional community organizations.

Grassroots organizations should be concerned, directly or indirectly, with the gang problem in their communities, often the tip of a more complex set of serious local concerns. The local organization serves to connect the individual citizen, family, and even gang members with the norms, values, and resources of the larger society. The grassroots organization should pursue a variety of strategies toward stimulating and integrating citizen and community efforts to resolve the gang problem. Specifically, the key strategies should be a mix of community mobilization, organizational development, and suppression.

Community mobilization may be viewed as a strategy uniquely fitted to the interests and capacities of the grassroots organization. A key objective should be to develop clear and reliable information about the gang problem. The organization has to be aggressive in its efforts to gather data, interpret the problem, and determine what should be done. While the organization should conduct or participate in a series of community meetings to assess and plan programs to deal with the problem in collaborative interagency terms, it must also take



proactive leadership in influencing certain key authorities to see the moral and political necessity of addressing the problem with meaningful and programmatic policy.

While the grassroots organization may contribute to collaborative programs, it may also need to challenge public and nonprofit agencies over issues of racism, agency corruption, staff incompetence, and lack of resources, which contribute to the failure to resolve the gang problem. Some of the tactics of these organizations can arouse citizen and agency feelings and reactions. They may cut through citizen apathy and agency routine. Most important they can be useful in stimulating community participation and the development of constructive policies and programs to deal with specific gang situations.

A variety of mechanisms, techniques, and direct actions are available to the grassroots organization to affect change in established organizational policy and programs, and to hold the organization accountable for performance of mandated or agreed-upon functions. The community organization should facilitate the development of interagency task forces, coordinating councils, and advisory committees containing a range of criminal justice and community-based agencies as well as citizen groups. The special mission of the grassroots organization should be to use these broader community councils to educate and persuade agencies to actively, intelligently, and beneficially resolve the problem on behalf of the local community. The grassroots organization will need to monitor and test continually the value of agency programs that result from these communitywide, interagency associations.

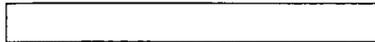


One important consequence of community mobilization and special local organizational arrangements to address the youth gang problem should be the development of local citizen leadership. A variety of organizing and management skills can be learned, such as how to efficiently marshal pickets or persuade local legislators to vote for or against a particular gang-related measure, how to conduct meetings or interagency negotiations, and how to develop cooperative community group and agency agreements in regard to gang programs.

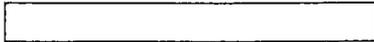
The neighborhood organization is in a uniquely advantageous position to mobilize formal authority as well as direct local citizen or street-level controls over youth gang members. Because of its contacts with official agents of control, particularly police and other justice system representatives, and its knowledge of community, the neighborhood or local grassroots organization should be especially effective in targeting and controlling particular gangs and youth gang members. While local citizens should sometimes be mobilized for direct defensive and offensive activities against gangs, these efforts should be planned and carried out in cooperation with established or official authorities; for example, in collaboration with the local police, probation, or community-based youth agencies. Local parents, residents, and former youth gang members, collectively or individually, are useful in persuading and counseling gang members to cease their violent activities.



The needs for training of staff and volunteers in grassroots, gang-related projects can be extensive depending on the particular tasks required. Special workshop and short-term training conferences should be directed to such issues



An important consequence of community mobilization is the development of local leadership.



primary
research consideration
is the measurement
of the community's
capacity to mobilize.

as the genesis of specific community gang problems and the extent to which particular community conditions contribute to the problem. Techniques for working with gang members, their parents, and community agencies addressing the problem should be developed.

To determine the effectiveness of grassroots projects dealing with the youth gang problem, the numbers of people who participate in such projects and the extent to which community actions are associated with a decline or change in the character of the problem need to be assessed. Although a full-scale evaluation of the grassroots organization's contribution to the control of gang crime is probably not possible without a variety of community comparisons and careful research controls, valuable insights for planning future community gang-control programs can be obtained by documenting their organization and effectiveness in reducing gang crime. A primary research consideration is the measurement of the community's capacity to mobilize itself and construct a mechanism to address the problem.



- Researchers
- Planners
- Policymakers



More detailed information about this study and issues surrounding youth gangs is available through the Juvenile Justice Clearinghouse.

The full 195-page report *Gang Suppression and Intervention: An Assessment* discusses in detail the study's findings and its design and research methodologies. The full report is useful for conducting further research, making planning decisions, or drafting policy.

For your copy of the full report, complete and return the order form below with your payment. A companion research summary *Gang Suppression and Intervention: Problem and Response* is also available.

For further information on this or other juvenile justice topics, call the Juvenile Justice Clearinghouse at **800-638-8736**.



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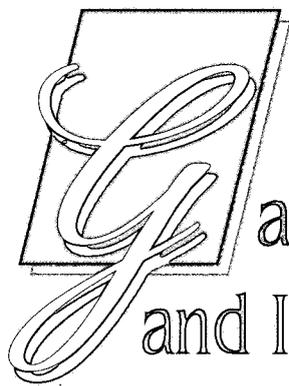


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Guided
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ang Suppression
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Research Summary

A Publication of the
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Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination and Planning Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 43 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

OJJDP provides leadership, direction, and resources to the juvenile justice community to help prevent and control delinquency throughout the country.

Gang Suppression and Intervention: Problem and Response

Research Summary

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October 1994

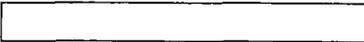
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Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of OJJDP or the U.S. Department of Justice.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.



Foreword



Youth gangs and the problems associated with them were once thought to concern a relatively small number of major metropolitan areas whose gang troubles go back to the days of *West Side Story*.

No longer. As the challenge posed by gangs extends to a greater number of cities and to communities of more modest proportions, the need for comprehensive community efforts to address emerging and chronic gang problems intensifies.

Dr. Irving Spergel and his colleagues at the University of Chicago have conducted the first comprehensive national survey of organized agency and community group responses to gang problems in the United States. Their study is the only national assessment of efforts to combat gangs.



The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is funding a multi-site demonstration of the Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program. The program uses the model developed by Dr. Spergel and his colleagues. An independent evaluation will also be funded. OJJDP's National Youth Gang Suppression and Intervention Program is establishing a National Gang Assessment Resource Center and will provide technical assistance and training services to program sites across the country.

This Summary presents the results of the study team's assessment of youth gang problems and responses across the United States. It demonstrates the need for effective gang suppression and intervention programs. We believe this assessment will help local juvenile justice and law enforcement agencies achieve these goals.

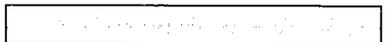
John J. Wilson
Acting Administrator
Office of Juvenile Justice and Delinquency Prevention





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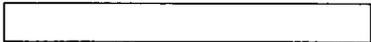
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Preface



This summary integrates the findings of seven data collection and research phases conducted in the initial assessment of the National Youth Gang Suppression and Intervention Program. The three primary reports are:

1. *Gang Suppression and Intervention: An Assessment.*
2. *Survey of Youth Gang Problems and Programs in 45 Cities and 6 Sites.*
3. *Community and Institutional Responses to the Youth Gang Problem: Case Studies Based on Field Visits and Other Materials.*

In view of the complexity of the youth gang problem, to prepare more effectively for prototype development, technical assistance and training, and implementation, four additional reports were developed:

4. *Report of the Law Enforcement Youth Gang Symposium.*
5. *Law Enforcement Definitional Conference — Transcript.*
6. *The Youth Gang Problem: Perceptions of Former Youth Gang Influentials. Transcripts of Two Symposia.*
7. *Client Evaluation of Youth Gang Services.*



The purpose of the initial assessment is to determine the scope of the youth gang problem, to review the response, and to examine promising approaches for combating the gang problem.

For availability/ordering information for the reports listed above, as well as other youth gang reports and products, contact the Juvenile Justice Clearinghouse at 800-638-8736.







Scope of the problem

Because research has been limited and because researchers have no real consensus on the definition of a gang or gang incident, the scope and seriousness of the youth gang problem are not reliably known. Law enforcement and media reports suggest that criminal youth gangs are active in nearly every State, including Alaska and Hawaii, as well as in Puerto Rico and other territories. Youth gangs exist in large, mid-size, and small communities and in suburban areas. They may be present in one city but absent or less active in another seemingly similar community. Gangs operate in city, county, State, and Federal detention and corrections facilities. They operate in the vicinity of many schools, generally carrying out their activities near rather than within schools.

Youth gangs and gang incidents are defined in different ways in different communities. Researchers who conducted a survey of 45 cities and 6 sites found that the most frequently mentioned elements of a definition include certain group or organizational characteristics, such as symbols and a range of criminal activities, particularly violence and drug use and sales. Of 35 discrete cities and jurisdictions with organized programs to combat emerging and chronic gang problems, law enforcement officials estimated that the United States has some 1,439 gangs and 120,636 gang members. African Americans (54.6 percent) and Hispanics (32.6 percent), mainly Mexican Americans, were the major racial/ethnic groups in the gang populations reported by law enforcement officials.



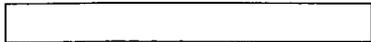
Two-thirds of the law enforcement respondents in our survey perceived gangs as affiliated across neighborhoods, cities, or States. They stated that 75 percent of youth gang members had prior police records and that 11.3 percent of FBI index crimes in their jurisdictions were committed by youth gang members. However, the gang problem is not limited to juveniles; adults were reported to be involved in 45.6 percent of youth gang incidents.

Although gang members with arrest records were responsible for a disproportionate amount of violent crime, the proportion of total violent crime committed by gang members is still estimated to be fairly low. However, statistics on violent crimes committed by gang members depended in large measure on the local definitions of gang incidents.

Key aspects of youth gang behavior are its prevalence in violent crimes, such as homicide and aggravated assault, and its concentration in certain types of neighborhoods. Gang homicides, using a broad and inclusive definition, such as that used in Los Angeles, have ranged between 25 and 30 percent of all of the city's homicides in recent years. In a city with a more restrictive definition of gang incidents, such as Chicago, the average is about 10 percent.



The close relationship of gangs, violence, and a significant crime problem are most evident, however, when the criminal records of youth gang members are compared with those youths who are not in gangs. Youth gang membership is associated with significantly higher levels of delinquency and index crimes. The rate of violent offenses for gang members is three times as high as for nongang delinquents. Even gang members without delinquency records have higher adjusted frequencies of hidden delinquency than do nongang youth with




Criminal youth gangs are active in nearly every State.

Gangs have different types of members: core members, fringe members, and "wannabees."

delinquent records. Gang membership appears to prolong the extent and seriousness of criminal careers.

Recent evidence shows that a growing proportion of gang youth use and sell drugs. Currently, some youth gangs (more cliques within gangs or former gang members) are heavily engaged in street sales of drugs, and are involved in some mid-level drug distribution. However, the growth of drug dealing by gang and former gang members is insufficient to account for the greatly increased sale and use of drugs in many inner-city communities.

Although individual gang members may be involved in violent activities that are related to drug use or sale, the existence of a causal relationship between gang-related violence and drug use and sale is unclear. Tough competition for drug markets may increase the likelihood of gang conflict, but most gang homicides still appear to grow out of traditional turf wars.

Law enforcement officials who view drug trafficking to be a primary purpose of the gangs said in the survey that trafficking is more characteristic of black than Hispanic gangs. When drug dealing is regarded as a primary purpose of the youth gang, a higher percentage of index crime in the community is attributed to gangs. Gangs that are affiliated across neighborhoods, cities, or States were also viewed as more likely to be connected with adult criminal organizations.

Such gangs are regarded as likely to be engaged in both street and higher level drug trafficking, such as transporting drugs across jurisdictions. Nevertheless, it is likely that drug selling or trafficking opportunities have more to do with the development of a serious criminal youth gang problem, than the presence of youth gangs has a significant influence on the general drug problem.

Characteristics of gang structure

Although gangs appear to be more highly structured than delinquent groups, they may still be regarded as loosely organized. Some gangs base their membership on age and others on geographic area, such as neighborhoods. Some gangs are part of larger structures and alliances known as "nations." Estimates of gang size range from four or five members to thousands in a gang or gang conglomerate. Analysts often disagree on the size of gangs, in part because their studies are conducted at different times and different locations.

Gangs have different types of members: core members—including gang leaders, associates or regulars, peripheral or fringe members, and "wannabees" or recruits. The core may be regarded as an inner clique that determines the basic nature and level of gang activity. The extent to which gang members maintain long-term roles and specific positions is not clear. For example, some members join for a short period. A youth may switch membership from one gang to another for various reasons. In general, core members are more involved in delinquent or criminal activities than fringe members.



In recent decades, the age range of gang members appears to have expanded, particularly at the upper end. Members remain in gangs longer to pursue economic gain through increasingly serious criminal acts. Extreme gang violence is concentrated in the older teen and young adult age range. The average age of the arrested gang offender is 17 or 18. The average age of the gang homicide offender is 19 or 20 and the victim a year or two older, at least in cities with large, chronic gang problems.

The evidence is overwhelming that males are almost exclusively responsible for gang-related crime, particularly violent offenses. About 5 percent or fewer of reported gang crime appears to be committed by females. Male gang members are estimated to outnumber females by 20 to 1; however, half or more of the youth or street gangs may have female auxiliaries or affiliates. Some gangs are composed of both genders, but a very small number are unaffiliated female gangs.

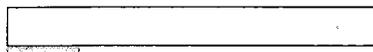
Females are likely to join gangs at a younger age and leave earlier. Female involvement in gangs is less substantial than male involvement; young women's criminal behavior is related—directly or indirectly—to that of the dominant male pattern. Contrary to myth, female gang members are more likely to play a positive role, tempering the behavior of male gang members rather than inciting male gang members to violent or criminal activity.



Gang socialization processes vary by age, context, and situation, including access to alternative roles. Reasons for joining gangs include a need or wish for recognition, status, safety or security, power, excitement, and new experience. Youth raised under conditions of social deprivation are particularly drawn to gangs. Many youth view joining a gang as normal and respectable, even when the consequence is a series of delinquent and violent acts. Gang affiliation may constitute part of an expected socialization process in certain communities when they are viewed as embodying such values as honor, loyalty, and fellowship. The gang is seen as an extension of the family and as contributing to the development of the clan. For some youth, joining a gang may result from a process of rational calculation in which the objectives are the achievement of security or gaining financial benefits. For some youth, gangs may provide sanction, contacts, and experience that will lead to adult criminal pursuits.

Social contexts

Rapid urban population change, community disintegration, increasing poverty (relative and absolute), and social isolation contribute to institutional failures and the consequent development of youth gangs. The interplay of social disorganization and lack of access to legitimate resources, in particular, figure in the development of seriously deviant groups. Families, schools, politics, organized crime, and prisons impact gang patterns.



Gang socialization varies by age, context, and situation.

Gang membership may be traditional among certain inner-city families.

Family

Family disorganization, such as single-parent families or conflict between parents, does not as such predict gang membership. A variety of other variables must accompany a weak family structure to produce a gang problem youth, including aggressive need dispositions at critical social development stages and the availability of a peer group that does not fully support family and school. Thus, although youth gang membership may not be explicitly acceptable, it may be traditional among certain inner-city families. The extent to which some families condone or implicitly approve participation in the gang may be a contributing factor, particularly if the youth contributes to the family financially.

Schools

A youth gang member is likely to be a youth who has done poorly in school and has little identification with school staff. He does not like school and uses school more for gang-related than academic or social learning purposes. Few schools directly address gang-related problems or factors that precipitate gang membership. By and large, gang violence does not erupt in schools, although gang recruitment and especially planning of gang activities may occur on school grounds and may be carried out after school is dismissed.

Not all schools in areas of low-income or even high gang crime are touched by gang development or gang crime. Some schools—perhaps because of stronger leadership and more stable and concerned learning environments—do a better job of sustaining student interest and achievement. Consequently, these schools have lower rates of gang problems.

Politics

A symbiotic relationship develops between politicians and gangs in certain low-income communities, particularly those in the process of considerable demographic or political change. Political aspirants who have a weak base of support and who are short of manpower sometimes call on youth gang members to perform a variety of tasks needed to compete in local politics. These tasks include obtaining signatures on petitions, putting up or tearing down election posters, browbeating voters, and getting voters out to the polling place.

Gangs are used by a variety of organizations at times of urban or organizational disorder to try to control disruption or the outbreak of a riot, and thus to stabilize volatile community situations. Gangs and gang members have received income, acceptance, status, and occasionally a limited degree of influence for their services.

Organized crime

Violent and criminal subcultures probably became more integrated in the 1980's than they were in the 1950's or 1960's, as newer minority groups entered organized crime. Greater competition among nascent criminal organizations, the relative increase in numbers of older youth and adults in gangs, and

the expanded street-level drug market probably further contributed to the integration of violence and criminal gain activity.

Several observers suggest a close relationship between youth gang members and adults involved in organized crime. Adult criminals may follow the street reputations of youngsters and gradually draw young gang members into criminal networks. Many youth gangs and cliques within gangs may become subunits of organized crime for purposes of drug distribution, car theft, extortion, and burglary.

Prisons

Prison gangs and street gangs are interdependent. The prison or training school may be regarded both as facilitating and responding to gang problems. In most States, prison gangs are outgrowths of street gangs, but evidence indicates that gangs formed in prison may emigrate to the streets. Incarceration, although generally a short-term response to a specific crime, has led to increased gang cohesion and membership recruitment in many institutions, and it may indirectly worsen the problem in the streets. Development of gangs in prisons is attributed in part to certain officials who give recognition to gangs as organizations and who try to work with them to maintain institutional control.

Emerging and chronic gang problems

Visits to various cities experiencing youth gang problems and to intervention programs that show promise enabled researchers to delineate more sharply some differences between emerging and chronic youth gang problems. The beginnings of youth gang problems, particularly since 1980, seem to have certain similarities in different cities.

Youth are observed congregating (hanging out) at certain locations within low-income communities. These small and amorphous groups have lines of membership that are unclear. Distinctive features of the traditional youth gang—gang names, colors, signs, symbols, graffiti, turf, and particular criminal patterns, such as intimidation, gang assaults, and drive-by shootings are not well developed. The distinction between an ad hoc delinquent group and a better organized youth gang is not easily made at this time.

With the passage of time, sometimes a brief period, characteristic youth gang behavior surfaces. Youth gangs clash. They commit property crime, especially vandalism and graffiti, in and around schools and at hangouts. Burglary, car theft, and narcotics use become more clearly associated with particular individuals or cliques. Tensions between increasingly organized youth groups result in stepped-up recruitment of members.

Assaults are more frequent at shopping and recreation centers, sporting events, and other spots favored by youth. Some of the violence results in stabbings, shootings, and homicides. Fear and concern permeate certain sectors of the community and the media pay greater attention. The youth gang problem

Prison gangs and street gangs are interdependent.

Most new gangs are not franchises.

crystallizes as it assumes crisis proportions and as police, politicians, schools, and other agencies and community groups take more action.

Leaders in cities with emerging gang problem cities may assert at first that the problem is imported from outside, from gangs in other cities. Indeed, gang leaders have arrest records in other cities. However, it is usually clear that most new youth gangs are not franchises nor developed as part of a calculated expansion for status or economic gain purposes.

Instead, the emigration of gangs to communities that had been free of them appears to result from the movement of low-income families out of inner cities into communities with improved housing, employment opportunities, and a better life for their children. Youth in these families may have been gang members or prone to gang membership. As newcomers, these youth may seek the status and the protection of gang membership in the new community, often at school, in part because indigenous youth often are hostile to newcomers.

Some community leaders in these cities argue that local youth with or without the presence of outsiders were ready to participate in gangs because of deteriorating family, school, social, and economic conditions. A later stage in the emergence of youth gangs is the development of a serious drug trade problem, often involving crack cocaine. A gang's involvement usually occurs within 2 or 3 years after a city discovers that it has a youth gang problem. Traditional youth gang patterns become muted or almost disappear. The relationship of youth gang members to drug trafficking and other more organized criminal activities grows more difficult to detect.

The situation may be even more complex in cities with chronic problems, such as violence, turf protection, gang symbols, and recruitment. In cities where gangs are established, cycles of organized gang activity, including retaliatory killings, are followed by periods of relative tranquility as older, more serious offenders are imprisoned. In time, the offenders return to their gangs and some resume patterns of gang violence or they may stimulate the development of new gangs and recruit younger gang members. Succeeding generations of youth create different patterns of gang-related deviance. For instance, drug use, vandalism, and satanism may become popular.

But in due course, youth absorbed in these activities may shift and integrate into traditional forms of youth gang violence. Drug trafficking and other adult criminal patterns are most readily developed in areas of chronic poverty and in minority ghettos or enclaves. The adult criminal systems in these areas serve to reinforce youth gang patterns, probably more indirectly than directly. Youth gangs serve as a basis for recruitment and even a potential infrastructure for the development of adult criminal enterprises.



Strategic responses

Five basic strategies have evolved in dealing with youth gangs: (1) neighborhood mobilization; (2) social intervention, especially youth outreach and work with street gangs; (3) provision for social and economic opportunities, such as special school and job programs; (4) gang suppression and incarceration; (5) and an organizational development strategy, such as police gang and specialized probation units. Since these strategies are often mixed, it is useful to incorporate them into two general organizational approaches: a traditional, limited bureaucratic or unidimensional professional approach and an evolving rational, comprehensive, community-centered approach.

The neighborhood mobilization approach to the delinquent group or gang, which evolved in the 1920's and 1930's, was an early attempt to bind together local citizens, social institutions, and the criminal justice system together in a variety of informal, and later, formal ways. Neighborhood adults and youth agencies often worked to socialize youth in general and did not specifically target delinquent or gang youth. These efforts led to the development of the social intervention approach—a more sophisticated outreach to street gangs in the 1940's and 1950's.



Adherents of this approach viewed youth gangs as a relatively normal phenomena in socially deprived communities, and believed that youth gang members could be redirected through social intervention steps, such as counseling, recreation, group work, and social service referrals. A variety of research evaluations indicate that this approach as such does not reduce delinquent activity and that it in fact may contribute to increased cohesion and criminalization of the gang.

An opportunities provision approach developed in the 1960's, but did not specifically target the youth gang problem. Great concern with rising rates of delinquency, unemployment, and school failure of inner-city youth in the late 1950's led to a series of large scale resource infusions and in the 1960's to innovative programs designed to change institutional structures and reduce poverty. Although programs such as Head Start and Job Corps appeared to have had a positive effect on reducing delinquency, it is not clear to what extent these programs addressed the youth gang problem. In fact, evidence indicated a rise in the scope and seriousness of the gang problem in several cities in the late 1960's and early 1970's.

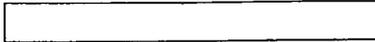
A new strategy, suppression, appears to have emerged in the 1970's and 1980's and remains prevalent today. The dominance of a suppression strategy can be related to several factors: the decline of local community and youth outreach efforts, at least with respect to the youth gang problem; the insufficiency of opportunity provision approaches to target or modify gang structures; the changing structure of a labor market that can no longer adequately absorb unskilled and poorly educated older youth gang members; and the consequent increased criminalization and sophistication of youth gangs.



These factors have resulted in the reliance on a law enforcement-dominated suppression approach. Youth gangs are increasingly viewed as dangerous and



A new strategy of suppression emerged in the 1970's and 1980's and remains prevalent today.



he mission of prosecutors is conviction of gang offenders.

evil, a collecting place for sociopaths that most social institutions could not rehabilitate. Community protection has become a key goal. Vigorous law enforcement was required. Gang members, especially leaders and serious offenders, are increasingly arrested, prosecuted, and removed from the community to serve long prison sentences.

Institutional responses

Police

Law enforcement agencies have pursued an increasingly sophisticated suppression approach to youth gangs, including surveillance, stakeouts, aggressive patrol and arrest, followup investigations, intelligence gathering, coupled with some prevention and community relations activities. Police have created complex data and information systems and improved coordination among law enforcement.

However, no systematic evaluation of varied police approaches has been conducted. Although it is possible that relying solely on suppression may stop gang violence in smaller cities or those with emerging gang problems (usually accompanied by an increase in gang-related drug trafficking), researchers have discovered little evidence that relying primarily on suppression has reduced the gang problem in large cities such as Los Angeles.

Some police departments have developed community-oriented strategies, with considerable attention to community collaboration, social intervention, and even opportunity enhancement. Some police officers assigned to the gang problem have directly provided counseling, job development and referral, and tutoring, and have engaged in extensive community relations and development activities. In some cities where these more complex approaches have been tried, some evidence shows a decline in the youth gang problem. But again, it is not clear whether the decline was due to changed police strategies or alternate but unrelated structural changes in the community environment, such as more legitimate jobs becoming available or greater access to income producing drug trafficking.

Prosecution

The primary mission of prosecutors is successful prosecution, conviction, and incarceration of gang offenders. Prosecutors have focused on serious gang offenders in vertical prosecution arrangements in which a single prosecutor follows a case through from start to finish. As a result, the rate of conviction and incarceration has increased. Researchers argue that the gang prosecutor's approach has become more specialized and somewhat more community oriented with an increased understanding of gang norms and behaviors and the community factors that influence them.

At the same time, the vertical prosecution approach can be broadened to include preventive and social intervention strategies, particularly for younger offenders.



These may include community development activities and social service referrals. Constitutional questions need to be resolved as State law and gang prosecutors increasingly define gangs as criminal organizations, putting gang members at special risk of arrest and enhanced sentencing.

Judiciary

The court has directed little attention to special approaches for dealing with juvenile or youth gang offenders. Instead, the judiciary emphasized a get-tough strategy, and more often removal of the serious juvenile gang offender from the jurisdiction of the juvenile and family court. However, some judges try to use the court as a basis for a community-oriented approach in which a variety of community, school, family, and justice system organizations concentrate efforts to address the special needs of the youth gang member. Although many judges pursue a broad social rehabilitation or protective approach with respect to abused and neglected children and minor offenders, little consideration is given to adapting such an approach for juvenile gang offenders.

Probation/parole

Most probation departments and parole units have not given special attention to the gang problem, particularly through special units and procedural arrangements. However, innovative approaches have been developed, for example, in Los Angeles, San Jose, San Diego, and Orange County in California. The specialized programs emphasize suppression in collaboration with law enforcement, and to a lesser extent close coordination with community-based youth service agencies. These programs may involve vertical case management and intensive supervision.

A few probation and parole units have experimented with combinations of individual and group counseling, remedial education and alternative school arrangements, employment training, job placement, and residential care. An integrated outreach crisis intervention youth service program combined efforts with a discrete probation unit and a variety of community groups associated with a reduction of the youth gang problem in Philadelphia in the 1970's and 1980's. The Gang Violence Reduction Program of East Los Angeles, part of the California Youth Authority, uses former gang members and a strong community involvement strategy, which was also reported to be successful.

Corrections

Traditional suppression still predominates in most prisons, including swift reaction to and forceful prevention of gang activities via special lockup arrangements, and the movement of gang leaders from one prison or prison system to another. A comprehensive community-based approach is more likely to be developed in a youth correctional institution. This approach provides for close coordination with a variety of law enforcement and community-based agencies, better communication between correctional officers, and inmates.

Some judges try to use the court as a basis for a community-oriented approach.

Schools may be the best resource for gang prevention.

It increases institutional social opportunities for positive inmate development and change, including employment training and work programs. Evidence for the beginning of a more comprehensive and promising long-term approach exists in some of the programs of the California Youth Authority and in the Ethan Allen School for Boys in the Division of Corrections, Wisconsin Department of Health and Social Services.

Schools

Public schools, especially middle schools, are potentially the best community resource for the prevention of and early intervention into youth gang problems. The peak recruitment period for gang members is probably between 5th and 8th grade, when youth are doing poorly in class and are in danger of dropping out. Most schools, overwhelmed by other concerns, tend to ignore or deny the problem.

When circumstances force schools to recognize the presence of youth gang problems in and around schools, their first reaction is to beef up police, school security. Probation and youth service agencies may be invited to develop gang prevention programs in the schools. Otherwise school programs receive little restructuring, including the targeting of high-risk gang youth for special supervision and remedial education.

Sometimes probation officers have established in schools special outreach programs that involve parent education, family counseling, and referral. Special antigang curriculums for children in the early elementary grades are usually taught by representatives of outside agencies. Although evidence suggests that these curricular efforts are successful in changing attitudes of youth about gangs, it is not clear that behavior of youth who are already gang members is also changed. A variety of school antidrug programs, with some attention to gang issues, is being tested in California, Oregon, and elsewhere.

Community organizations

Ad hoc, sometimes ephemeral local community efforts have developed in recent years to deal specifically with the youth gang problem. Some of these efforts are variations of more general citizen crime control and prevention programs. Whether limited citizen participation can be effective is questionable where the risks of intimidation by gang members are high.

Nevertheless, a variety of proactive and militant local citizen groups have formed to deal with the problem, sometimes with the aid and supervision of the local police. Such groups patrol streets, supervise social events, and monitor students in school buildings. Some of the groups have taken on a vigilante character and do not shrink from interrupting drug deals, holding offenders until the police are called, and even shooting at gang members on occasion.

In an earlier period, some resident groups attempted to mediate gang disputes when youth gang activity was a little less lethal and criminalized because of the involvement of fewer adults and the absence of drug trafficking. Mothers'

groups were active in preventing gang conflict in Philadelphia. A number of cities have similar groups somewhat analogous to the Mothers Against Drunk Driving.

Their members provide mutual support for parents whose children are victims of gang violence. They lecture in the schools, advocate stricter gun control, and pressure police and other agencies to focus greater attention on the gang problem. Although it is doubtful that such groups alone can make a decisive difference, evidence—in Philadelphia and East Los Angeles—indicates that local community groups can make a positive difference. To do so, they require close coordination with schools, police, churches, and youth agencies.

Employment

Although evidence indicates that gang youth prefer decent paying jobs to gang life, training and employment programs have not adequately targeted gang youth. Most policymakers and practitioners familiar with the problem believe that part-time and full-time jobs would be effective in pulling youth away from gangs and socializing them to conventional careers. However, youth gang members generally lack the vocational skills and appropriate social attitudes and habits to hold jobs.

A variety of social support, remedial education, and supervision strategies appear to be required to make job and training programs directed to gang youth successful. Some local projects, combining business and public sector interests and resources, have been promising. Examples include the San Jose Youth Conservation Corps experiment closely connected with the Juvenile Court, and a somewhat similar project recently initiated in Dane County, Wisconsin.

A long running program in El Monte, California, involved police and the Boys' Club, along with business and industry in extensive job development and placement efforts directed to gang youth and their families. These projects involve intensive efforts to prepare and sustain gang youth on the job. Recent U.S. Labor Department efforts to create comprehensive community-based job training and placement programs targeted to a variety of socially deprived youth, including gang youth, may also prove to be promising.

Policies and procedures

A survey covering 45 cities and 6 sites, mainly correctional institutions with organized programs, examined policies and procedures employed by agencies and community groups to deal with the youth gang problem. The 254 experienced and knowledgeable policymakers and administrators contacted included police, prosecutors, judges, probation, parole, corrections officers, school personnel, youth agency and social service staff, grassroots representatives, and community planners.

A variety of criminal justice and community-based organizations currently respond to the youth gang problem; nevertheless, law enforcement is still the

Evidence indicates that gang youth would prefer decent paying jobs to gang life.

Law enforcement is the dominant response to the youth gang problem.

dominant response. The structure of the police response differs from that of other agencies. Police departments are usually larger in size and can allocate more resources to the problem. An explicit, formal, and increasingly specialized approach tends to characterize law enforcement programs, including specially organized gang units, written policies, special training, and increasingly sophisticated data collection systems.

However, police are less likely to have interdepartmental or external program advisory structures than other agencies; still, the police tend to participate extensively in communitywide coordinating or task force efforts. In those jurisdictions where promising approaches exist, organizations have special policy and training arrangements that addressed the gang problem.

Internal agency arrangements across units, related to policies, procedures, and coordinating mechanisms, are reasonably well interrelated. However, a negative relationship exists between the presence of a special gang unit or program in an agency and the external advisory program structures for that unit or program.

Possibly when an organization has made a special commitment to dealing with the youth gang problem, it does not want anyone from outside of the agency examining its policies and procedures or advising what they should be. However, this attitude may prevent effective outcomes, as indicated below.

In general, the presence of special programs, units, policies, and activities directed to the youth gang problem is associated (statistically) with a worsening gang problem. Agencies are especially responsive, when gangs infiltrate neighborhoods or cities, and when youth gangs are perceived to be affiliated with adult criminal organizations. Generally, no specific policy or program arrangements appear to be related to a decrease in the youth gang problem over time, with one exception.

Survey data indicate that a significant relationship exists between a lowering of the gang problem and the presence of an external advisory structure (but not internal agency coordination mechanisms or interagency task force or communitywide coordination arrangements). The existence of such structures was significantly correlated with a variety of indicators of a reduced youth gang problem.

The indicators include lower numbers of gangs and fewer gang members, smaller gang size, lower percent of gang incidents involving adults, and lower percent of gang members in the community with police records. However, an external program advisory structure is not associated with a reduction in the more serious or criminal aspects of the gang problem, including reduced presence of outside gangs, adult involvement in youth gangs, or drug trafficking.

Analysts are not certain how to interpret this single set of statistically significant findings. Possibly the presence of an external program advisory group causes a high degree of participation and accountability in the formation and implementation of community and interagency antigang programs. Internal coordination

within agency or communitywide coordination may not signify as strong a commitment to community mobilization as programs that are held accountable for their performance.

Promising approaches

Participants from 14 cities or jurisdictions at a recent law enforcement conference were asked to describe their involvement with other agencies or community groups to address gang activity and to assess the results of these efforts. Two principal approaches to gang intervention were evident in the discussions: suppression and cooperation with community-based support programs.

Suppression

A strong targeted law enforcement presence was seen as essential to the department's mission of stemming violence. Targeting high-incidence areas and deploying the same officers to those areas for an extended period of time was considered essential. Effective suppression was based on gathering and organizing intelligence information on youth gangs and their members. Law enforcement officers were specifically trained and experienced to recognize gang problems in particular parts of the city. The police also were able to communicate with gang members in a positive way. Several departments worked closely with vertical prosecution units in their county district attorney's office.

Police departments ensured that judges were aware of the gang affiliations of defendants before sentencing. These efforts resulted in large numbers of gang members being imprisoned. In at least three cities, targeted suppression, in combination with other justice and community interventions, caused a reduction in gang violence. One large city department described its policy on gangs as follows: Three units are spread throughout the city and are in operation 7 days a week. Each unit has tactical and crime specialist officers.

The tactical officers, in uniform or plain clothes, are given directed missions on a day-to-day basis. The gang crime specialists do more investigative followup of crimes. They write gang histories and prepare cases for trial. A monthly report is prepared based on statistics on type of crime, location of crime and district of occurrence. The gang crime unit works closely to assist the district commander with information on gangs and to supplement the commander's personnel in a given situation.

The gang unit uses the central records division to determine whether a person arrested is on probation or parole. If so, the proper authority is notified. The unit notifies the corrections department when a leader or core gang member is being set up. In turn, the prison authorities are expected to notify the gang unit when a high ranking gang member returns to the community or a potential gang problem may occur with that person's release.

Strong, targeted law enforcement is needed to stem violence.

Both suppression and social intervention programs are needed to stop gang violence.

Support programs

A variety of community-based programs were thought to diminish the hold of gangs on their members or to lessen the chance that young people would join a gang. The police in some cities were directly involved in these efforts. These included:

- In-school antigang education programs that alert grade school youth to the consequences of gang membership and encourage their participation in positive alternative activities.
- Social agency crisis intervention teams to mediate disagreements between gangs. These teams work closely with police or probation officers to identify potential trouble spots, prevent gang retaliations, or resolve gang problems without violence.
- Alternative education programs to teach young people basic skills, which they may not have mastered while in school, and to prepare them for a GED or, where possible, higher education.
- Vocational training and job placement for gang members supported their efforts to hold jobs.
- Pairing of gang members with local businessmen (some of whom belonged to gangs at one time). These businessmen provide support and guidance as well as a positive role model to the gang member to channel energies into positive activities.
- Parent education classes and other programs that promote the family as a strong unit capable of providing young people with emotional support and supervision as well as clothing, food, and shelter.
- Instruction to school personnel, community residents, agency staff members, as well as criminal justice personnel and others on gang activities and their impact, signs and symbols, and the way to counter gang influence.

Although none of these approaches has been systematically evaluated, participants argued that both suppression and social intervention programs were needed to stop gang violence, draw members away from the gang, and provide them with alternatives to gangs. The age of gang members, degree of gang organization, and commitment to criminal activities should determine the appropriate mix of these strategies. Busing children to schools out of neighborhoods that had gang structures and traditions partially mitigated the problem, but this tactic could also spread the gang problem.

Gang cohesion generally was reduced and children were less committed to gangs. Participants felt that gangs were not the responsibility of one or two community institutions. All social institutions and community groups—police, courts, corrections, social service agencies, schools, parents, citizens—must work in concert to combat the rise and spread of gangs in their communities. The Philadelphia representative stressed the importance of total community involvement by all key actors in successful efforts to deal with the gang problem.

Effectiveness of intervention

This survey of 254 respondents in 45 communities and 6 sites described which strategies they believe hold the most promise in reducing the youth gang problem. The survey empirically elaborated the historical development of these five basic strategies into their current practice. It identified the components of these strategies across the agencies and community groups contacted.

They included, for example, grassroots participation and interagency networking as key to community mobilization; focus on individual youth behavioral and value change in social intervention; special focus on improved education, employment training, and job placement efforts targeted to gang youth in the opportunities provision strategy; arrest, incarceration, and close monitoring and supervision as characteristic of suppression across criminal justice agencies; and the presence of special gang units and programs as typical of an organizational development strategy.

Agencies in each of the cities employed these strategies in various combinations. A classification of primary strategies indicated that suppression was most frequently employed (44.0 percent), followed by social intervention (31.5 percent), organizational development (10.9 percent), community organization (8.9 percent), and opportunities provision (4.8 percent). Prosecutors and judges were most committed to the use of a suppression strategy.

Social agencies and grassroots organizations were most committed to the use of social intervention strategies. Chronic gang problem cities emphasized a broad range of approaches, combining community organization and suppression with social intervention strategies. Emerging gang problem cities were divided in their approaches; some focused primarily on community organization and organizational development, while others focused on suppression.

Based on cross-sectional survey data, analysts attempted to determine whether different strategies, policies, structures, and procedures lead to a perceived (and actual) reduction in gang crime. Only 23.1 percent of the police and 10.4 percent of nonpolice respondents believed that there had been an improvement in their communities' gang situation between 1980 and 1987. In only 17 of 45 cities or jurisdictions was there evidence of any level of improvement in the gang situation. In an independent external validity check of perceptions of improved gang problem situations, these perceptions were found to be associated with significantly fewer numbers of gangs, gang members, size of gangs, and a decline in the percent of total index crime attributed to youth gangs.

Analysts reported a lower incidence of serious gang crime, including drug selling. No evidence suggested that improvement was necessarily more likely to occur in large or small, chronic or emerging gang problem cities. Researchers found that no special policy or procedural development was associated with any of the perceived characteristics of an improved gang situation, with the exception of the presence of an external advisory group to a program.

On the other hand, respondents' ratings of how effective their agency or local interagency or task force efforts had been were far higher than their ratings of

Social agencies and grassroots groups are most committed to social intervention.

Over 40 percent of respondents see their agencies as very effective in dealing with gangs.

an improved gang problem situation. More than 40 percent of respondents saw their agencies as very effective in dealing with youth gangs.

Nevertheless, the three perceptual ratings—improved situation, agency effectiveness, and interagency effectiveness—were significantly intercorrelated. Consequently, a general effectiveness score was constructed and used as a basis for ranking cities on whether or not the gang problem had been successfully addressed. These rankings became a major basis for the selection of cities and institutions for field visits to inquire about which programs and approaches might be promising and could serve as models for other cities and institutions.

Aggregate analysis

At this point, the analysis shifted from a mainly individual respondent level to an aggregate, or citywide respondent aggregated, level analysis. Survey personnel were particularly interested in whether approaches dealing with the problem might be more effective in one type of city than in another. First, they had to make sure that they had classified the cities reasonably well. In a series of discriminant analyses, they determined systematically that chronic problem cities were larger and characterized by greater proportions of Hispanic gang members. Emerging gang problem cities were more likely to be smaller and had higher proportions of black gang members.

Respondents in the smaller cities were more closely interconnected in networks of interagency and community group relationships. Programs in chronic problem cities were more likely to be characterized by social intervention and opportunity provision as primary strategies. Programs in emerging cities were more likely to exhibit community organization as a primary strategy.

The final step in the search for promising approaches was to construct causal models using multiple regression analyses. First, in chronic gang problem cities, survey personnel used the variable of a perceived improved gang situation as the dependent or outcome measure—probably the most valid of the three component measures of general effectiveness. As a result, they found in a probit regression analysis that the interaction of the strategies of community organization and opportunities provision was the single strongest predictor. It accounted for 40.2 percent of the variation in the dependent variable, perceived improvement in the gang situation.

The second significant predictor was the proportion of local respondents networking with each other in a city to address the youth gang problem. Together, these two predictors or independent variables accounted for almost 60 percent of the variance. Survey personnel were unable, however, using this procedure, to find variables or factors that predicted success in the emerging gang problem cities.

They turned next to use of the general effectiveness score as the dependent variable for measure of success. For the chronic gang problem cities, they achieved an extremely potent set of predictors. The two primary strategies

of intervention—community organization and opportunities provision—combined with a consensus on the definition of gang incident in a community, accounted for 69 percent of the variance. The fourth variable that entered the regression equation was the proportion of agencies with an external advisory group.

Together, these four variables accounted for 82 percent of the variance in the general effectiveness score in chronic gang problem cities. The model for predicting general effectiveness in emerging gang problem cities was not as robust. Only community organization as a primary strategy contributed to an explanation of 31 percent of the variance in the outcome variable.

This survey of 45 cities and 6 sites concluded with the recommendation that future policy and research emphasize the testing of strategies of opportunities provision, particularly improved educational, training, and job opportunities, for gang members and gang-prone youth. Strategies of suppression and social intervention were common to all of the cities in the survey, and the survey team viewed them as essential for dealing with the youth gang problem effectively. However, success was more likely when community organization and opportunities provision strategies were also present and emphasized.

Recommended responses

Field visits to five city or county jurisdictions and one correctional institution suggested certain common elements associated with reducing the youth gang problem for significant periods of time. These elements included clear and forthright, if not early, recognition of a youth gang problem. Proactive leadership by representatives of significant criminal justice and community-based agencies helped mobilize political and community interests. This mobilization created both formal and informal networks of criminal justice and other personnel involved with the problem.

Additionally, those in principal roles developed a consensus on a definition of the problem (e.g., gang, gang incident), specific targets of agency and inter-agency effort, and on reciprocal interrelated strategies. Operationally this meant, especially in chronic gang problem areas, that a multi-disciplinary approach evolved. As a result, strategies of suppression, social intervention, organizational development, and especially social opportunities were mobilized in some collective fashion on a community basis.

Finally, it appeared that a successful approach had to be guided, not only by concern for safeguarding the community against youth gang depredations, but for providing support and supervision to present and potential gang members in a way that contributed to their personal development.

In contacts with agencies and community organizations—mainly during field visits—a brief survey of youth gang members and former members sought to determine what services they received, how helpful these services were in reducing gang crime, and under what conditions members left the gang. This was a quick survey of a small, nonrandom availability sample of programs and

A successful approach safeguards the community while supporting present and potential gang members.

No relationship was found between receiving services and leaving the gang.

youth (n=124). A variety of selection factors may have affected the results, however. Thus caution needs to be exercised in use of these findings. Their main value is as a basis for developing hypotheses for more systematic testing later.

Almost half the respondents (47.6 percent) declared they were former gang members; 29.8 percent of the respondents said they presently were gang members; 16.9 percent of the respondents said they had never been gang members. About a fifth of the respondents were female. The majority were Hispanic (66.1 percent), mainly Mexican-American, and 29.1 percent of the respondents were black.

For all respondents the most commonly reported service or activity provided by the particular program was recreation and sports. This set of activities was also declared as most helpful of all the 22 options listed. The second most helpful service reported was job placement. Hispanics reported receiving fewer services than blacks but rated helpfulness of service higher. However, there was more difference by program site than by race or ethnicity.

When differences among groups were examined, a significantly larger proportion of blacks than Hispanics were found to be former gang members; although in fact, blacks were slightly younger (19.7 years) than Hispanics (20.5 years). Blacks were more likely to report leaving the gang because of arrests and fear of violence; Hispanics were more likely to report leaving the gang for reasons of drug use and drug dealing.

No relationship was found between receiving services, helpfulness of services, and leaving the gang. In a logistic regression analysis the most important variable explaining why a youth left the gang, after controlling for race or ethnicity, site, and other factors, is simply getting older. Other important reasons checked off were "being arrested" and "tired of violence." However, age was the only variable that entered the regression equation, accounting for 23 percent of variance.

Gang leaders' perspectives

Analysts thought it important to assess the problems of gangs and how to deal with them based on the views of those who had experienced gang life and who had succeeded in surviving and moving beyond this involvement to productive and legitimate careers.

Two conferences were conducted involving a small number of adults in their twenties and thirties who had been major figures in violent and criminal youth gangs in Hispanic (mainly Puerto Rican) and African-American low-income areas of Chicago. The symposia addressed a variety of questions including views about leaving the gang, gang control and prevention policies and programs, and what needed to be done to strengthen these efforts. Opinions as to the nature of the youth gang problem and what was required to deal with it seemed to differ between the black and Hispanic communities.

Youth gang membership seemed to be more total and continuous in the black than in the Hispanic community. Although gang membership seemed to be more culturally defined in the Hispanic barrio community, it was nonetheless considered to be a part of growing up. Seemingly, Hispanics had earlier points and more manageable ways to leave the gang. In the black community, youth gang membership, although not necessarily more violent, was a critical and pervasive element of survival. The youth gang seemed to supplement a more basic institutional void in the black ghetto, providing essential controls and opportunities that were not so substantially lacking in the Hispanic low-income communities.

Drug use and drug selling appeared to be prevalent in both gang communities. However, these activities were practiced more as a means of psychological escape and economic survival for the black gang member as compared with recreation, and even transition out of the gang for the Hispanics. Nevertheless, drug trafficking was an important way of earning money to survive for both gang and nongang youth and adults in both black and Hispanic low-income communities.

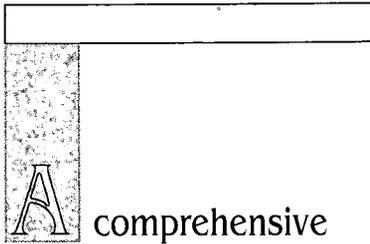
Several factors motivated youth to leave the gang: (1) growing up and getting smarter, (2) fear of injury for oneself and others, (3) a prison experience, (4) a girl friend or marriage, (5) a job, (6) drug dealing, (7) concern for youth and community welfare, (8) interest in politics, (9) religious experience, and (10) the assistance and interest of a helping adult. Opportunities for leaving the youth gang for legitimate life styles seemed to be more available to Hispanic gang youth. On the other hand, the gang seemed to continue to provide discipline and support, as well as economic, social and political resources that could not be obtained readily through other institutions by older black gang youth and adults.

In some cases, the transition out of the youth gang was accompanied by a complete break with gang peers or leaving the neighborhood. In most cases, it meant simply desisting from gang violence and criminality, but not restricting relationships with former gang buddies. A stronger tie to the gang culture, even for former gang leaders, existed in the black community because of the power and influence the gang still represented relative to other local institutions. Nevertheless, for both African-American and Hispanic (Puerto Rican) young adults in the two symposia, the youth gang was regarded as more negative than positive.

Ways of dealing with the youth gang problem or of preventing youth from joining gangs were viewed somewhat differently by the two groups. For the former Hispanic gang influentials, improved services and especially more positive attitudes and practices by agency personnel, especially the police, were judged important.

Although some of these views were echoed by the African-American group, a more substantial community and societal effort was believed necessary. A massive infusion, not only of economic, but of spiritual and intellectual resources was thought to be needed. Equitable or fair treatment of minority groups, especially male youth by the larger, dominant community, increased opportunities, better local citizen and parental discipline or social control, and stronger

For most, leaving the youth gang merely meant not participating in violence and crime.



A comprehensive approach should be adopted in chronic gang problem cities.

mobilization of local community groups and agencies were seen as important by both groups.

Policy and program recommendations

Based on this extensive assessment process, the following recommendations were made.

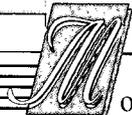
- 1. Definition.** The definition of a youth gang should be restricted to youth groups engaged in serious violence and crime, and whose primary purpose for existence is symbolic or communal rather than economic gain. Organizations existing for drug trafficking or criminal gain as such should not be considered youth gangs, although distinctions are not easy to determine. A gang incident should be any illegal act that arises out of gang motivation, gang function, or gang-related circumstances, in which the sole fact of being a gang member should not be sufficient to label the event as a gang incident. A youth should not be labelled a gang member unless sufficient and reliable evidence exists. Appropriate procedures, especially by schools, police, and courts, should be required to maintain the confidentiality of gang member records. Records should be frequently updated and purged about 3 years from the date of the entry of the individual's last gang-related incident.
- 2. Targeting gang youth.** Youth who give clear indication of gang involvement should be the primary targets of comprehensive gang control and early intervention programs. Analysts assume that a small number of youth can be targeted for special remedial education and supervisory attention. The tendency to identify youth-at-risk without clear criteria and reliable evidence of potential gang membership should be avoided.
- 3. Chronic cities.** A special comprehensive approach should be adopted in chronic gang problem cities. Leadership of such an effort should be assigned to an official agency, such as probation or a special unit in the mayor's office. All criminal justice agencies, including police, probation, parole, judiciary, prosecution, and corrections should be associated with the new authority, supported by key voluntary agencies, schools, business and industry, and local community groups. Multiple strategies including social intervention and suppression, but with emphasis on social opportunities and community mobilization, should guide the development of program activities and the roles of various personnel. Although priority should be given to remedial education and employment training programs for juveniles and adolescent gang members, older youth gang adolescents should also be targeted. Employment training and a job development structure should be established as part of the authority concerned with needs of these older youth. The youth gang problem, as it affects older and younger youth, needs to be attacked in an organic fashion, reflecting the interrelationship and interdependence of younger and older youth in the gang.
- 4. Emerging cities.** In emerging, and in some instances chronic, gang problem cities or contexts, a local educational administrative unit based within the school should take responsibility for the development of special early

intervention programs. This unit should collaborate closely with law enforcement, family or juvenile court, as well as social agencies and community groups, to target youth gang members at an early stage of development of the problem. These programs should be directed to social education and social control of gang youth. Special attention should be given to youth who between 11 and 15 years of age are beginning to take on gang roles and are already engaged in law-violating behaviors. Moreover, efforts should be made to improve the academic performance and social adjustment of such youth and to provide them and their parents with outreach counseling, referral, and opportunity provision programs. General antigang crime curricula, crisis intervention, and school-community advisory groups should be established directly by the special school unit for the development and implementation of early, school-based, gang control programs.

Early intervention programs should be directed toward social education and social control of gang youth.



- Researchers
- Planners
- Policymakers



More detailed information about this study and issues surrounding youth gangs is available through the Juvenile Justice Clearinghouse.

The full 195-page report *Gang Suppression and Intervention: An Assessment* discusses in detail the study's findings and its design and research methodologies. The full report is useful for conducting further research, making planning decisions, or drafting policy.

For your copy of the full report, complete and return the order form below with your payment. A companion research summary *Gang Suppression and Intervention: Community Models* is also available.

For further information on this or other juvenile justice topics, call the Juvenile Justice Clearinghouse at 800-638-8736.



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Research Summary



OJJDP Office of Juvenile Justice and Delinquency Prevention

John J. Wilson, Acting Administrator

FACT SHEET #16

May 1994

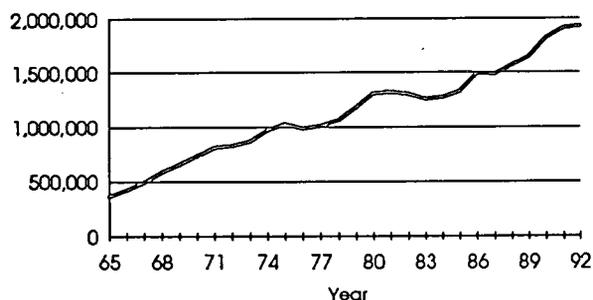
Are Juveniles Driving the Violent Crime Trends?

Howard N. Snyder, Ph.D.

Violent crime has increased substantially

The FBI monitors changes in the level of violent crime by tracking the volume of four specific crimes. Combined, these four offenses—murder, forcible rape, robbery, and aggravated assault—form the FBI's Violent Crime Index, which has become an accepted barometer of violent crime in the U.S. Between 1965 and 1992 the number of Violent Crime Index offenses reported to law enforcement agencies increased by 432%. The increase was relatively constant over this time period. In the latest 10-year period, from 1983 to 1992, the number of reported violent crimes increased by 54%.

Violent Crime Index Offenses Reported in the U.S.



Law enforcement agencies also reported substantial increases in each of the offenses in the Violent Crime Index. However, the size of these changes varied greatly. Therefore, any study of violent crime trends should independently investigate changes within these violent offenses

Percent Change in Reported Crimes

Offense	1965-1992	1983-1992
Violent Crime Index	432%	54%
Murder	141	23
Forcible Rape	297	38
Robbery	465	33
Aggravated Assault	445	73

How much of the increase in violent crime can be attributed to juveniles?

It is possible, using data from the FBI's Uniform Crime Reporting Program, to develop a rough estimate of how much of the increase in violent crime was due to crimes committed by juveniles. A crime is classified as cleared (or solved) when at least one person is arrested, charged with the commission of the crime, and turned over to a court for prosecution. Each year law enforcement agencies across the country provide the FBI with the number of crimes reported to them and information on the crimes cleared by arrest. In 1992, for example, law enforcement agencies with jurisdiction over 92% of the Nation reported they cleared 45% of violent crimes. There is no information on perpetrators of the 55% of violent crimes that were not cleared. However, if it is assumed that the offender profile for cleared crimes is fairly similar to the offender profile of all crimes reported to police, then an estimate can be developed of the proportion of crimes committed each year by juveniles (i.e., persons under age 18).

An Estimated 81% of the Increase in Violent Crime Index Between 1983 and 1992 Attributed to Adults

	1983 (thousand)	1992 (thousand)	Change	
			83-92 (thousand)	% of Total
Total Reported Crimes	1,258	1,932	674	100%
% Cleared By Juvenile Arrest	9.5%	12.8%		
Estimated Crimes By Juveniles	119	247	128	19%
% Cleared By Adult Arrest	90.5%	87.2%		
Estimated Crimes By Adults	1,139	1,685	546	81%

These data indicate that 19% of the increase (i.e., 128,000 of the 674,000 increase) in violent crimes in the U.S. between 1983 and 1992 could be attributed to juvenile law-violating behavior. Although juveniles are contributing substantially to the problem, it would be unfair to conclude that juveniles are driving the violent crime trends.

Using a similar approach of combining reported crime and clearance statistics, the juvenile responsibility for the recent increases in murders, forcible rapes, robberies, and aggravated assaults can be estimated separately.

Offense	Increase from 1983-1992	
	Number of Crimes	Juvenile Proportion
Violent Crime Index	674,200	19%
Murder	4,500	28
Forcible Rape	30,100	27
Robbery	165,900	27
Aggravated Assault	473,700	17

Juveniles were responsible for 17% of the growth in aggravated assaults between 1983 and 1992. In contrast, the juvenile contributions to recent increases in the number of murders, forcible rapes, and robberies were greater than their overall contribution to the growth in the Violent Crime Index. Between 1983 and 1992 juveniles were responsible for more than one-quarter of the increase in murders, forcible rapes, and robberies.

For more information

This fact sheet is based on data from the FBI's Uniform Crime Reporting Program and its *Crime in the United States* reports. Copies of the 1992 report may be obtained (1) at a Federal bookstore, (2) by calling the U.S. Government Printing Office at 202/783-3238, or (3) by writing the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402.

Is the contribution of juveniles to the growth of violent crime a recent phenomenon?

In the 10-year period between 1974 and 1983 violent crime reported to police in the U.S. increased by 30%. This growth in the number of reported Violent Crime Index offenses can be completely attributed to adults, since the overall number of Violent Crime Index offenses attributed to juveniles in 1974 was equal to the number in 1983. Over this time period, in each of the four components of the Violent Crime Index, the number of crimes attributed to adults increased more, or decreased less, than the number attributed to juveniles. For example, between 1974 and 1983 the overall number of robberies grew by 15%, the result of a 22% increase in robberies committed by adults and a 20% decline in robberies committed by juveniles. During this period the number of murders in the U.S. actually declined by 6%, the result of a 6% decline for adults and a 19% decline for juveniles. In summary, juveniles were far less responsible for the growth in violent crime in the 10 years from 1974 to 1983 than they have been in the last 10 years.

Conclusions

In the last 10 years adult violence was responsible for more than 80% of the growth in violent crime. However, the juvenile contribution to the violent crime increase was far greater than their contribution to the increases seen in the past. In summary, juveniles are not driving the violent crime trends; however, their responsibility for the growth in violent crime in the U.S. has increased.

This fact sheet was prepared by Howard N. Snyder, National Center for Juvenile Justice. The material was developed for the forthcoming *National Report on Juvenile Offending and Victimization*, a product of the Juvenile Justice Statistics and Systems Development Program funded by OJJDP through grant #90-JN-CX-K003. Barbara Allen-Hagen, Social Science Analyst in OJJDP's Research and Program Development Division, served as Program Manager.



OJJDP Office of Juvenile Justice and Delinquency Prevention

John J. Wilson, Acting Administrator

FACT SHEET #6 February 1994

DELINQUENCY PREVENTION

by Paul Steiner

...I urge you to consider this: As you demand tougher penalties for those who choose violence, let us also remember how we came to this sad point. ...We have seen a stunning and simultaneous breakdown of community, family, and work. This has created a vast vacuum which has been filled by violence and drugs and gangs. So I ask you to remember that even as we say no to crime, we must give people, especially our young people something to say yes to.

President Clinton
State of The Union Address
January 25, 1994

The Need

Public safety is paramount - government has a duty to protect the public from kids who can kill. But it is becoming ever more apparent that increasing police, prosecution, and prisons alone is neither sufficient nor adequately effective in stemming the tide of youth violence and crime. According to the FBI, in 1992 there were an estimated 2.3 million arrests of juveniles - nearly 130,000 of these arrests were for Violent Crime Index Offenses. Arrests of juveniles for violent crime increased 57 percent between 1983 and 1992. Arrests of juveniles for murder increased by 128 percent during this period. In 1988, juvenile arrests accounted for less than eight percent of all murder arrests. By 1992, juveniles accounted for 15 percent. From 1983 to 1991, the population of juveniles from the age of 10 to the upper age of juvenile court jurisdiction decreased by nearly four percent, but the number of juveniles held in custody on any given day increased by approximately 20 percent. In 1991, nearly half of the incarcerated population were held in crowded facilities.

By 2005, the total population of youths from 15 to 19 years old will grow by an estimated 23 percent. These statistics indicate the need for a comprehensive prevention strategy that addresses the root causes of delinquency. We can no longer afford to focus only on treating the symptoms while ignoring the disease.

Congress Responds

In the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974, as Amended (JJDP Act) Congress established *Title V - Incentive Grants for Local Delinquency Prevention Programs* in response to the need for local comprehensive delinquency prevention planning and programs for youth who have had or are likely to have contact with the juvenile justice system. In creating a separate Title and appropriation for prevention in the JJDP Act, Congress recognized the need to preserve prevention as a priority of OJJDP and establish a source of funding and technical support dedicated solely to prevention programs on the local level.

The Title V Delinquency Prevention Program

Strategy. Based on the current state of research on the causes and correlates of delinquency, as well as over 15 years experience in implementing delinquency prevention programs, OJJDP has issued a funding guideline for Title V Delinquency Prevention Programs which is based on four precepts. *First*, prevention programs must be based on sound theory supported by positive or promising research results. *Second*, prevention programs must incorporate a system of data collection and analysis to evaluate program outcome and performance. *Third*, prevention efforts cannot be effectively directed by public agencies alone - a dedicated community coalition of citizens, private businesses, and public agencies must direct a collaborative effort which draws on public, private and volunteer resources. *Fourth*, the prevention program must operate pursuant to a comprehensive plan which periodically assesses and prioritizes the risk factors in the community which are associated with the development of delinquent behavior, and implements programs and strategies tailored to address the prioritized risk factors and enhance factors which protect children from the effects of risk factors.

Risk Factors and Protective Factors. The prevention strategy described in the Title V funding guideline is based on a simple premise. In order to prevent the development of delinquent behavior in children, the factors that increase the risk of the growth of such behavior need to be identified.

Once these factors are identified, then strategies to address them, including enhancing the protective factors for children to resist the effect of the risk factors, can be planned and implemented. This strategy is based largely on the *Communities that Care* model developed and tested by David Hawkins and Richard Catalano.

The body of research on delinquency and crime has identified a number of factors which are linked with development of delinquent behavior. These factors can be grouped in the following broad categories: the family, the community, the school, the individual and the peer group. Within each of these categories, specific risk factors can be identified, such as child abuse and family disintegration, economic and social deprivation, low neighborhood attachment, parental attitudes condoning law violating behavior, academic failure, truancy, school drop-out, lack of bonding with society, fighting with peers, and early initiation of problem behaviors. The more of these risk factors that a child is exposed to, the more likely it is that delinquent and violent behavior may develop and flourish.

The Title V prevention strategy is designed to reduce identified risk factors while strengthening protective factors. These include healthy beliefs and clear standards for productive, law-abiding behavior, and bonding with adults who adhere to these beliefs and standards.

Funding. Title V authorizes OJJDP to make grants to States to be transmitted through the State Advisory Groups (SAGs) to qualified units of local government. The 1994 appropriation for Title V is \$13 million. OJJDP proposes to award these funds to States based on a formula determined by each State's population of youth below the maximum age limit for original juvenile court delinquency jurisdiction, with a minimum award of \$75,000. States will then subgrant their Title V funds to localities or combinations of localities through a competitive process. The number and size of the grants will be determined by the SAG. Title V funds must be matched by the State or localities with 50 percent of the amount of the grant. The match may be made in cash or the value of in-kind contributions.

Projected Funding Timetable. OJJDP anticipates that Title V funds will be awarded to participating States by June 1994, with subgrants to be made to units of local government by December 1994. Grants may be awarded for project periods of 12 to 36 months, with an initial award for up to one year. Future funding is contingent upon Congressional action.

Local Eligibility Requirements. In order to be eligible to apply for a Title V subgrant from the State, a locality must meet three requirements: (1) Receive a certification of compliance with the JJDP Act Formula Grants mandates from the SAG; (2) Convene or designate a Prevention Policy Board; (3) Submit a three year, comprehensive delinquency prevention plan to the State.

Local Application and Three Year Comprehensive Delinquency Prevention Plan. The funding guideline prepared by OJJDP provides detailed information on the requirements for the local application and prevention plan. These requirements include:

- Evidence of the commitment of key community leaders to the delinquency prevention effort;
- An assessment of the community's readiness to adopt a comprehensive delinquency prevention strategy;
- An assessment and prioritization of the risk factors in the community and a description of the strategy designed to address those risk factors;
- Identification of resources and promising approaches;
- A strategy to mobilize the community to implement the prevention strategy;
- A plan for the collection of performance and outcome data.

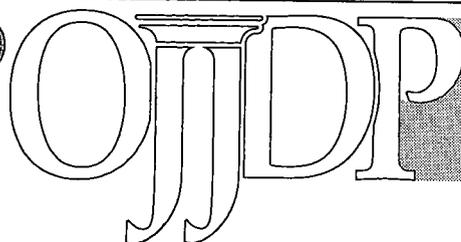
Training and Technical Assistance. Training and technical assistance is available for communities interested in developing a comprehensive delinquency prevention plan and applying for Title V funds from the State. The training and technical assistance will focus on the principles and process of risk-focused prevention. Training will be available starting in April and continue through 1994, at up to 45 sites across the nation. This training will be conducted in two phases. The first phase consists of a one day orientation for key community leaders on the research basis for risk-focused prevention and strategies for implementing a comprehensive prevention program. The second phase consists of a three day workshop on risk and resource assessment for community prevention teams. The training is provided at no cost to participants other than the cost of travel and lodging. Localities planning to apply for Title V funds should take advantage of this training opportunity.

Technical assistance will also be available to localities developing Title V prevention strategies through the State agency administering the Title V program. Examples of this assistance include expert advice on topics such as community mobilization, developing Policy Prevention Boards, risk and resource assessment, enhancing protective factors in the community, and media relations.

For More Information...

on the funding guideline, training, and other prevention resources,

Contact: The Juvenile Justice Clearinghouse
1600 Research Boulevard
Rockville, MD 20850
Attention: Title V Prevention
Telephone 1-800-638-8736



Office of Juvenile Justice and Delinquency Prevention

John J. Wilson, Acting Administrator

FACT SHEET #14 May 1994

Juvenile Violent Crime Arrest Rates 1972-1992

Howard Snyder, Ph.D.

The FBI's Uniform Crime Reporting (UCR) Program has become a major social indicator of crime in the U.S. Each year thousands of law enforcement agencies report to the FBI information on crimes and arrests. The Violent Crime Index, a combination of four offenses—murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault—is used as a barometer of violence in the U.S. When the media reports that violent crime is up or down, they are generally reporting changes in the Violent Crime Index.

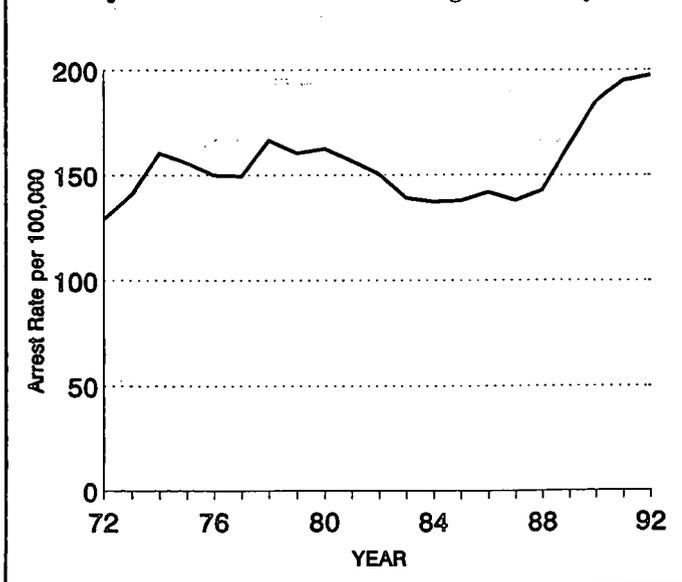
Juvenile Violent Crime Arrest Rates

Each year the FBI reports the number of juvenile (defined here as persons under the age of 18) arrests made for every 100,000 juveniles in the population. Since the size of the juvenile population fluctuates over time, arrest rates enable us to compare annual juvenile arrests without having to consider the impact of a changing population base. In 1992, the FBI estimates that there were 198 Violent Crime Index arrests of juveniles for every 100,000 juveniles in the U.S. population.

It must be emphasized that the 198 number is a count of arrests, not of juveniles arrested, because an individual may be arrested more than once in a calendar year for a Violent Crime Index offense.

As the figure in the left column left shows, the rate of juvenile Violent Crime Index arrests remained relatively constant from 1972 through the late-1980s. In fact, the violent crime arrest rate was near its low point for this period in 1987. In 1990, however, the juvenile violent crime arrest rate broke out of its historic range and by 1992 had reached its highest level in the last 20 years. In just five years from 1988 to 1992 the juvenile Violent Crime Index arrest rate increased by 38%. However, juvenile arrest rates in three of the four components of the Violent Crime Index declined between 1991 and 1992, resulting in an overall increase in Violent Crime Index arrest rates of only 1%. It is too early to judge whether this is the beginning of a new trend.

Violent juvenile crime arrest rates highest in 20 years



Murder

Similar to the Violent Crime Index trends, the juvenile murder arrest rate stayed within a small band between 1973 and 1987, averaging annually about 3 juvenile murder arrests for every 100,000 juveniles in the population. However, each year between 1988 and 1991 the juvenile murder arrest rate grew to new highs. By 1991 the rate had reached 5.4 murder arrests for each 100,000 juveniles in the U.S. population, an increase between 1987 and 1991 of 80%. The new 1992 rate of 5.0 is the first decline in seven years.

Forcible Rape

The juvenile arrest rate for forcible rape gradually increased over the 20-year period. In 1992 there were 9 arrests for every 100,000 juveniles in the U.S. population. Unlike the other three offenses within the Violent Crime Index, abrupt increases in these arrest rates were not seen in the late-1980s.

Robbery

Unlike any of the other components of the Violent Crime Index, the robbery arrest rate declined substantially between the mid-1970s and the late-1980s. For example, between the high point in 1978 and the low point in 1988, the juvenile robbery arrest rate dropped by 40%. However, after years of decline, the robbery arrest rate increased in 1989, 1990, and again in 1991, increasing a total of 42% and returning to the levels seen in the early-1980s. After three years of increase, the 1992 arrest rate dropped by 3%. It is too early to judge if this is the beginning of a new trend.

Aggravated Assault

The juvenile aggravated assault arrest rate remained relatively constant from 1974 through the mid-1980s, with the rate at its low point for this period in 1983. In 1987, however, the juvenile violent crime arrest rate broke out of its historic range. Between 1987 and 1992 the juvenile arrest rate increased annually. Over this period the juvenile aggravated assault arrest rate grew by 54%. In 1992 there were 113 juvenile arrests for an aggravated assault for every 100,000 juveniles in the U.S. population.

Conclusions

While recognizing variations within specific offense categories, the overall juvenile violent crime arrest rate remained relatively constant for most of the last 20 years. In the late-1980s something changed, a change which is bringing more and more juveniles into the justice system charged with a violent offense.

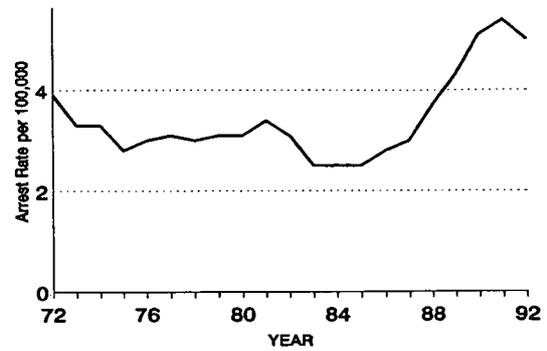
For more information

This fact sheet is based on data from the FBI's Uniform Crime Reporting Program and its report, *Age-Specific Arrest Rates and Race-Specific Arrest Rates for Selected Offenses 1965-1992*, December, 1993. Copies of this report may be obtained by contacting the FBI's Uniform Crime Reporting Program at (202) 324-2775.

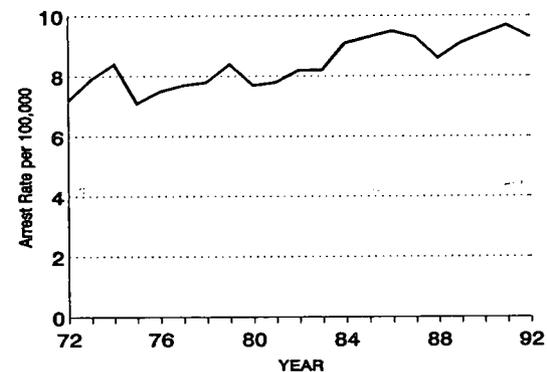
This fact sheet was prepared by Howard N. Snyder, National Center for Juvenile Justice. The material was developed for the forthcoming *National Report on Juvenile Offending and Victimization*, a product of the Juvenile Justice Statistics and Systems Development Program funded by OJJDP through grant #90-JN-CX-K003. Special thanks to the FBI and Sharon Propheter for providing early access to 1992 arrest rates. Barbara Allen-Hagen, Social Science Analyst in OJJDP's Research and Program Development Division, served as Program Manager.

Juvenile Violent Crime Arrest Rates

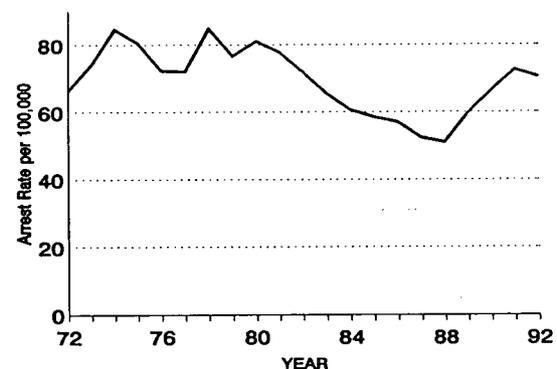
Murder



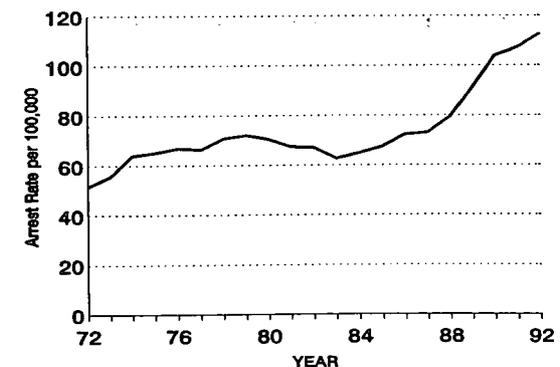
Rape

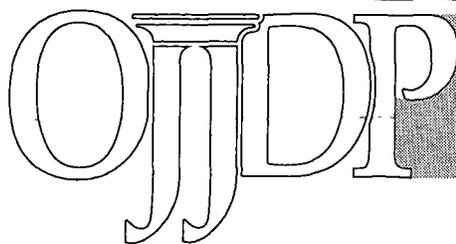


Robbery



Aggravated Assault





Office of Juvenile Justice and Delinquency Prevention

John J. Wilson, Acting Administrator

FACT SHEET # 4 August 1993

Serious, Violent, and Chronic Juvenile Offenders: A Comprehensive Strategy

by John J. Wilson & James C. Howell, Ph.D.

Introduction

Serious and violent juvenile crime has increased dramatically over the past few years, straining America's juvenile justice system. Violent offenses adjudicated in juvenile courts have risen 31% since 1986. Juvenile detention and correctional populations have grown significantly, as has the number of juveniles waived or transferred to the adult criminal justice system. Evidence continues to mount that a small proportion of juvenile offenders account for most serious and violent juvenile crimes.

Unfortunately, the already stressed juvenile justice system lacks adequate fiscal and programmatic resources to identify and intervene effectively with serious, violent, and chronic offenders. The Department of Justice and its Office of Juvenile Justice and Delinquency Prevention (OJJDP) have called for an unprecedented national commitment of public and private resources to reverse the trends in juvenile violence, juvenile victimization, and family disintegration in our Nation.

Principles

Building on a strong foundation of basic research and capitalizing on promising approaches in delinquency prevention, intervention, and treatment, OJJDP has developed a comprehensive strategy for serious, violent, and chronic juvenile offenders. Key principles for preventing and reducing at-risk behavior and delinquency include:

- ◇ Strengthen families in their role of providing guidance and discipline and instilling sound values as their children's first and primary teachers.
- ◇ Support core social institutions, including schools, churches, and other community-based organizations,

to alleviate risk factors and help children develop to their maximum potential.

- ◇ Promote prevention strategies that reduce the impact of risk factors and enhance the influence of protective factors in the lives of youth at greatest risk of delinquency.
- ◇ Intervene with youth immediately when delinquent behavior first occurs.
- ◇ Establish a broad spectrum of graduated sanctions that provides accountability and a continuum of services to respond appropriately to the needs of each juvenile offender.
- ◇ Identify and control the small segment of serious, violent, and chronic juvenile offenders.

Implementation of this comprehensive strategy will require all sectors of the community to take part in determining local needs and in planning and implementing programs to meet those needs.

Delinquency Prevention

Prevention is the most cost-effective means of dealing with delinquency. The prevention component of OJJDP's comprehensive strategy is based on a risk-focused approach. It recognizes that protective buffer programs must be established to counter major risk factors, such as 1) delinquent peer groups, 2) poor school performance, 3) high-crime neighborhoods, 4) weak family attachments, 5) lack of consistent discipline, and 6) physical or sexual abuse.

OJJDP's risk-focused approach to delinquency prevention intervenes according to the child's chronological and developmental stage, beginning with prenatal care. It calls on communities to systematically assess their delinquency problem, to identify local risk factors, and to implement programs to counteract them. One proven prevention strategy available to guide communities through this critical process is called "Communities that Care".

Graduated Sanctions

An effective model for the treatment and rehabilitation of delinquent offenders must combine accountability and sanctions with increasingly intensive treatment and rehabilitation. The objective of graduated sanctions is to stop the juvenile's further slide into criminality by stimulating law-abiding behavior as early as possible. To fit the offense, graduated sanctions should encompass a broad range of nonresidential and residential alternatives. At each level in the continuum, the family must be integrally involved in treatment and rehabilitative efforts.

Intervention

The intervention component comprises a range of options that include immediate interventions (for first-time offenders involved in misdemeanors and nonviolent felonies) and intermediate sanctions (for offenders who are first time serious or violent offenders, or repeat offenders who fail to respond to immediate intervention).

Community policing shows considerable promise as a means of early intervention. The juvenile court plays an important role in the provision of treatment and sanctions, with probation being the court's principal vehicle for the delivery of treatment services and community supervision. Continuous case management is crucial to ensuring timely treatment. A continuum of community-based care should be provided to meet the multiple service needs of each juvenile offender.

The intervention component calls for extensive use of non-residential community-based programs, including referral to prevention programs for most first time offenders. Intermediate sanctions use both nonresidential and residential placements, including intensive supervision programs for more serious and violent offenders.

Secure Corrections

The criminal behavior of some serious, violent and chronic offenders mandates the use of secure corrections to hold them accountable for their delinquent acts, while providing a structured treatment environment. As large congregate care facilities, such as training schools, have proven to be generally ineffective, greater use of smaller, community-

based facilities offers the best hope for successful treatment of juveniles requiring a structured setting. Training schools, camps, and ranches should be used exclusively for juveniles who require enhanced security to protect the public and for those who have failed to respond to appropriate community-based sanctions and treatment. Intensive aftercare programs are critical to the success of juveniles once they return to their neighborhoods and communities.

Expected Benefits

The anticipated benefits of adopting this comprehensive strategy include: 1) increased prevention of delinquency with fewer young people entering the juvenile justice system, 2) enhanced responsiveness from the juvenile justice system, 3) greater accountability on the part of youth, 4) decreased costs of juvenile corrections, 5) a more responsible juvenile justice system, 6) better program effectiveness, and 7) less crime as fewer serious, violent, and chronic delinquents become adult criminals.

Next Steps

Implementing this comprehensive strategy for serious, violent and chronic juveniles is a major program priority for the Office of Juvenile Justice and Delinquency Prevention. By September 1993 OJJDP will select a grantee to identify a variety of effective prevention and intervention program models and to provide interested jurisdictions with a blueprint for assessing their present juvenile justice system and for planning new programs that respond to community needs. OJJDP anticipates that funds will be available in Fiscal Year 1994 to award competitive grants to a limited number of jurisdictions to carry out the assessment, planning, and implementation process. Training and technical assistance will be provided to participating communities.

Additional Information

This fact sheet is based on a detailed exposition of the strategy and supporting research, statistics, and program evaluation information entitled, *A Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*, written by John J. Wilson, and James C. Howell, Ph.D. It can be obtained by calling the Juvenile Justice Clearinghouse toll free at (800) 638-8736.

This fact sheet was prepared by John J. Wilson, Acting Administrator, OJJDP; James C. Howell, Ph.D., Director of Research, OJJDP; and Jonathan Budd, Program Manager, OJJDP.



OJJDP Office of Juvenile Justice and Delinquency Prevention

Shay Bilchik, Administrator

FACT SHEET # 21 December 1994

Violent Families and Youth Violence

Terence P. Thornberry

Violent Families and Youth Violence

Compared to other industrialized nations, America's rates of criminal violence are unacceptably high. Pervasive violence adversely affects our streets, schools, work places, and even our homes.

While we have come to recognize the extent of family violence, we know much less about its consequences, particularly its effects on children growing up in violent families. This fact sheet examines this issue for one outcome, involvement in violent behavior during adolescence. It addresses two questions.

First, are children who are victims of maltreatment and abuse during childhood more apt to be violent when they are adolescents? And second, are children who are exposed to multiple forms of family violence—not just maltreatment—more likely to be violent?

Methods

Data from the Rochester Youth Development Study are used in this analysis. This ongoing study of delinquency and drug use began with 1,000 7th and 8th grade students attending the public schools of Rochester, New York in 1988. Youngsters at high risk for serious delinquency were oversampled, but the data presented here are weighted to represent the cohort of all 7th and 8th graders. The youths and their primary caretaker were interviewed every six months until the adolescents were in the 11th and 12th grades. Students who left the Rochester schools were also contacted. The overall retention rate was 88 percent. In addition to personal interviews, the project collected data from schools, police, social services, and related agencies.¹

Delinquency is measured by self-reports of violent behavior. Every six months the interviewed youths indicated their involvement in six forms of violent behavior, ranging from simple assault to armed robbery and aggravated assault. The measure used in this analysis is the cumulative prevalence of such behavior over the course of the interviews.

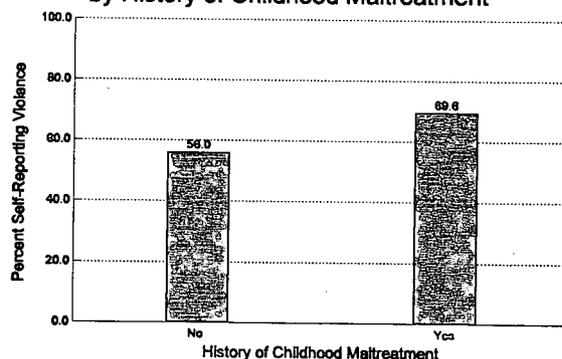
Child Maltreatment and Delinquency

Practitioners and researchers have long been interested in whether early childhood victimization is a significant risk factor for later involvement in violence. To examine this issue, information was collected on maltreatment from the Child Protective Service files of the Monroe County, New York, Department of Social Services for all study subjects. Maltreatment includes substantiated cases of physical

or sexual abuse or neglect. To examine prior victimization as a risk factor for later violence, we have considered only those instances of maltreatment that occurred before age 12.

Sixty-nine percent of the youths who had been maltreated as children reported involvement in violence as compared to 56 percent of those who had not been maltreated (Figure 1).² In other words, a history of maltreatment increases the chances of youth violence by 24 percent.

Figure 1 - Self-Reported Violence by History of Childhood Maltreatment



Other analyses of these data indicate that maltreatment is also a significant risk factor for official delinquency and other forms of self-reported delinquency; for the prevalence and frequency of delinquency; and for all these indicators when gender, race/ethnicity, family structure, and social class are held constant.³

Multiple Family Violence

If direct childhood victimization increases the likelihood of later youth violence, does more general exposure to family violence also increase the risk? To address this question, three different indicators of family violence were examined: partner violence, family climate of hostility, and child maltreatment.

Partner violence was measured by the Violence Subscale of the Conflict Tactics Scale (Straus, 1988). It was based on parent interview data and indicates the level of violence between the subject's parent and his or her spouse.⁴ The family climate of hostility scale — also taken from the parent interview — measures the extent to which there was a) generalized conflict in the family,

and b) family members physically fought with one another. The child maltreatment measure is similar to the one used earlier, but now includes cases of maltreatment in which any children in the subject's family are victimized, not just the study participant.

Figures 2 through 4 demonstrate that, for each type of family violence, adolescents who live in violent families have higher rates of self-reported violence than do youngsters from non-violent families. The results for partner violence illustrate this finding. Seventy percent of the adolescents who grew up in families where the parents fought with one another self-reported violent delinquency as compared to 49 percent of the adolescents who grew up in families without this type of conflict. Similar patterns can be seen for the other two indicators of family violence.

Figure 2 - Self-Reported Violence by Partner Violence

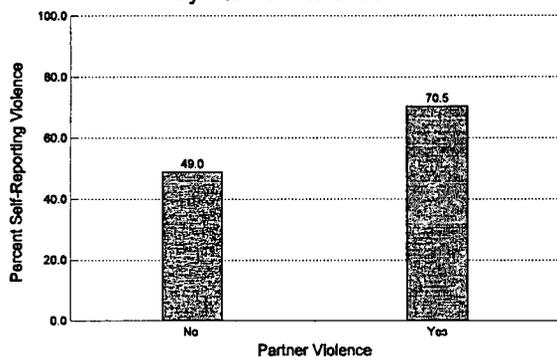


Figure 3 - Self-Reported Violence by Family Climate of Hostility

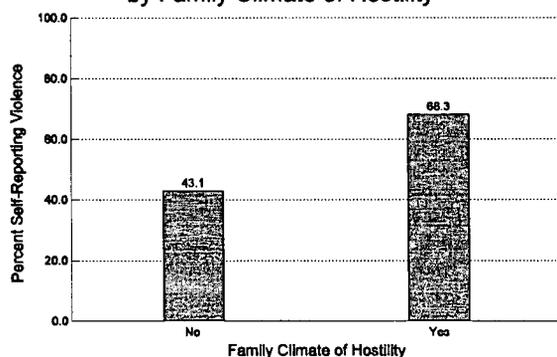
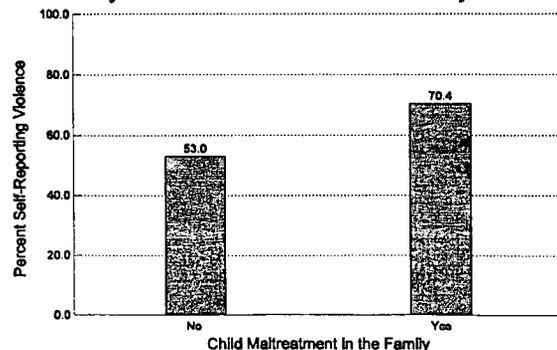
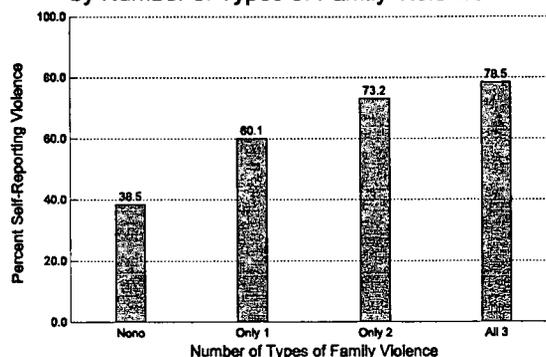


Figure 4 - Self-Reported Violence by Child Maltreatment in the Family



The final issue we examined was the consequences of growing up in families experiencing multiple forms of violence (Figure 5). While thirty-eight percent of the youngsters from non-violent families reported involvement in violent delinquency, this rate increased to 60 percent for youngsters whose family engaged in one of these forms of violence, to 73 percent for those exposed to two forms of family violence, and further increased to 78 percent for adolescents exposed to all three forms of family violence. Exposure to multiple forms of family violence, therefore, doubles the risk of self-reported youth violence.

Figure 5 - Self-Reported Violence by Number of Types of Family Violence



Summary

This analysis examined the relationship between family violence and youth violence. Adolescents who had been direct victims of child maltreatment are more likely to report involvement in youth violence than non-maltreated subjects. Similarly, adolescents growing up in homes exhibiting partner violence, generalized hostility, or child maltreatment also have higher rates of self-reported violence. The highest rates were reported by youngsters from multiple violent families. In these families, over three-quarters of the adolescents self-reported violent behavior. In other words, children exposed to multiple forms of family violence report more than twice the rate of youth violence as those from nonviolent families.

References

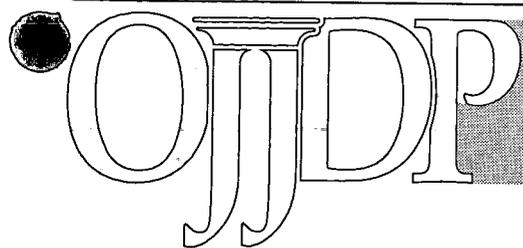
1 See David Huizinga, Rolf Loeber, and Terence Thornberry, *Urban Delinquency and Substance Abuse*. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1993. A technical report is also available that provides a detailed discussion of sampling, attrition, and data collection procedures.

2 This relationship is significant at the .01 level. All other relationships reported in this paper are significant at the .001 level.

3 Carolyn Smith and Terence P. Thornberry, *The Relationship Between Childhood Maltreatment and Adolescent Involvement in Delinquency and Drug Use*. Working Paper No. 17. Criminal Justice Center. State University of New York at Albany.

4 If the subject's parent did not have a spouse or other partner, Partner Violence equals zero since the adolescent was not exposed to this type of family violence, at least during the course of our study.

This Fact Sheet was prepared by Dr. Terence P. Thornberry, Professor, School of Criminal Justice, State University of New York at Albany. He is also Director of the Rochester Youth Development Study. The work was supported by OJJDP grant #86-JN-CX-0007. The Rochester Youth Development Study is one of the coordinated research projects carried out under OJJDP's Program of Research on Causes and Correlates of Delinquency.



Office of Juvenile Justice and Delinquency Prevention

John J. Wilson, Acting Administrator

FACT SHEET #12 April 1994

GANGS

James C. Howell, Ph.D.

[This fact sheet was prepared in conjunction with the author's review of the gang literature, as part of an Office of Juvenile Justice and Delinquency Prevention assessment undertaken to assist OJJDP program planning in the gangs area.]

What is a gang?

There is no accepted standard definition. State and local jurisdictions tend to develop their own. The following criteria have been widely used in research: 1) formal organization structure (not a syndicate), 2) identifiable leadership, 3) identified with a territory, 4) recurrent interaction, and 5) engaging in serious or violent behavior. These criteria are increasingly used to distinguish gangs from other law-violating youth groups and other collective youth groups. Unlike adult crime, most juvenile delinquency is committed in groups.

How many gangs are there in America?

As there is no national reporting system, precise information is unavailable--only estimates based on irregular surveys. The most recent estimate--for 1991--is 4,881 gangs with 249,324 members, based on Curry's (1993) law enforcement survey.

What proportion of serious and violent crime is attributable to gangs?

Relevant national data are unavailable. Curry's survey of police departments revealed that police records on gang incidents could not generate the necessary data to distinguish reported gang crimes from other youth crimes nationwide. Although law enforcement agencies he surveyed reported an estimated 239,324 gang members, they reported only an estimated 46,359 criminal gang incidents.

Is gang violence growing?

Surveys over the past decade--primarily of law enforcement agencies--have been reporting gangs in more and more cities. The gang problem is also increasing from the standpoint of

more violent offenses, more serious injuries, and use of more lethal weapons. However, it is unclear whether the growth in urban youth violence should be attributed largely to gangs, "law-violating youth groups," or nongang youth: juveniles and young adults.

Are gangs migrating to smaller cities?

Local police and the FBI have reported the migration of Los Angeles Crips and Bloods to as many as 45 western and midwestern cities. The migration of gangs is being studied by Maxson and Klein (1993). Their preliminary findings indicate considerable emergence of gangs in smaller cities. However, family migration and local gang genesis--not relocation--appear to be the predominate factors.

Are gangs extensively involved in drug trafficking?

Little empirical research conducted over the last decade has documented organizational operation of drug trafficking networks by gangs. However, significant involvement of gang members has been demonstrated. Klein, Maxson and Cunningham's 1991 Los Angeles study examined the crack cocaine trade. They found that while many gang members were involved in crack distribution (some 25% of the instances), drug trafficking was not a primary gang activity. A few drug trafficking gangs, trafficking cliques within gangs, and gangs established specifically for drug distribution purposes have been identified.

Can increased homicides and weapons use associated with drug trafficking be attributed to gangs?

Research to date has provided little support for these connections. Many of the inner-city homicides may be as a result of turf battles, not drug violence. Klein, Maxson, and Cunningham's 1991 Los Angeles study found that while gang members were involved in crack distribution in about 25% of the cases, the connection among street gangs, drugs, and homicide was weak and did not account for the

recent increase in Los Angeles homicides. Maxson, Klein and Cunningham (1993) conducted a similar analysis in two smaller cities outside Los Angeles. Gang members were involved in about 27% of arrests for cocaine sales, and about 12% of arrests connected to other drug sales. Firearms were involved in only 10% of the cases and violence was present in only 5% of the incidents. Block and Block's (1993) Chicago study of the City's four largest and most criminally active street gangs found only 8 of 285 gang-motivated homicides between 1987 and 1990 to be related to drugs. Approximately 90% of violent crimes involving youth gangs, including homicides, in the Boston area between 1984 and 1994 did not involve drug dealing or drug use.

What proportion of juveniles are gang members?

Nationwide data are lacking. A recent Denver study estimated 7% of inner-city, high risk, juveniles were gang members (Esbensen and Huizinga, 1993). Other studies have made similar estimates.

Are gangs comprised entirely of juveniles?

Gang members range from about 12- to 25-years-old. The peak age is around 17. In some cities, especially those only recently reporting gang problems, up to 90% of gang members are estimated to be juveniles. More established gang cities, like Chicago, report up to 74% of gang members are adults (Miller, 1982; Spergel, 1991).

What do we know about the dynamics of gang membership?

Studies of established gangs in chronic gang cities since the 1920's have documented long delinquent gang careers. Recent studies in emerging gang problem cities, like Denver (Esbensen and Huizinga) and Rochester (Thornberry, et al., 1993) have found that most juveniles stay in the gang for no more than a year. Their delinquency levels were much lower both before and after joining the gang.

Is female gang membership increasing?

Yes. In 1991, 27 cities reported female gangs. Curry estimated 7,205 female gang members in those 27 cities, which is less than 3% of his national estimate.

Is the racial and ethnic composition of gangs changing?

Until about the mid-1900's the majority of gangs in America were white, composed of various European backgrounds. By the 1970's, about four-fifths of gang members were either African American or Hispanic. Now, Asian gangs appear to be emerging rapidly. However, the ethnic composition (recently migrated) and social class position (lower levels) of gang members has remained rather constant (Miller, 1982; Spergel, 1991).

Do gangs, once established in a city, tend to continue growing? Do chronic gang problem cities remain so?

No. To some extent, gang problems are characterized by an ebb and flow pattern. Based on their Chicago study, Block and Block contend--as have many earlier studies since the 1920's--that street gang patterns reflect not only chronic social problems associated with race, social class, and immigration, but rapidly changing contemporary conditions related to the economy, weapon availability, drug markets, and the arrangement of street gang territories. Noting the mysterious decrease in youth gang violence in New York and Philadelphia in the 1970's, Walter Miller observed that "nationwide, the prevalence of gangs at any one time more closely resembles that of, say, influenza rather than blindness."

Have gang problems increased in public schools?

Yes. Although trend measures are unavailable, Bastian and Taylor's 1991 nationwide student survey documented significant gang presence in schools, beyond previous reports.

What can be done to combat gangs?

Prevention and intervention approaches to date generally have not been found to be particularly effective, in part, because of inadequate evaluations of interventions. America has seen a shift in strategies over the past 40 years: from social intervention approaches in the 1950's and 1960's to suppression strategies in the 1970's-1990's. Spergel (1990, 1991, 1992) and his colleagues conducted a nationwide assessment of approaches that have been aimed at youth gangs, both inside and outside the juvenile justice system. They found that in chronic gang problem cities, respondents believed *opportunities provision* was the most effective strategy, followed by *community organization* approaches. In emerging gang problem cities, community organization was perceived as most effective strategy. *Suppression* strategies were not reported to be particularly effective, except in conjunction with other approaches.

What does the Office of Juvenile Justice and Delinquency Prevention plan to do to combat gangs?

OJJDP is planning to channel its gang-related activities into a comprehensive program, made possible by an increased appropriation under Part D of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. Information on the Office's Comprehensive Gang Program may be found in the Office's Program Plan for Fiscal Year 1994.

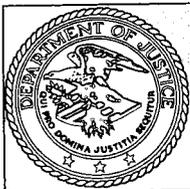
This fact sheet was primarily based on a paper by the author, entitled "Recent Gang Research: Program and Research Implications," in publication (*Crime and Delinquency*). The paper and a list of the sources cited in this fact sheet are available from OJJDP's Juvenile Justice Clearinghouse. Telephone: 800-638-8736.











NATIONAL INSTITUTE OF JUSTICE

Research in Brief

Charles B. DeWitt, Director

October 1992

The Cycle of Violence

by Cathy Spatz Widom

Does childhood abuse lead to adult criminal behavior?

How likely is it that today's abused and neglected children will become tomorrow's violent offenders?

In one of the most detailed studies of the issue to date, research sponsored by the National Institute of Justice (NIJ) found that childhood abuse increased the odds of future delinquency and adult criminality overall by 40 percent. The study followed 1,575 cases from childhood through young adulthood, comparing the arrest records of two groups:

- A study group of 908 substantiated cases of childhood abuse or neglect processed by the courts between 1967 and 1971 and tracked through official records over the next 15 to 20 years.
- A comparison group of 667 children, not officially recorded as abused or neglected, matched to the study group according to sex, age, race, and approximate family socioeconomic status.

While most members of both groups had no juvenile or adult criminal record, *being abused or neglected as a child increased the likelihood of arrest as a juvenile by 53 percent, as an adult by 38 percent, and for a violent crime by 38 percent.*

The "cycle of violence" hypothesis suggests that a childhood history of physical abuse predisposes the survivor to violence in later years. This study reveals that victims of neglect are also more likely to develop later criminal violent behavior as well. This finding gives powerful support to the need for expanding common conceptions of physical abuse. If it is not only violence that begets violence, but also neglect, far more attention needs to be devoted to the families of children whose "beatings" are forms of abandonment and severe malnutrition. An example of intervention for the prevention of neglect is described later in this *Research in Brief*.

The first phase of this study relied on arrest records to measure delinquency and criminality. A second phase calls for locating

and interviewing a large sample of the previously abused and neglected children to draw a more complete picture of the consequences of childhood victimization. The remainder of this report presents Phase I results in greater detail and introduces preliminary findings from Phase II.

Study design

Several important design features distinguish this research from prior efforts to study the intergenerational transmission of violence.¹ First, by following a large number (1,575) of cases from childhood through adolescence into young adulthood, this "prospective" study was able to examine the long-term consequences of abuse and neglect. The sample, drawn from a metropolitan area in the Midwest, was restricted to children who were 11 years or younger at the time of the incident of abuse or neglect. At the time that juvenile and criminal records were checked, subjects ranged in age from 16 to 33; most were

From the Director

Family violence—particularly violence against children—is a critical priority for criminal justice officials, political leaders, and the public we serve. The statistics are alarming. Almost a million children are victims of child abuse and neglect, according to the 1990 Annual Fifty State Survey conducted by the National Committee for Prevention of Child Abuse.

Family violence can be considered from a variety of different perspectives: criminal justice, psychology, sociology, and economics. Studies have produced varying estimates

of the magnitude of family violence; various methods have been considered for estimating its extent. None has examined its effect on the later behavior of children as does the NIJ study reported in this *Research in Brief*. Some of the findings are startling. For example, *being abused or neglected as a child increased the likelihood of arrest as a juvenile by 53 percent, as an adult by 38 percent, and for a violent crime by 38 percent.*

I have made child abuse a priority at NIJ, and this is the first in a series of five *Research in Brief* reports NIJ will publish

dealing with the consequences of child abuse. In addition, NIJ is supporting a multisite study of child abuse prosecution and a study of ways the justice system has addressed this critical problem.

Charles B. DeWitt
Director
National Institute of Justice

between ages 20 and 30, with a mean age of 25.

Matching members of the study group to others whose official records showed no childhood abuse or neglect was an equally important feature of the research. This design allowed the study to separate the effects of known correlates of delinquency and criminality (age, sex, race, and socioeconomic status) from the experience of abuse and neglect. Both groups were approximately two-thirds white and one-third black and were about evenly divided between males and females. Most were between 6 and 11 years old at the time the abuse was documented (see exhibit 1).

The study design also featured clear operational definitions of abuse and neglect. Combined with large sample sizes, this permitted the separate examination of physical abuse, sexual abuse, and neglect, defined as follows:

- Physical abuse cases included injuries such as bruises, welts, burns, abrasions, lacerations, wounds, cuts, bone and skull fractures, and other evidence of physical injury.
- Sexual abuse involved such charges as "assault and battery with intent to gratify

sexual desires," "fondling or touching in an obscene manner," rape, sodomy, and incest.

- Neglect cases represented extreme failure to provide adequate food, clothing, shelter, and medical attention to children.

Family members (often parents) were the primary perpetrators of the abuse and neglect. The most frequent type of perpetrator varied, however, by type of maltreatment (see exhibit 2).

Juvenile court and probation records were the source of information on the abuse and neglect, as well as the characteristics of the family. Arrest data were obtained from Federal, State, and local law enforcement records. Recognizing that much child abuse (as well as later delinquent and criminal behavior) never comes to the attention of any official authority, Phase II will supplement these official records with interview results.

Study findings

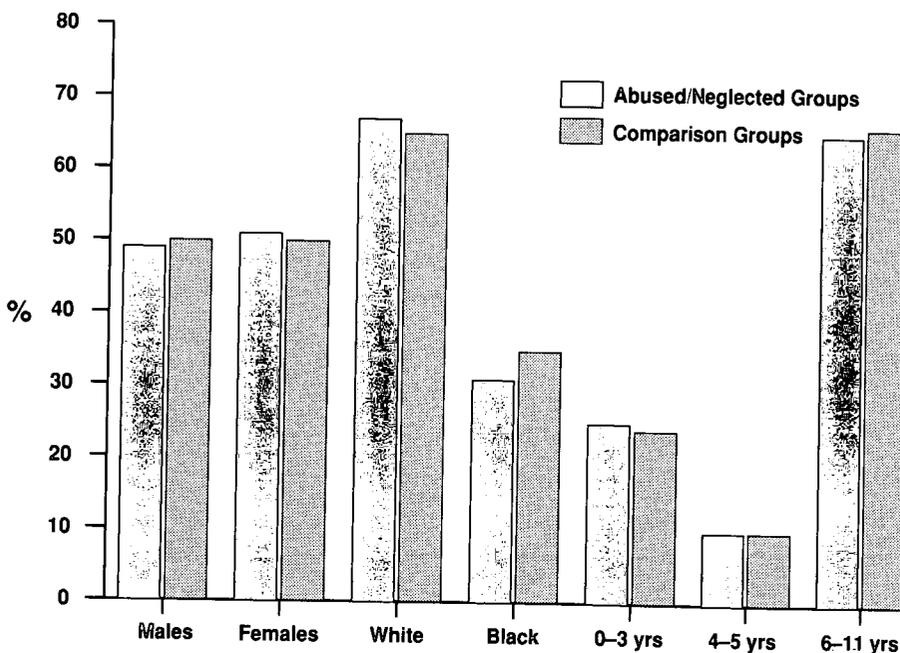
Of primary interest was the question, "Would the behavior of those who had been abused or neglected be worse than those with no reported abuse?" The an-

swer, shown in exhibit 3, was evident: those who had been abused or neglected as children were more likely to be arrested as juveniles (26 percent versus 17 percent), as adults (29 percent versus 21 percent), and for a violent crime (11 percent versus 8 percent). The abused and neglected cases were also more likely to average nearly 1 year younger at first arrest (16.5 years versus 17.3 years), to commit nearly twice as many offenses (2.4 percent versus 1.4 percent), and to be arrested more frequently (17 percent of abused and neglected cases versus 9 percent of comparison cases had more than five arrests).

Sex. Experiencing early child abuse or neglect had a substantial impact, even on individuals with little likelihood of engaging in officially recorded adult criminal behavior. Thus, although males generally have higher rates of criminal behavior than females, being abused or neglected in childhood increased the likelihood of arrest for females—by 77 percent over comparison group females. As adults, abused and neglected females were more likely to be arrested for property, drug, and misdemeanor offenses such as disorderly conduct, curfew violations, or loitering, but not for violent offenses. Females in general are less likely to be arrested for street violence and more likely to appear in statistics on violence in the home. Through interviews, Phase II will examine the incidence of unreported violence to learn more about the possible existence of hidden cycles of family violence.

Race. Both black and white abused and neglected children were more likely to be arrested than comparison children. However, as shown in exhibit 4, the difference between whites was not as great as that between blacks. In fact, white abused and neglected children do *not* show increased likelihood of arrest for violent crimes over comparison children. This contrasts dramatically with the findings for black children in this sample who show significantly increased rates of violent arrests, compared with black children who were not abused or neglected. This is a surprising finding and one that may reflect differences in an array of environmental factors. Phase II will investigate a number of explanations for these results, including differences in poverty levels, family factors, characteristics of the abuse or neglect incident, access to counseling or support services, and treatment by juvenile authorities.

Exhibit 1. Demographic Characteristics



that neglect alone (not necessarily physical abuse) was significantly related to violent criminal behavior. A picture emerges where physical abuse is only one point on a continuum of family situations that contribute to violence. Whether those situations result in active physical abuse, or more passive neglect, it is now quite clear that both forms of child maltreatment are serious threats. Neglect cases represent the majority of cases taxing the child protection system. Research shows that today's victim of neglect may well be a defendant in tomorrow's violent criminal case.

○ *Reexamine out-of-home placement policies.* This NIJ study focused on cases during the period 1967-1971, when out-of-home placements were a common intervention. Detailed information available for 772 cases revealed that the vast majority (86 percent) were placed outside their homes for an average of 5 years. This contrasts sharply with today's efforts to avoid out-of-home placement on the assumption that separation may aggravate, rather than ameliorate, a child's problems. Yet, there was no evidence that those who were separated from their families fared any worse on the arrest measures than those who remained at home. Though these results are far from definitive, they do suggest that child protective policies in this area deserve close scrutiny. The assumption that removal from the home offers additional risk could not be confirmed by this study. Any policy founded on this assumption ought to be tested through careful local studies of the full consequences of out-of-home placement.

Notes

1. For further information on the design and sampling procedures, see Widom, C.S., "Child abuse, neglect, and adult behavior: Research design and findings on criminality, violence, and child abuse," *American Journal of Orthopsychiatry*, 59(1989):355-367.
2. Westat, Inc. *Study Findings: Study of National Incidence and Prevalence of Child Abuse and Neglect: 1988*, Washington, D.C., U.S. Department of Health and Human Services.
3. J.R. Galler, F. Ramsey, G. Solimano, and W.E. Lowell, "The influence of early malnutrition on subsequent behavioral development: II. Classroom behavior," *Journal of the American Academy of Child Psychiatry*, 24(1983):16-24.
4. See, for instance, R.E. Allen and J.M. Oliver, "The effects of child maltreatment on language development," *Child Abuse and Neglect*, 6(1982):299-305; B. Egeland, A. Sroufe, and M. Erickson, "The developmental consequences of different patterns of maltreatment," *Child Abuse and Neglect*, 7(1983):459-469; A. Frodi and J. Smetana, "Abused, neglected, and nonmaltreated preschoolers' ability to discriminate emotions in others: The effects of IQ," *Child Abuse and Neglect*, 8(1984):459-465.
5. Benjamin Ward, Commissioner, New York City Police Department, press release No. 17, May 22, 1989.

Cathy Spatz Widom is professor of criminal justice and psychology and director of the Hindelang Criminal Justice Research Center at the State University of New York at Albany. She won the 1989 Behavioral Science Prize from the American Association for the Advancement of Science for her report of the research described in this *Research in Brief*.

Findings and conclusions of the research reported here are those of the researcher and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

The National Institute of Justice is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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Juvenile record. Previously abused or neglected persons were at higher risk of beginning a life of crime, at a younger age, with more significant and repeated criminal involvement. Notably, however, among those arrested as juveniles, abused or neglected persons were no more likely to continue a life of crime than other children:

○ In both groups, roughly the same proportion of children with juvenile arrests also had arrests as adults (53 percent versus 50 percent).

○ Similarly, in both groups, about the same proportion of those with violent juvenile arrests also had violent arrests as adults (34.2 percent versus 36.8 percent).

In short, childhood abuse and neglect had no apparent effect on the movement of juvenile offenders toward adult criminal activity. Distinguishing the factors that promote the onset of criminal behavior from those that affect persistence in a criminal career is clearly an important topic for future research.

Does only violence beget violence?

To test the notion that childhood victims of violence resort to violence themselves in later years, violent criminal behavior was examined as a function of the type of maltreatment experienced as a child. The results are presented in simplified form below.

Abuse Group	Number	Percent Arrested for Violent Offense
Physical abuse only	76	15.8%
Neglect only	609	12.5
Physical abuse and neglect	70	7.1
Sexual abuse and other abuse or neglect	28	7.1
Sexual abuse only	125	5.6
Comparison group	667	7.9

The physically abused (as opposed to neglected or sexually abused) were the most likely to be arrested later for a violent crime. Notably, however, the physically abused group was followed closely by the neglected group.

Exhibit 2. Perpetrators of Abuse and Neglect

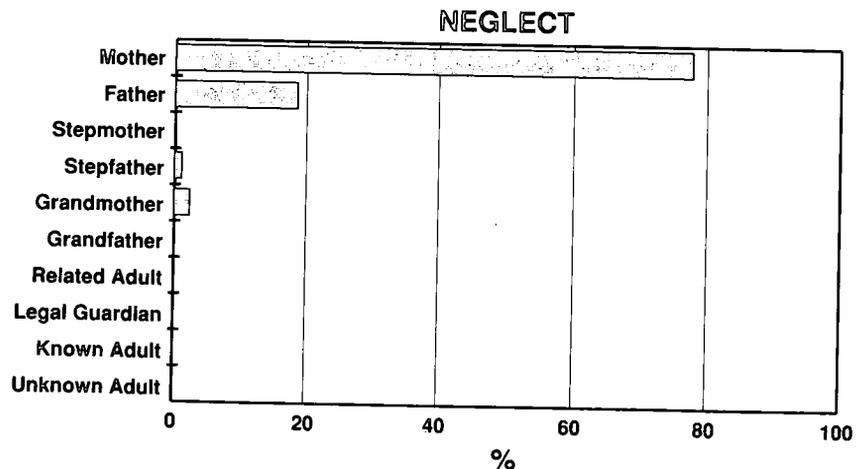
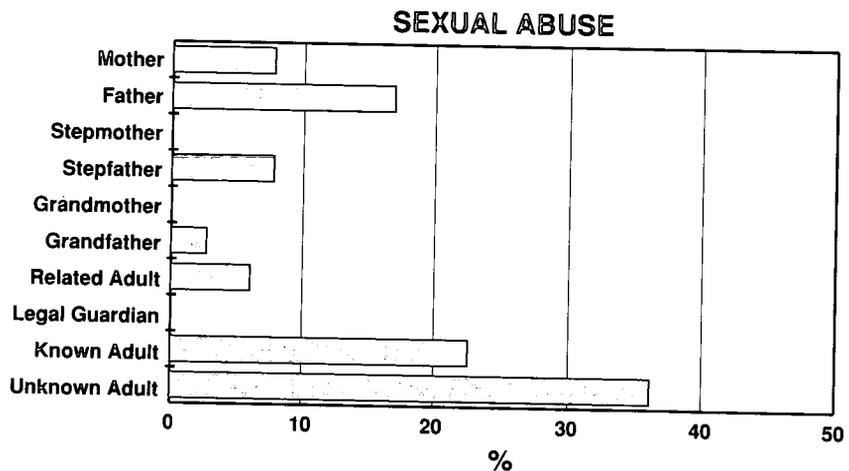
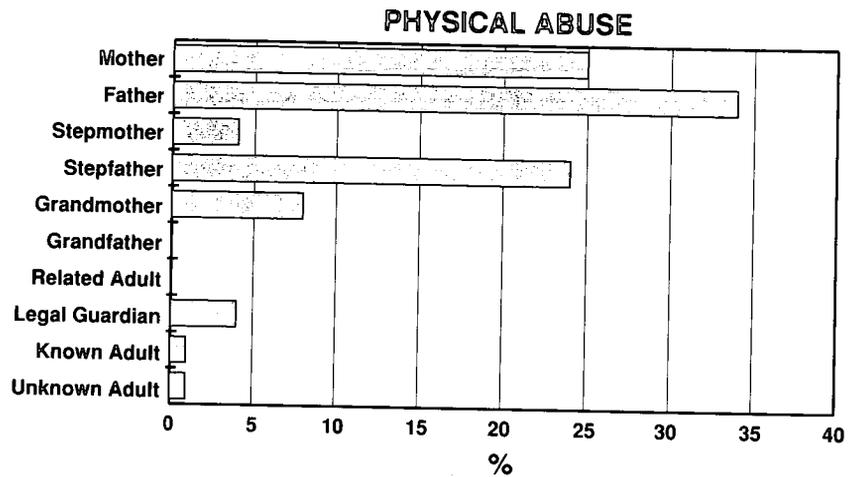


Exhibit 3. Extent of Involvement in Delinquency, Adult Criminality, and Violent Criminal Behavior

Type of arrest	Abused and Neglected (n = 908) (%)	Comparison Group (n = 667) (%)
Juvenile	26.0	16.8
Adult	28.6	21.1
Violent crime	11.2	7.9

Note: All differences significant.

Exhibit 4. Involvement in Criminality by Race

Any arrest	Abused and Neglected (n = 908) (%)	Comparison Group (n = 667) (%)	Significance
Juvenile			
Black	37.9	19.3	<.001
White	21.1	15.4	<.05
Adult			
Black	39.0	26.2	<.01
White	24.4	18.4	<.05
Violent			
Black	22.0	12.9	<.01
White	6.5	5.3	NS

ment and adult criminality, New York City instituted new procedures for police response and followup in cases involving suspected child abuse and neglect.⁵

Out-of-home placement and criminal consequences

Not all abused and neglected children grow up to become delinquents, adult criminals, or violent criminal offenders. What are some of the possible mediating variables that act to buffer or protect abused and neglected children? Placement outside the home is one possible buffer that was investigated with Phase I data. Scholars and practitioners have often criticized out-of-home placements (foster care, in particular). Children placed outside the home are considered a particularly vulnerable group, since they have experienced both a disturbed family situation and separation from their natural parents. Accordingly, child welfare policies today often seek to avoid removing the child from home and instead to mitigate negative family situations through counseling and related support.

In contrast to today's practices, the vast majority of a sample of the children abused and neglected roughly 20 years ago were placed outside the home during some portion of their childhood or early adolescence. Year-by-year information was available from juvenile court and probation records on 772 cases. For these children, out-of-home placements included foster care, guardian's home, and schools for the retarded or physically handicapped. Only 14 percent of these abuse and neglect cases had no record of having been placed up through age 18. The average amount of time in placement was about 5 years, and sometimes lasted through childhood and adolescence.

As exhibit 5 shows, there was remarkably little difference between the arrest records of those who remained at home and those who were placed outside the home due to abuse and neglect. (Predictably, both of these groups were strikingly different from those placed outside the home due to delinquency as well as abuse and neglect.) At least for this sample, then, an out-of-home placement did not lead to negative effects on the arrest measure for those who were removed from their homes due only to abuse and neglect.

Because different types of abuse and neglect are not distributed evenly by age, race, and sex, these frequencies present an oversimplified picture. Even after controlling for age, race, and sex, however, a relationship between childhood neglect and subsequent violence remained evident.

This finding offers persuasive evidence for the need to take concerted preventive action. Nationwide, the incidence of neglect is almost three times that of physical abuse (15.9 per 1,000 children in 1986, compared to 5.7 per 1,000 for physical abuse, and 2.5 per 1,000 for sexual abuse).² Neglect also is potentially more damaging to the development of a child than abuse

(provided the abuse involves no neurological impairment). In one study of the influence of early malnutrition on subsequent behavior, previously malnourished children had attention deficits, reduced social skills, and poorer emotional stability than a comparison group.³ Other researchers have found an array of developmental differences associated with childhood neglect.⁴ This study now suggests that those differences include a greater risk of later criminal violence.

Research findings show how imperative are improved procedures for the identification of child abuse and neglect. Referring to the connection between child maltreat-

The study also showed that stability may be an important factor in out-of-home placements. Children who moved three or more times had significantly higher arrest rates (almost twice as high) for all types of criminal behaviors—juvenile, adult, and violent—than children who moved less than three times. In turn, children with multiple placements typically had behavior problems noted in their files. These notations covered a wide spectrum of problem behavior, including chronic fighting, fire setting, destructiveness, uncontrollable anger, sadistic tendencies (for example, aggressiveness toward weaker children), and extreme defiance of authority.

Whether the behavior problems caused the moves, or the moves contributed to the behavior problems, is unclear. In either case, children with numerous placements obviously need special services.

These findings challenge the assumption that it is necessarily unwise to remove children from negative family situations. While stability of placement appears to be important, the potential damage of removing an abused and neglected child from the home did not include a higher likelihood of arrest or violent criminal behavior.

Phase II: Followup and in-person interviews

While the findings from Phase I demonstrate convincingly that early child abuse and neglect place one at increased risk for officially recorded delinquency, adult criminality, and violent criminal behavior, a large portion of abused and neglected children did not have official arrest records. Indeed, the linkage is far from inevitable, since the majority of abused and neglected children did not become delinquents, adult criminals, or violent offenders. However, because the findings from Phase I were based on official arrest records, these rates may be underestimates of the true extent of delinquency and criminality. Phase I findings also do not tell us about general violent behavior, especially unrecorded or unreported family violence.

Phase II was designed to address many of the unanswered questions from the first phase by finding and interviewing a large number of these people 20 years after the childhood victimization. Most are now young adults in their early 20's and 30's; some are beginning to have their own

Exhibit 5. Juvenile and Adult Arrests as a Function of Placement Experiences for Juvenile Court Cases Only (n = 772)

Type of Placement	N	Arrest (in percent)			
		Any Juvenile (n=209)	Any Adult (n=217)	Both Juv. & Adult (n=115)	Any Violent (n=93)
No placement	106	15.1	29.2	6.6	10.4
Abuse/neglect placement only	489	17.8	23.3	8.6	8.4
Delinquency placement plus abuse/neglect	96	92.7***	60.4***	55.2***	34.4***

Note: Adult arrest rates restricted to subjects age 21 and older in March 1988.

*** $p < .001$

children. The followup study aims to examine the full consequences of maltreatment as a child and to determine why some victims of childhood abuse and neglect fare well, while others have negative outcomes. The interviews will explore recollections of early childhood experiences, schooling, adolescence, undetected alcohol and drug problems, undetected delinquency and criminality, and important life experiences.

Preliminary Phase II findings, based on 2-hour followup interviews with 500 study and comparison group subjects, indicate that other negative outcomes may be as common as delinquency and violent criminal behavior. These interviews suggest that the long-term consequences of childhood victimization also may include:

- Mental health concerns (depression and suicide attempts).
- Educational problems (inadequate cognitive functioning, extremely low IQ, and poor reading ability).
- Health and safety issues (alcohol and drug problems).
- Occupational difficulties (lack of work, employment in low-level service jobs).

In addition to documenting the broader consequences of childhood victimization, Phase II is geared to identify "protective" factors that may act to buffer the negative

results of abuse and neglect. The ultimate goal is to provide a base of knowledge on which to build appropriate prevention and treatment programs.

Conclusion and implications

Childhood victimization represents a wide spread, serious social problem that increases the likelihood of delinquency, adult criminality, and violent criminal behavior. Poor educational performance, health problems, and generally low levels of achievement also characterize the victims of early childhood abuse and neglect.

This study offers at least three messages to juvenile authorities and child welfare professionals:

- *Intervene early.* The findings of Phase I issue a call to police, teachers, and health workers for increased recognition of the signs of abuse and neglect, and serious efforts to intervene as early as possible. The later the intervention, the more difficult the change process becomes. Specialized attention needs to be paid to abused and neglected children with early behavior problems. These children show the highest risk of later juvenile and adult arrest, as well as violent criminal behavior.

- *Develop policies that recognize the high risks of neglect as well as abuse.* Also important in its implications for juvenile court and child welfare action is the fact



Crime Data Brief

April 1994, NCJ-147003

Handgun Victimization, Firearm Self-Defense, and Firearm Theft

Guins and Crime

By Michael R. Rand, BJS Statistician

In 1992 offenders armed with handguns committed a record 931,000 violent crimes. Handgun crimes accounted for about 13% of all violent crimes. As measured by the National Crime Victimization Survey (NCVS), the rate of nonfatal handgun victimizations in 1992 — 4.5 crimes per 1,000 people age 12 or older — supplanted the record of 4.0 per 1,000 in 1982.

On average per year in 1987-92, about 62,200 victims of violent crime, about 1% of all victims of violence, used a firearm to defend themselves. Another 20,300 used a firearm to defend their property during a theft, household burglary, or motor vehicle theft.

For 1987-92 victims reported an annual average of about 341,000 incidents of firearm theft. Because the NCVS asks for types but not a count of items stolen, the annual total of firearms stolen probably exceeded the number of incidents.

Handguns and crime, 1987-92

	1992	Annual average, 1987-91
Handgun crimes	930,700	667,000
Homicide	13,200	10,600
Rape	11,800	14,000
Robbery	339,000	225,100
Assault	566,800	417,300

Note: Detail may not add to total because of rounding. Data for homicide come from the FBI's Uniform Crime Reports.

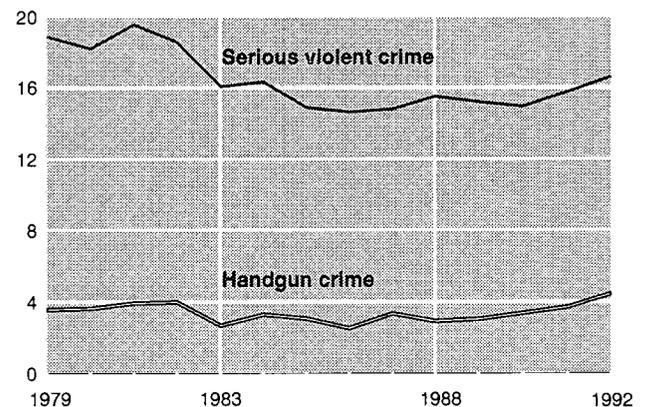
Males, blacks, and the young had the highest rates of handgun crime victimization, 1987-92

Age of Victim	Average annual rate of crimes committed with handguns (per 1,000 persons)*					
	Male victims			Female victims		
	Total	White	Black	Total	White	Black
All ages	4.9	3.7	14.2	2.1	1.6	5.8
12-15	5.0	3.1	14.1	2.5	2.1	4.7
16-19	14.2	9.5	39.7	5.1	3.6	13.4
20-24	11.8	9.2	29.4	4.3	3.5	9.1
25-34	5.7	4.9	12.3	3.1	2.1	9.0
35-49	3.3	2.7	8.7	1.7	1.4	3.3
50-64	1.5	1.2	3.5	0.8	0.7	1.6
65 or older	0.8	0.6	3.7	0.3	0.2	2.3

*Rate per 1,000 persons age 12 or older in each age category. Rates do not include murder or nonnegligent manslaughter committed with handguns. The totals include persons of other races not shown separately.

The 1992 handgun victimization rate was the highest on record

Number of victimizations per 1,000 population



Source: BJS National Crime Victimization Survey, 1979-92.

Note: Serious violent crime includes rape, robbery, and aggravated assault.

Violent crime rates

Unlike the record rate of handgun crimes in 1992, the overall rates for violent crimes were well below the 1981 peaks.¹ The total 1992 rate for rape, robbery, and aggravated and simple assault was 35 per 1,000 persons, compared to 39 per 1,000 in 1981. The 1992 rate of 17 per 1,000 for the more serious violent crimes (rape, robbery, and aggravated assault) was also less than the 20 per 1,000 in 1981.

Most likely victims of handgun crime

- Males were twice as likely as females to be victims of handgun crimes, and blacks 3 times as likely as whites.
 - Young black males continued to be the population subgroup most vulnerable to handgun crime victimization.
- For males age 16-19 —
The rate for blacks (40 per 1,000 persons) was **4 times** that of whites (10 per 1,000).
- For males age 20-24 —
The rate for blacks (29 per 1,000) was **3 times** that of whites (9 per 1,000).

¹Except where noted, this brief excludes homicides, which NCVS does not measure.

When offenders fired at victims

Offenders fired their weapon in 17% of all nonfatal handgun crimes (or about 2% of all violent crimes). In 3% of handgun crimes, about 21,000 a year, the victim was wounded. (An additional annual average of 11,100 were victims of homicide by handgun.) The offender shot at but missed the victim in 14% of handgun crimes.

Self-defense with firearms

- 38% of the victims defending themselves with a firearm attacked the offender, and the others threatened the offender with the weapon.
- A fifth of the victims defending themselves with a firearm suffered an injury, compared to almost half of those who defended themselves with weapons other than a firearm or who had no weapon. Care should be used in interpreting these data because many aspects of crimes — including victim and offender characteristics, crime circumstances, and offender intent — contribute to the victims' injury outcomes.
- In most cases victims who used firearms to defend themselves or their property were confronted by offenders

who were either un-armed or armed with weapons other than firearms. On average between 1987 and 1992, about 35% (or 22,000 per year) of the violent crime victims defending themselves with a firearm faced an offender who also had a firearm.²

Theft of firearms

- Although most thefts of firearms (64%) occurred during household burglaries, a significant percentage (32%) occurred during larcenies. Loss of firearms through larceny was as likely to occur away from the victim's home as at or near the home. In 53% of the firearm thefts, handguns were stolen.

Offenders shot at victims in 17% of handgun crimes, 1987-92

	Percent
Shot at victim	16.6%
Hit victim	3.0
Missed victim	13.6
Nongunshot injury	1.6
No physical injury	12.0
Did not shoot at victim	83.4%
Other attack/attempt	19.9
Verbal threat of attack	15.4
Weapon present	46.8
Other threat	.8
Unknown action	.5
Average annual number	699,900

Note: Excludes homicides.

About three-fourths of the victims who used firearms for self-defense did so during a crime of violence, 1987-92

	Average annual number of victimizations in which victims used firearms to defend themselves or their property		
	Total	Attacked offender	Threatened offender
All crimes	82,500	30,600	51,900
Total violent crime	62,200	25,500	36,700
With injury	12,100	7,300	4,900
Without injury	50,000	18,200	31,800
Theft, burglary, motor vehicle theft	20,300	5,100	15,200

Note: Detail may not add to total because of rounding. Includes victimizations in which offenders were unarmed. Excludes homicides.

341,000 incidents of firearm theft occurred per year, 1987-92

Crime in which firearm was stolen	Average annual number of victimizations in which firearms were stolen		
	Total	Handgun	Other gun
Total	340,700	180,500	160,200
Violent crime	7,900	5,300	2,600
Personal theft	56,200	33,900	22,300
Household theft	52,600	31,700	20,900
Household burglary	217,200	105,300	112,000
Motor vehicle theft	6,700	4,400	2,400

Note: Detail may not add to total because of rounding. The table measures theft incidents, not numbers of guns stolen. See text on page 1.

²Because the NCVS collects victimization data on police officers, its estimates of the use of firearms for self-defense are likely to include police use of firearms. Questionnaire revisions introduced in January 1993 will permit separate consideration of police and civilian firearm cases.

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Figure 1

Statutorily Defined Age and Offense Provisions for Judicial Waiver of Juveniles to Criminal Court, 1992

Key: Provision is specifically mentioned in State's Juvenile Code.
 Provision applies only if the other condition similarly shaded is also met.
See example below for information on how to read the chart.

State	Minimum Age	Certain Offenses							Previous		
		Any Criminal Offense	Murder	Person Offenses	Property Offenses	Drug Offenses	Weapons Offenses	Felony Offenses	Capital Crimes	Delinquent Adjudication(s)	Criminal Conviction
AL	14	14									
AK											
AZ											
AR	14		14	14				16	14		
CA	16	16									
CO	14							14			
CT	14							14			
DE	14	16						14			
DC		16 ^a						15			
FL		14									
GA	13	15			15				18		
HI	16							16			
ID	14	14									
IL	13	13									
IN		14	10					16			
IA	14	14									
KS	16	16						14			
KY	14							14	14		
LA	15			15	15						
ME											
MD		15									
MA	14			14				14 ^b			
MI	15							15			
MN	14	14									
MS	13	13									
MO	14							14			
MT	12		12	12	16	16	16				
NV	16							16			
NH											
NJ	14	14	14	14	14	14	14				
NM	15		15	16	16		16	16			
NC	14							14			
ND	14	16		14							
OH	15							15			
OK											
OR	15		15	15	15			15			
PA	14							14			
RI											
SC		16			14						
SD											
TN	14	16	14	14							
TX	15							15			
UT	14							14			
VT	10		10	10	10						
VA	15							15			
WA	15			17				15			
WV								16			
WI	14	16	14								
WY											

Example: Alabama permits judicial waiver for any delinquency case involving a juvenile age 14 or older. Connecticut permits waiver of juveniles age 14 or older charged with certain felonies if they have been previously adjudicated delinquent.

Note: Ages in the minimum age column may not apply to all the restrictions indicated, but represent the youngest possible age at which a juvenile may be judicially waived to criminal court. For States with a blank minimum age cell, at least one of the offense restrictions indicated is not limited by age. When a provision is conditional on previous adjudications, those adjudications are often required to have been for the same offense type (e.g., class A felony) or a more serious offense.

^a Waiver conditional on the juvenile being under commitment for delinquency.
^b Waiver conditional on a previous commitment to the Department of Youth Services.

Source: Szymanski, L. (1993) *Waiver/transfer/certification of juveniles to criminal court: Age restrictions-crime restrictions (1992 update)*. Pittsburgh, PA: National Center for Juvenile Justice.



OJJDP Update on Statistics

John J. Wilson, Acting Administrator

October 1994

How Juveniles Get to Criminal Court

Melissa Sickmund, Ph.D.

All States allow juveniles to be tried as adults in criminal court under certain circumstances. A juvenile's case can be transferred to criminal court for trial in one of three ways—judicial waiver, prosecutorial discretion, or statutory exclusion from juvenile court jurisdiction. In any State, one, two, or all three transfer mechanisms may be in place.

Judicial waiver. As of year end 1992, in all States except Nebraska and New York, juvenile court judges may waive jurisdiction over a case and transfer it to criminal court (figure 1). Such action is usually in response to a request by the prosecutor. However, in several States, juveniles or their parents may request a transfer. In many States, statutes limit judicial waiver by age, offense, or offense history. Frequently, statutory criteria such as the juvenile's amenability to treatment must also be considered.

An estimated 11,700 juvenile delinquency cases were transferred to criminal court by judicial waiver in 1992 (table 1). Waivers increased 68% from 1988 to 1992. Over this 5-year period, the number of waivers doubled or nearly doubled for all offense categories except property offenses.

Judicially waived cases accounted for fewer than 2% of the cases formally processed in juvenile courts in 1992 (table 2). Drug and person offense cases were more likely to be judicially waived than cases involving property or public order offenses.

The offense profile of waived cases changed somewhat from 1988 to 1992 (table 3). Person offense cases accounted for a greater proportion and property cases for a smaller proportion of waived cases in 1992 than in 1988.

Prosecutorial discretion. In some States, prosecutors are given the authority to file certain juvenile cases in either juvenile or criminal court under concurrent jurisdiction statutes. Thus, original jurisdiction is shared by both criminal and juvenile courts.

Prosecutorial discretion is typically limited by age and offense criteria (figure 2). Often concurrent jurisdiction is limited to charges of serious, violent, or repeat crimes. Juvenile and criminal courts frequently share jurisdiction over minor offenses such as traffic, watercraft, or local ordinance violations, as well.

There are no national data at the present time on the number of juvenile cases tried in criminal court under concurrent jurisdiction provisions. There is, however, some indication that they may outnumber judicial waivers in States

From the Administrator

Every State provides a means for juveniles to be tried in adult criminal courts under certain criteria. A particular State may employ one, two, or three of the standard methods for such transfers: judicial waiver, prosecutorial discretion, and statutory exclusion.

Drawing on data from the National Juvenile Court Data Archive's forthcoming *Juvenile Court Statistics 1992* report, this *Update on Statistics* provides significant State and aggregate information on the diverse mechanisms by which juveniles arrive in criminal court.

The information in this *Update* was developed for OJJDP's forthcoming *National Report on Juvenile Offending and Victimization*.

John J. Wilson
Acting Administrator

Table 1
Percent Change in Delinquency Cases Judicially Waived to Criminal Court

Offense	Number of Cases		Percent Change
	1988	1992	
Delinquency	7,000	11,700	68%
Person	2,000	4,000	101
Property	3,700	5,200	42
Drugs	700	1,400	91
Public Order	500	1,000	90

Note: Detail may not add to totals because of rounding.

Table 3
Offense Profile of Judicially Waived Cases

Offense	1988	1992
Person	29%	34%
Property	53	45
Drugs	11	12
Public Order	8	9

Note: Detail may not total 100% because of rounding.

Table 2
Percent of Petitioned Delinquency Cases Judicially Waived to Criminal Court

Offense	1988	1989	1990	1991	1992
Delinquency	1.2%	1.4%	1.3%	1.6%	1.6%
Person	1.9	2.0	2.1	2.4	2.4
Property	1.2	1.2	1.1	1.2	1.3
Drugs	1.5	2.8	2.7	4.4	3.1
Public Order	0.5	0.5	0.6	0.7	0.8

allowing such transfers. In one State with both judicial waiver and concurrent jurisdiction provisions, there were two cases filed directly in criminal court for every one judicially waived in 1981. By 1992 there were more than six direct filings for every case judicially waived.

Statutory exclusion. Legislatures transfer large numbers of young offenders to criminal court by statutorily excluding them from juvenile court jurisdiction (table 4). Although not typically thought of as transfers, large numbers of youth under age 18 are tried as adults in the 11 States where the upper age of juvenile court jurisdiction

is lower than 18. Nationwide, an estimated 176,000 cases involving youth under age 18 were tried in criminal court in 1991 because they were considered adults under State law.

Many States exclude certain serious offenses from juvenile court jurisdiction—some also exclude juveniles who have been previously waived or convicted in criminal court (figure 3). State laws typically also set age limits for excluded offenses. The serious offenses most often excluded are murder (and other capital crimes) and other offenses against persons. Several States exclude juveniles charged with

felonies if they have prior felony adjudications or convictions. Minor offenses such as traffic, watercraft, or fish or game violations are often excluded from juvenile court jurisdiction as well. There are no national data on the number of juvenile cases tried in criminal court as a result of these types of statutory exclusions.

In many States, juveniles tried in criminal court may receive dispositions involving either criminal or juvenile court sanctions. Several States also have provisions for transferring “excluded” or “direct-filed” cases from criminal court to juvenile court under certain circumstances. This is sometimes referred to as “reverse” waiver or transfer.

Delinquency case data are from the National Juvenile Court Data Archive’s *Juvenile Court Statistics 1992* report. The report will be available in 1995 from the Juvenile Justice Clearinghouse (800-638-8736). Analyses reflect statutory provisions in place at the end of 1992. Several States amended their statutes regarding waiver, concurrent jurisdiction, or exclusion since then.

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Table 4

The Upper Age of Juvenile Court Jurisdiction in Delinquency Matters Defined by State Statute

Oldest age for original juvenile court jurisdiction in delinquency matters

Fifteen	Sixteen	Seventeen		
Connecticut	Georgia	Alabama	Kansas	Ohio
New York	Illinois	Alaska	Kentucky	Oklahoma
North Carolina	Louisiana	Arizona	Maine	Oregon
	Massachusetts	Arkansas	Maryland	Pennsylvania
	Michigan	California	Minnesota	Rhode Island
	Missouri	Colorado	Mississippi	South Dakota
	South Carolina	Delaware	Montana	Tennessee
	Texas	District of Columbia	Nebraska	Utah
		Florida	Nevada	Vermont*
		Hawaii	New Hampshire	Virginia
		Idaho	New Jersey	Washington
		Indiana	New Mexico	West Virginia
		Iowa	North Dakota	Wisconsin
				Wyoming

* In Vermont, the juvenile and criminal courts have concurrent jurisdiction over all 16- and 17-year-olds.

Source: Szymanski, Linda. (1994) *Upper age of juvenile court jurisdiction statutes analyses*. Pittsburgh, PA: National Center for Juvenile Justice.

Figure 2

Serious Offenses for Which State Statutes Give Prosecutors Discretion To File in Criminal or Juvenile Court and Related Age Restrictions, 1992

Key: Provision is specifically mentioned in State's Juvenile Code.
 Provision applies only if the other condition similarly shaded is also met.
 See example below for information on how to read the chart.

State	Minimum Age	Certain Offenses								Previous Felony Adjudication(s)
		Any Criminal Offense	Murder	Person Offenses	Property Offenses	Drug Offenses	Weapons Offenses	Felony Offenses	Capital Crimes	
AR	14		14	14				16	14	
CO	14							14		
DC	16		16 ^a	16 ^a	16 ^a					
FL		16 ^b						16	^c	
GA										
LA	15			15	16					
MI										
NE		16								
NH										
SD										
UT	16		16					16	16	
VT	16	16								
WY		18								

Example: In Florida prosecutors have discretion to file in criminal court those cases involving juveniles age 16 or older charged with felony offenses or misdemeanors if they have prior felony adjudications. Juveniles of any age charged with capital crimes are tried in criminal court following grand jury indictment. In New Hampshire prosecutors may file in criminal court any juvenile case involving a felony charge.

Note: Ages in the minimum age column may not apply to all the restrictions indicated, but represent the youngest possible age at which a juvenile's case may be filed directly in criminal court. For States with a blank minimum age cell, at least one of the offense restrictions indicated is not limited by age. When a provision is conditional on previous adjudications, those adjudications are often required to have been for the same offense type (e.g., class A felony) or a more serious offense.

^a Statutory exclusion language interpreted as concurrent jurisdiction provision.

^b Provision applies to misdemeanors only.

^c Provision is conditional on grand jury indictment.

Source: Szymanski, L. (1994) *Concurrent jurisdiction (1992 update)*. Pittsburgh, PA: National Center for Juvenile Justice.

Figure 3
Serious Offenses Excluded From Juvenile Court by State Statute and Related Age Restrictions, 1992

Key:  Exclusion is specifically mentioned in State's Juvenile Code.
 } Exclusion applies only if the other condition similarly shaded is also met.
See example below for information on how to read the chart.

State	Minimum Age	Certain Offenses							Previous	
		Murder	Person Offenses	Property Offenses	Drug Offenses	Weapons Offenses	Felony Offenses	Capital Crimes	Felony Adjudication(s)	Criminal Conviction
CT	14	14					14			
DE		14 ^a	14 ^a	15						
GA	14	14 ^a	14 ^a	15						
HI	16	14					16			
ID	14	14	14		14					
IL	15	15	15		15	15	15 ^b		b	
IN		16	16			16				
KS	16		16 ^a	16 ^a			16			
LA	15	15	15							
MD	14		16			16		14		
MN	14						14			
MS										
NV										
NY	7	13	13	13			7			
NC	14							14		
OH										
OK	16	16	16	16	16	16				
PA										
RI	16				16					
VT	14	14	14	14						

Example: In North Carolina, juveniles age 14 or older charged with capital crimes are excluded from juvenile court jurisdiction. In Ohio, juveniles of any age charged with murder are excluded if they have prior criminal convictions, as are those charged with certain felonies who have prior felony adjudications.

Note: The ages given in the minimum age column may not apply to all the exclusions indicated, but represent the youngest possible age at which a juvenile may be excluded from juvenile court. For States with a blank minimum age cell, at least one of the exclusions indicated is not restricted by age. When an exclusion is conditional on previous adjudications, those adjudications are often required to have been for the same offense type (e.g., class A felony) or a more serious offense.

^a Exclusion applies only to juveniles charged with offenses while in custody in juvenile institutions.

^b Exclusion of felonies is also conditional on the offense being "committed in furtherance of criminal activity by an organized gang."

Source: Szymanski, L. (1993) *Statutory exclusion of crimes from juvenile court jurisdiction (1992 update)*. Pittsburgh, PA: National Center for Juvenile Justice.

This bulletin was prepared by Melissa Sickmund, Ph.D., National Center for Juvenile Justice. The material was developed for the forthcoming *National Report on Juvenile Offending and Victimization*, funded by OJJDP through grant number 90-JN-CX-K003. Barbara Allen-Hagen, Social Science Analyst in OJJDP's Research and Program Development Division, served as Program Manager.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

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Points of view or opinions expressed in this document are those of the author and do not necessarily represent the official position or policies of OJJDP or the U.S. Department of Justice.



RESEARCH
SUMMARY

Urban Delinquency
and Substance Abuse

Initial Findings

Research Summary

A Publication of the
Office of Juvenile Justice and Delinquency Prevention

Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination and Planning Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 43 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

OJJDP provides leadership, direction, and resources to the juvenile justice community to help prevent and control delinquency throughout the country.

Urban Delinquency and Substance Abuse

Initial Findings

Research Summary

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March 1994

Projects of the Program of Research on the Causes and Correlates of Juvenile Delinquency

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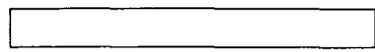
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Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.



Foreword



Delinquency and drugs infect communities across America. Like the biological viruses they resemble, these social plagues resist our best efforts at inoculation and treatment.

Though we know they differ, it is difficult to draw distinctions between delinquency's causes and correlates. In keeping with the tradition of the Office of *Juvenile Justice and Delinquency Prevention* of supporting long-term research that contributes to long-term solutions, OJJDP has sponsored multiple longitudinal studies under its research program on the Causes and Correlates of *Juvenile Delinquency*.

This research summary—one of the three interrelated documents arising from the program—presents initial findings regarding urban delinquency and substance abuse.

It is our hope that the information it provides will enhance the effectiveness of our preventive and therapeutic juvenile justice interventions.



John J. Wilson
Acting Administrator
Office of Juvenile Justice and Delinquency Prevention

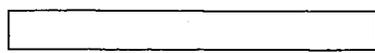






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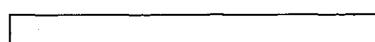
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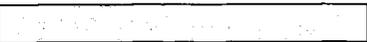
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Introduction

Serious delinquency and drug use are major problems in American society. Casual observation of city streets and daily newspapers attests to this. Delinquency and drug use, however, are not new problems. They have plagued societies throughout history. In fact, delinquency and drug use are among the most resistant forms of problem behavior we know. Despite our best efforts, society has so far failed to make a substantial reduction in them.

That does not mean that we have not made progress. We have. Our understanding of delinquency and drug use, and of ways to prevent and treat them, has improved and continues to improve under the leadership of the Office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP has advanced on at least two fronts in this battle. First, the agency led the way in designing and implementing action programs that provide much needed services to troubled youth. Second, OJJDP has been in the forefront of supporting basic, long-term research that provides the hard empirical information needed to design effective action programs.

Past research indicates that many variables correlate with delinquency and that many factors tend to increase the risk of later delinquent behavior. Among these risk factors are birth trauma, child abuse and neglect, ineffective parental discipline, family disruptions, conduct disorder and hyperactivity in children, school failure, learning disabilities, negative peer influences, limited employment opportunities, inadequate housing, and residence in high-crime neighborhoods.

We also know that neither correlates nor risk factors can be equated with causal factors.

Difficulties in drawing causal inferences

Researchers have not yet been able to establish clear distinctions between causal and other factors. Neither have researchers been able to delineate the constellations of causes that are most crucial in explaining delinquency. Indeed, it is not easy to determine causality for any human behavior, especially in the natural environment, where, in contrast to laboratory science, controls are not easy to achieve. We cannot simply presume that every child who experiences a risk factor such as child abuse will automatically become delinquent; many children who experience abuse never engage in delinquent behavior. Each individual brings to a given situation unique personal characteristics that have been influenced by a host of factors in the arenas of the family, school, peer context, and community environment.

Overall, research findings support the conclusion that no single cause accounts for all delinquency and that no single pathway leads to a life of crime. To date, however, we have not clearly identified all the causal pathways that lead to delinquency or the factors that cause different individuals to take different paths. This state of affairs is due, in large part, to limitations in the methodologies previously employed and an inadequate understanding of the theoretical bases for causal relationships.

Neither correlates
nor risk factors equate
with causal factors.

To study changes in individual offending allows us to examine causal factors that may influence those changes.

Why longitudinal research is needed

Longitudinal studies, in contrast to cross-sectional studies, respond to many of the problems identified in earlier research designs. Such studies offer many opportunities to better discriminate among correlates, risk factors, and causes. There is general agreement among social scientists and policymakers that longitudinal studies are the best way to gain information on the causes of delinquency. This type of investigation involves repeated contacts with the same individuals so that patterns of development can be studied. In particular, the study of changes in individual offending allows us to examine potential causal factors that may influence those changes.

The strength of the longitudinal investigation is that it permits researchers to sort out which factors precede changes in offending, to predict such changes, and to do so independent of other factors. With the aid of repeated measures, it is possible to identify pathways to delinquency, each with unique causal factors that, like delinquency itself, may change over time. Successfully accomplishing this will provide the information needed to develop truly effective intervention programs.

Current program of research

The most recent example of OJJDP's support for long-term research is its Program of Research on the Causes and Correlates of Juvenile Delinquency. Three research teams were competitively selected to participate in this program, launched in fall 1986. The teams are located at the State University of New York (SUNY) at Albany, the University of Colorado, and the University of Pittsburgh, with study sites in Rochester, New York; Denver, Colorado; and Pittsburgh, Pennsylvania, respectively.

The research teams collaborated extensively in designing the studies, identifying key theoretical concepts, and developing "core" measures for these concepts. The culmination of this effort is the use of a body of common measurements in the surveys of the three projects. The following are examples of content areas addressed in the core measures:

- Official and self-reports of delinquent behavior.
- Self-reports of drug use.
- Characteristics of the community and neighborhood.
- Demographic characteristics of the family.
- Parental attitudes and child-rearing practices.
- Youth/child attitudes, school performance, and perceived consequences of delinquency.
- Peer delinquency and conventional activities.

We believe that these collaborative efforts represent a milestone in criminological research because they constitute the largest shared-measurement approach ever achieved in delinquency research. This research will enable us to aggregate data across projects and also to replicate findings across sites, thus ensuring that

findings apply in more than one specific site. In addition to the common measures, each project also collects unique measurements that are expected to add special yields to the findings from each site.

Study designs and samples

Denver Youth Survey. This longitudinal survey involves annual interviews with a probability sample of five different birth cohorts and their parents selected from areas of Denver that display high risk for delinquency. They include both boys and girls who were 7, 9, 11, 13, and 15 years old when the study began. During the course of the study, these birth cohorts will permit an examination of developmental sequences across the full age span from 7 to 19. Including the younger cohorts (ages 7 and 9) should facilitate assessment of the developmental outcome of early problem behavior on later delinquency.

The sampling procedure is also designed to ensure enough serious, chronic offenders for an analysis of their development and, at the same time, provide

JJDP provided each project a unique opportunity to secure additional funding for specialized studies.

Related projects

Because of the scope and design of the research program, OJJDP provided each of the projects with a unique opportunity to secure additional funding for specialized studies. Currently, the following special projects have been added:

Denver Youth Survey

"Children, Youth and Drugs," National Institute on Drug Abuse.

"The Denver Neighborhood," The John D. and Catherine T. MacArthur Foundation.

Pittsburgh Youth Study

"Neuropsychology, Behavior Disorder, and Delinquency," National Institute of Mental Health.

"Attention Deficits, School Dysfunction, and Lead Exposure," Centers for Disease Control and Prevention.

"Risk, Development, and Outcome of Disruptive Behavior," National Institute of Mental Health.

Rochester Youth Development Study

"A Social Network Approach to Drug Use of Minority Youth," National Institute on Drug Abuse.

"The Inclusion of Parent Interviews in the Rochester Youth Development Study," National Science Foundation.

"Examining Delinquency and Drug Use During Later Adolescence," National Science Foundation.

To maximize the number of serious, chronic offenders, the sample includes more youth from high-crime areas.

control data on normal developmental patterns. From a random selection of more than 20,000 households within high-risk neighborhoods, risk was determined by a social ecology analysis that identified areas with housing and population characteristics associated with delinquency and by official crime rates. Survey respondents are all eligible children and parents in families living in the sampled households.

Pittsburgh Youth Study. The survey selected, in two phases, boys attending grades 1, 4, and 7 in Pittsburgh schools. About 83 percent to 85 percent of the families contacted agreed to participate. Cohort 1 acquired about 750 subjects during the spring of 1987, and cohort 2 acquired the remainder, another 1,800, during the spring of 1988.

Of the 2,550 subjects, a screening procedure selected 1,500 for followup. Half of the 1,500 are considered high risk while the other half are lower risk. The first followup of the earliest acquired subjects occurred in fall 1987; subsequent followups continued at regular intervals until fall 1992. These followups involved the subjects, their teachers, and parents (one parent per subject).

Because at the beginning, the three groups of boys were in the first, fourth, and seventh grades, the completed study will have covered the age range from 6 to 18 years, in which most of the onset of delinquent activity is likely.

Rochester Youth Development Study. The Rochester Youth Development Study started with a sample of 1,000 boys and girls in the seventh and eighth grades of the Rochester public schools. To maximize the number of serious, chronic offenders available for the study, the sample includes more youth from high-crime areas and fewer from low-crime areas. The entire range of seventh and eighth grade students, however, is represented.

At 6-month intervals, a survey staff member interviewed one of the student's parents, most typically the mother, in the home, and interviewed the student in a private space in the school. Over a 4 1/2-year period, this provided nine data collection points. If the family moved or if the child left school, they remained in the study and continued to be interviewed. Each interview lasted approximately 1 hour. In addition, data were collected from a variety of Rochester agencies including the schools, the police, the courts, and social services. Overall, this provided quite a thorough picture of adolescent development during the junior and senior high school years.

Anticipated outcomes

This research program is a unique collaborative effort to create new knowledge about individual offending and the causes of changes in offending. Each study examines factors operating prior to the major onset of delinquent activity, and each is likely to document predictive factors that can help identify youth most likely to become delinquent. The studies also document individuals' development of offending as evident from self-reports and official records. Delinquency is examined here as part of a broader context of nonconforming behavior—drug use, school failure, and the like—that requires simultaneous attention. This is especially important if these behaviors are mutually reinforcing. A close study

of delinquency and other nonconforming behaviors will help to document whether a single path or multiple paths exist toward different serious delinquent and antisocial outcomes.

Another major contribution of the studies will be identification of causal factors of offending. The studies will clarify the sequence of causal factors and changes in them that influence offending in different periods of youngsters' lives. The three studies all include both youngsters exposed to known risk factors for delinquency and youngsters who can serve as controls. Thus the studies can better help to distinguish between correlates, risk factors, and causal factors. At the same time, the studies will examine which causal factors are mostly associated with the initiation of delinquency, its maintenance, and later, its desistance. The common measures among the studies will permit multiple replications of the findings, thereby enhancing the scientific yield of the research program.

A major expected outcome is a better understanding about preventive, therapeutic, and juvenile justice—system interventions. Interventions may occur at different points along the developmental paths toward delinquency, each with different targets for modification. That in itself will be an advance over current interventions, which usually lack a solid empirical knowledge about the nature of delinquency and its causes. The three studies will provide an empirical foundation, creating new knowledge about the causes of delinquency, and therefore pave the way for a new generation of preventive, judicial, and therapeutic interventions.

Scope of report

This report—the *Initial Findings*—is one of three interrelated reports submitted to OJJDP under the Program of Research on the Causes and Correlates of Juvenile Delinquency. The second is called the *Technical Report* and the third is a set of *Technical Appendices*. These reports provide initial findings and provide a start toward the future outcomes just described.

The *Technical Report* provides a full description of the Program of Research and its three projects. It also describes the full design and methodology of the projects. Its major purpose is to present in detail the initial empirical results that form the basis for this summary report. In contrast, these *Initial Findings* briefly present only selected findings. Readers interested in more indepth information are referred to the *Technical Report*. A useful place to start would be its first two chapters, which describe the Program of Research and the projects, and the summary (chapter 19). All chapter numbers used in this report refer to chapters in the *Technical Report*. The summary provides a comprehensive recapitulation of the findings and implications from each other chapter. It also discusses common themes that cut across the individual chapters.

Methodological issues

A full discussion of the research methods appears in chapter 2. A few general issues are discussed here.

Current interventions usually lack solid empirical knowledge about the nature of delinquency and its causes.

All the results are correctly weighted to represent the general age-grade populations.

Each of the three projects of the Program of Research is longitudinal in design. That means that each study selected a sample of youngsters and is following them over time. This report uses information from the first 3 years of data collection. The purpose was to chart the social and psychological development of these youngsters and then to relate that to the development of delinquency and drug use.

Each study selected a large number of youngsters to study. In Denver there are 1,500 subjects divided equally among boys and girls. At the beginning of the study they were divided equally among ages 7, 9, 11, 13, and 15. In Pittsburgh there are 1,500 boys divided equally among first, fourth, and seventh graders at Year 1. In Rochester there are 1,000 subjects; 75 percent are boys and 25 percent are girls. They were divided equally among seventh and eighth graders at Year 1.

In order to obtain enough serious, chronic offenders for research, each study oversampled youngsters at high risk for serious delinquency and drug use. All the results reported here are correctly weighted to represent the general age-grade populations in major segments of the three cities. For Rochester, the results are representative of the whole city; for Pittsburgh, results are representative of certain high- and low-risk areas, for Denver, the results are representative of only certain high-risk areas.

The projects collect comprehensive information on each of the subjects. Most of the information comes from face-to-face interviews conducted with each youngster and his or her primary caretaker—usually the mother. In Denver the interviews are conducted annually and in Pittsburgh and Rochester, semiannually. For this report the Pittsburgh and Rochester data have been combined into annual periods and the results cover the first 3 years of data collection. All three studies had excellent retention of subjects over this time period—90 percent or better.

Although many measures of delinquency and drug use are available in these studies, we concentrate on two summary scales in this report. Delinquency is usually measured by Street Crimes—an index that includes 13 serious forms of delinquency that are currently of great concern and which have been shown in prior research to be of greater seriousness in the view of the public at large. Street crimes include offenses such as robbery, major theft, gang fights, and the like, as listed in table 1. Drug use is usually measured by an index that combines the use of marijuana and eight “harder” drugs. Different versions of these scales are used for the child (ages 6–10) and youth respondents (ages 11–17). The content of the child delinquency measures is similar to the content of the youth scales; they may perhaps be viewed as precursors to later behaviors. Only alcohol and marijuana use are included in the child drug use measure. Other delinquency measures used in this report are “Other Serious Crimes” that include offenses often considered serious but not with the same concern as Street Offenses, and a Minor Offense measure that involves behaviors considered even less serious. (The specific items in these scales can be found in chapter 3 of the *Technical Report*.)

Table 1: Measures of Street Crime and Drug/Alcohol Abuse

Street Delinquency Offenses	Alcohol and Drug Use
<p>Youth measure</p> <ol style="list-style-type: none"> 1. Theft, \$50 to \$100 2. Theft, over \$100 3. Theft, motor vehicle 4. Burglary 5. Aggravated assault 6. Robbery 7. Rape 8. Gang fighting 9. Purse snatching/pickpocketing 10. Theft from an automobile 11. Sold marijuana 12. Sold hard drugs 13. Fencing (selling, buying stolen goods) <p>Child measure</p> <ol style="list-style-type: none"> 1. Theft of bicycle or skateboard 2. Theft from school 3. Burglary 4. Theft from an automobile 5. Hit an adult at school 6. Physical fights with other kids 7. Purse snatching/pickpocketing 	<p>Alcohol use</p> <ol style="list-style-type: none"> 1. Drank beer 2. Drank wine 3. Drank hard liquor <p>Marijuana use</p> <ol style="list-style-type: none"> 1. Used marijuana or hashish <p>Other drug use</p> <ol style="list-style-type: none"> 1. Used tranquilizers 2. Used barbiturates 3. Used amphetamines 4. Used hallucinogens 5. Used cocaine (other than crack) 6. Used crack 7. Used heroin 8. Used angel dust or PCP

About a quarter of the older males but only about a tenth of the older females report committing street offenses.

Results: delinquency and drug use

This section presents descriptive data about the extent of delinquency and drug use in the three studies. It also discusses other forms of problem behaviors that are associated with delinquency and drug use.

Self-reported delinquency and drug use

The three projects use identical items to measure self-reported rates of delinquency and drug use. The results are reported in chapter 3 of the *Technical Report*.

Figure 1 presents the prevalence rate, or the percentage of subjects who commit street crimes, in each city. Data on “youth” samples refer to older subjects, from 11 to 17 years of age, while data on “child” samples refer to younger subjects, from 6 to 10 years of age.

Within age and gender categories there is a very high degree of similarity in these prevalence rates across cities. As expected, males report more involvement in street crimes than females. About one-quarter of the older males but only about one-tenth of the older females report committing street offenses. Older subjects report more involvement than younger subjects. Indeed, the rate of street offending continues to increase up to the age of 17 (see figure 2).

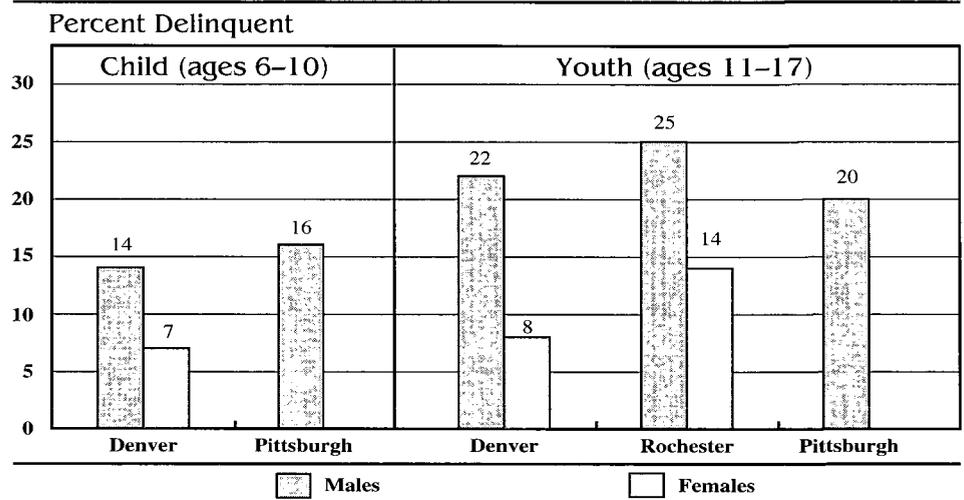
About 15 percent of the youngest boys in Denver and Pittsburgh report some involvement in street crimes. The rate of involvement in these serious forms of

Racial differences become more pronounced as seriousness of offending increases.

delinquency by the youngest subjects indicates a very early age of initiation of these behaviors. By age 7, one-tenth of the boys report having committed at least one of these street offenses.

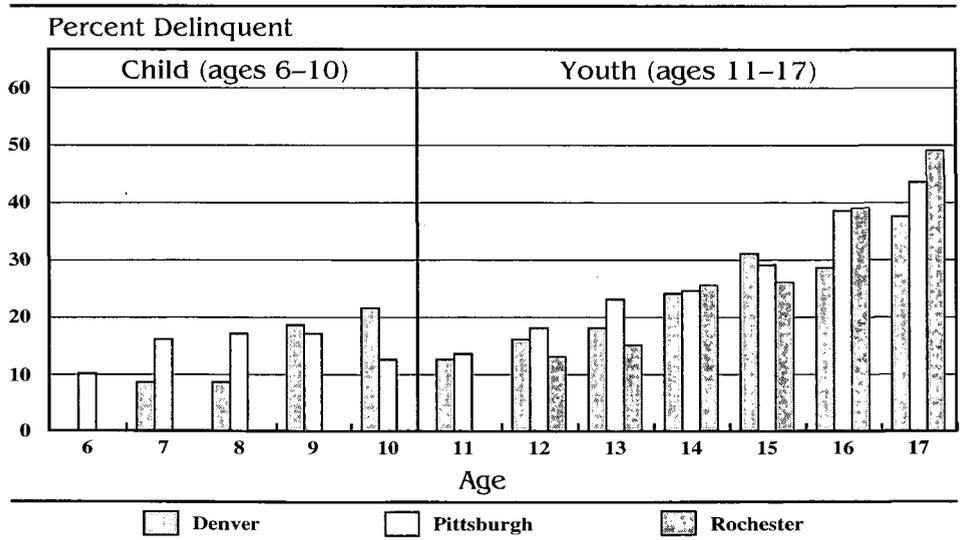
Although there is some inconsistency across sites in the rank order of prevalence rates by race, it does appear that racial differences become more pronounced as seriousness of offending increases. As illustrated in figure 3, whites generally have a lower prevalence rate of street offenses than other groups. It should be noted that because other variables such as social class are not controlled in these analyses, explanation of racial differences may not depend

Figure 1: Prevalence Rates for Street Crimes by Age Group and Gender



Note: Pittsburgh sample includes only males. Rochester sample includes only youth (ages 11-17).

Figure 2: Annual Prevalence Rates for Street Crimes by Age, for Males



Note: Rochester sample includes only youth (ages 11-17).

on race. Instead they may be simply indicators of other social processes and conditions.

Rates of drug use are also quite high. Alcohol use begins early and by age 16, half of the boys and girls use alcohol regularly. Marijuana use begins later and fewer youth use this drug; about one-quarter of the subjects use marijuana at age 16. Use of other drugs begins even later and prevalence rates never exceed 10 percent. Although use of marijuana and other drugs is of concern, clearly alcohol remains the "drug of choice" among American adolescents, and greater attention to the abuse of alcohol seems needed.

Alcohol remains the "drug of choice" among American adolescents.

Arrest Data

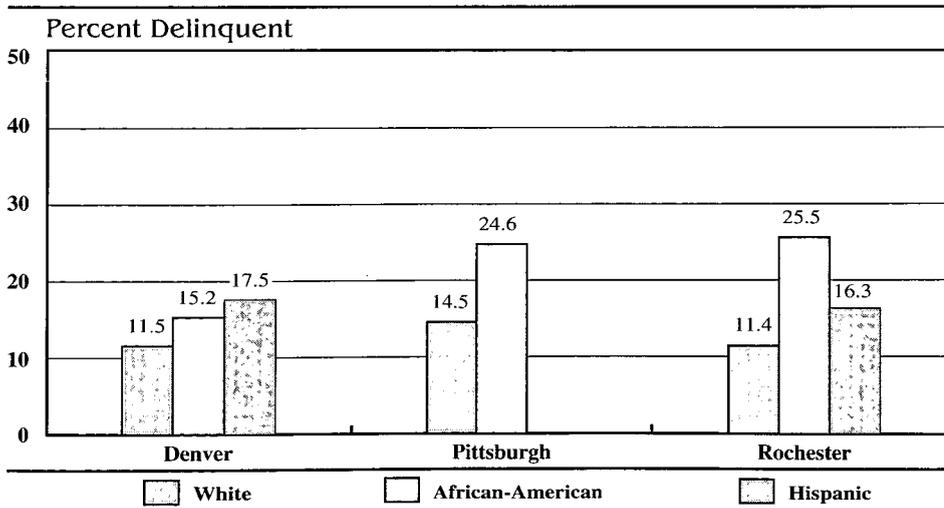
In addition to self-reported data, the projects also collect information about arrests and contacts with the juvenile justice system. Chapter 4 examines this issue with data from Denver and Rochester.

Being arrested in urban areas, especially for males, is relatively common. For example, among the 17-year-olds in Denver, 41 percent report having been arrested at least once. In general, the probability of being arrested increases with age (see figure 4).

A greater percentage of males (19 percent in Denver and 31 percent in Rochester) are arrested than females (10 percent in Denver and 22 percent in Rochester). In Denver, where self-reports of arrests are used, there are no racial/ethnic differences, but in Rochester, where official data are used, African-Americans have higher rates of arrest than whites or Hispanics.

In general, there is a reasonable overlap between self-reported delinquency and arrest rates. Most of those who are arrested are classified as being either street offenders or "other serious" offenders (figure 5). Even though those arrested

Figure 3: Annual Prevalence Rates of Delinquency by Race for Youth, Time 2



Even though those arrested seem to be relatively serious offenders, the charges on which they are arrested are often quite minor.

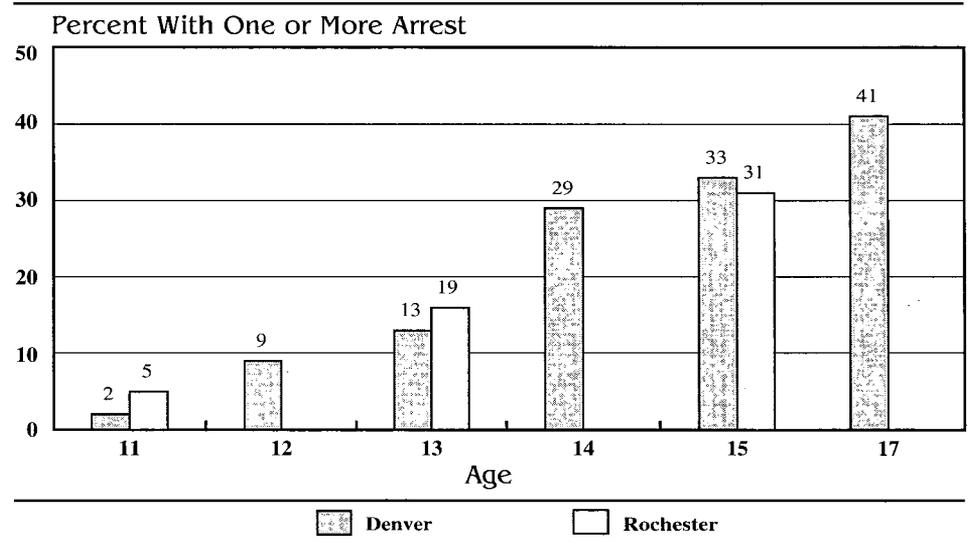
seem to be relatively serious offenders, the charges on which they are arrested are often quite minor.

A large number of serious and street offenders are not arrested during years in which they report being active offenders. As a result, an emphasis on both prevention and treatment programs appears needed.

Results: overlap of problem behaviors

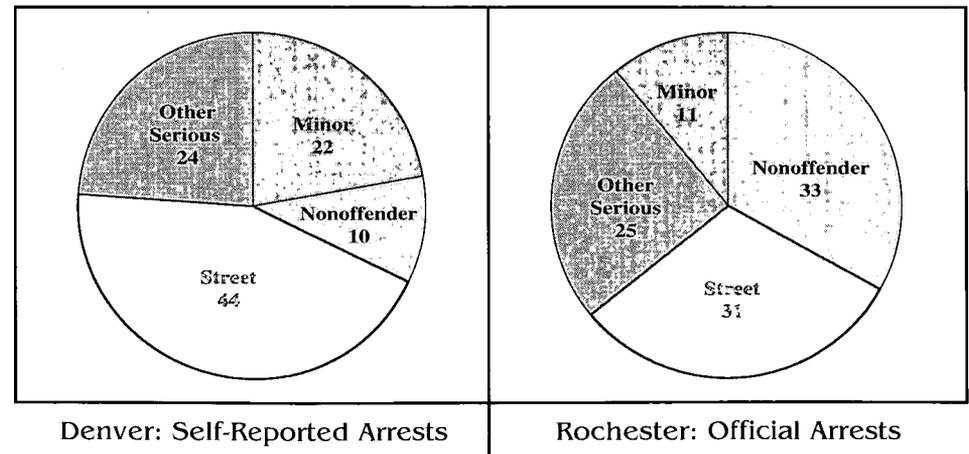
The next set of issues concerns the overlap or co-occurrence of problem behaviors. They are discussed in chapters 5 to 7 of the *Technical Report*.

Figure 4: Arrest Rates by Age



Note: Data for age 16 unavailable.

Figure 5: Arrest Rates by Delinquency Type



Delinquency and substance use

Substance use and involvement in delinquent behavior are clearly interrelated. They are the major dependent variables in this research, and they clearly overlap. The more serious the youth's involvement in drug use, the more serious is his or her involvement in delinquency, and vice versa. This is observed across age, gender, and ethnic groups.

When the substance use/delinquency relationship is examined over time, prior changes in substance use are found to have a larger impact on subsequent changes in delinquency, while prior changes in delinquency have a somewhat smaller impact on subsequent drug use. Thus, over time, it seems that substance use stimulates more changes in delinquency than the reverse.

Sexual activity and delinquency

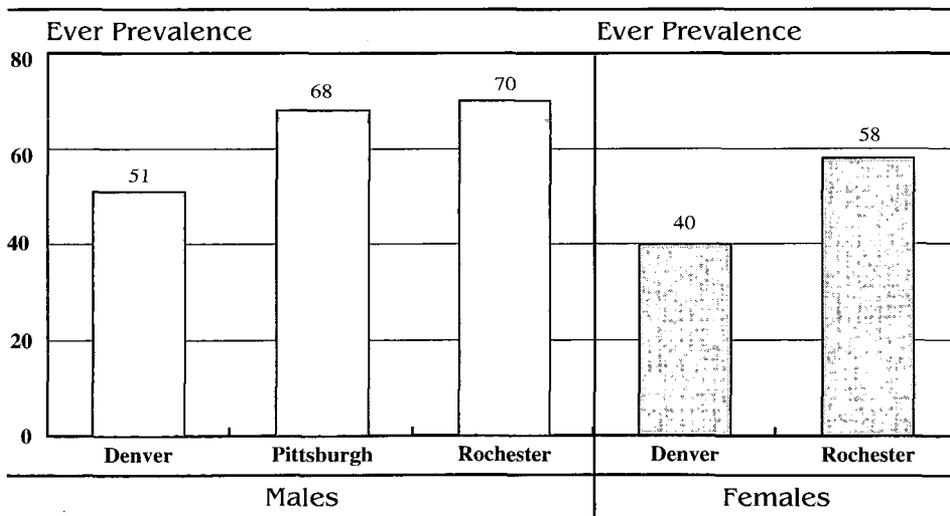
These subjects report a high rate of sexual activity and pregnancy. Figure 6 shows that for the older subjects (13 to 17 years), well over half of the boys and almost half of the girls have engaged in sexual intercourse. In the most recent year, most of them were sexually active.

Teenage pregnancy is quite common. Almost half of the oldest girls in Denver and a third in Rochester have been pregnant at least once.

Precocious sexual activity relates strongly to both delinquency and drug use. Youth who are sexually active or who become pregnant are much more likely to be involved in some form of delinquency and more likely to use alcohol or other drugs. Girls who have been pregnant report substantially higher rates of alcohol and drug use, which may provide concern for the children of these young mothers.

Substance use stimulates more changes in delinquency than the reverse.

Figure 6: Ever Prevalence of Sexual Intercourse for Subjects Ages 13 to 17



Note: Pittsburgh data not available for females.

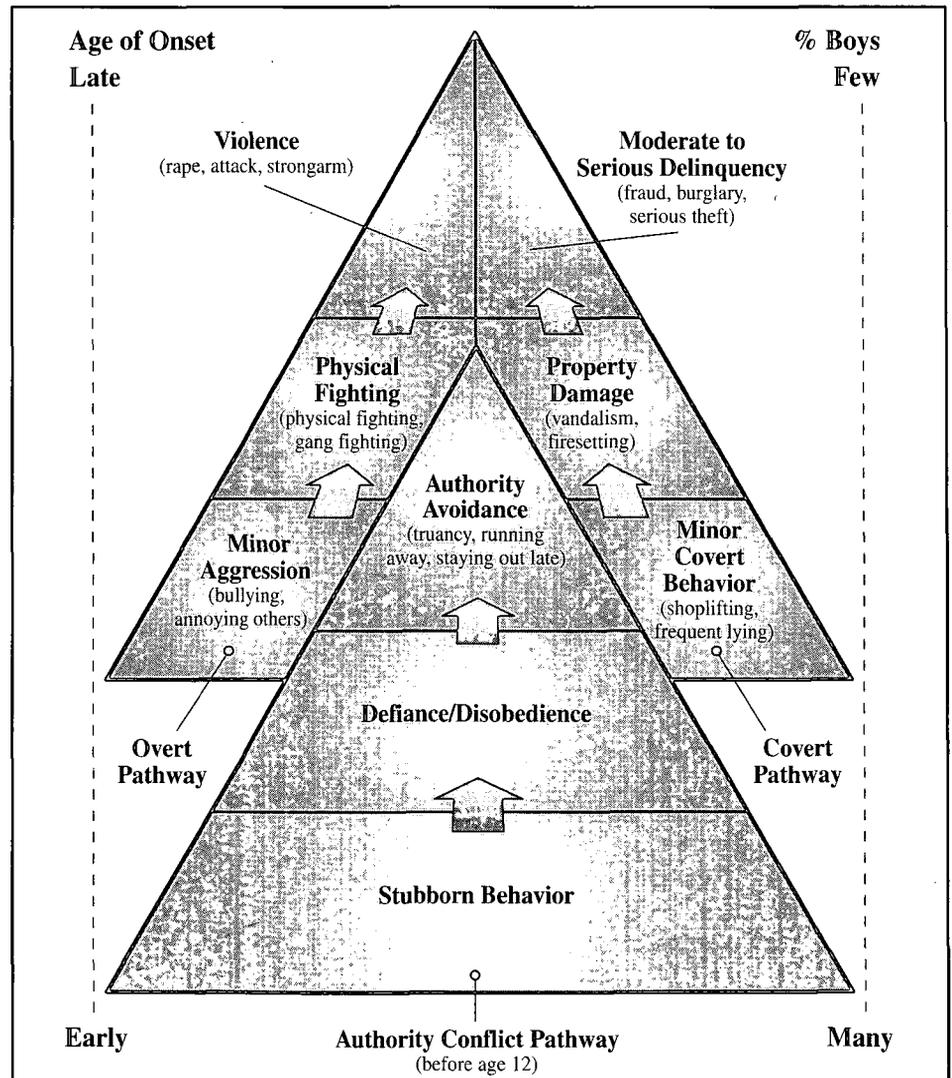
Starting at relatively early ages, boys exhibited the onset of stubborn behavior.

Developmental pathways

While many youth experience many problem behaviors, the development of these problems tends to occur in an orderly progression. Chapter 7 examines this issue. Both retrospective and prospective tracings in the middle and the oldest samples of the Pittsburgh Youth Study revealed developmental sequences in disruptive behavior from childhood to adolescence. Figure 7 shows the age at which a variety of problem behaviors begin for boys in the oldest sample. It also depicts the relative percentage of boys involved in different behavioral pathways.

Starting at relatively early ages, boys exhibited the onset of stubborn behavior (median age 9) and minor covert acts, such as frequent lying and shoplifting (median age 10). This tends to be followed, around ages 11 and 12, by defiance, minor aggression (annoying others and bullying), and property damage

Figure 7: Three Pathways to Boys' Problem Behavior and Delinquency



(firesetting, vandalism). After that, more serious forms of delinquency were likely to begin, but also physical fighting and authority avoidance (truancy, staying out late at night, running away).

Analyses indicated that three developmental pathways could be distinguished, each with three successive steps (Figure 7): (a) an early Authority Conflict Pathway prior to age 12, starting with stubborn behavior, followed by defiance, and subsequently followed by authority avoidance; (b) a Covert Pathway, starting with minor covert behaviors, followed by property damage, and subsequently followed by moderate to serious forms of delinquency; and (c) an Overt Pathway, starting with minor aggression, followed by fighting, and subsequently followed by violence.

Boys can progress to different positions on a pathway. Most reach only the first step of a pathway, fewer reach the second step, and even fewer reach the last step. Most boys, entering a pathway, did so at the first step in a pathway, fewer entered at the second step, and fewest entered at the last step. Most of those who reached the third step had gone through the preceding steps earlier in life in the order specified in the pathway model.

Some boys were in a single pathway, while others were in multiple pathways. Those boys who escalated in the Overt Pathway were more likely to escalate in the Covert Pathway, compared to boys escalating in the Covert Pathway showing an escalation in the Overt Pathway. Thus, boys' engagement in aggressive behaviors appeared to stimulate their engagement in covert delinquent acts more than the reverse. Escalation in the Authority Conflict Pathways was not associated with escalation in either the Overt or the Covert Pathways.

Boys' rate of self-reported delinquency was highest for those in triple pathways (Covert, Overt, and Authority Conflict) or in certain dual pathways (Covert and Overt; Covert and Authority Conflict). However, by age 16, those in the triple pathways displayed the highest rate of offending. The rate of violent offenses was also highest for those in the triple pathways and for those in the Overt and Covert Pathways. Results based on court petitions largely supported these findings. Lowest rates of offending were observed for boys in the Overt and Authority Conflict Pathways.

Results: explanatory factors and delinquency

The remaining topics in this report concern the relationship between a variety of explanatory factors and the prevalence of delinquency and drug use. These topics are discussed in chapters 8 through 18 of the *Technical Report*.

Families and delinquency

Two types of family effects are examined. The first concerns family attachment, the emotional bond between parent and child. The second concerns various

Boys' engagement in aggressive behaviors appeared to stimulate their engagement in covert delinquent acts.

Greater risk exists for violent offending when a child is physically abused or neglected early in life.

forms of parenting behavior, especially parent communication and supervision, and conflict between parents and their children.

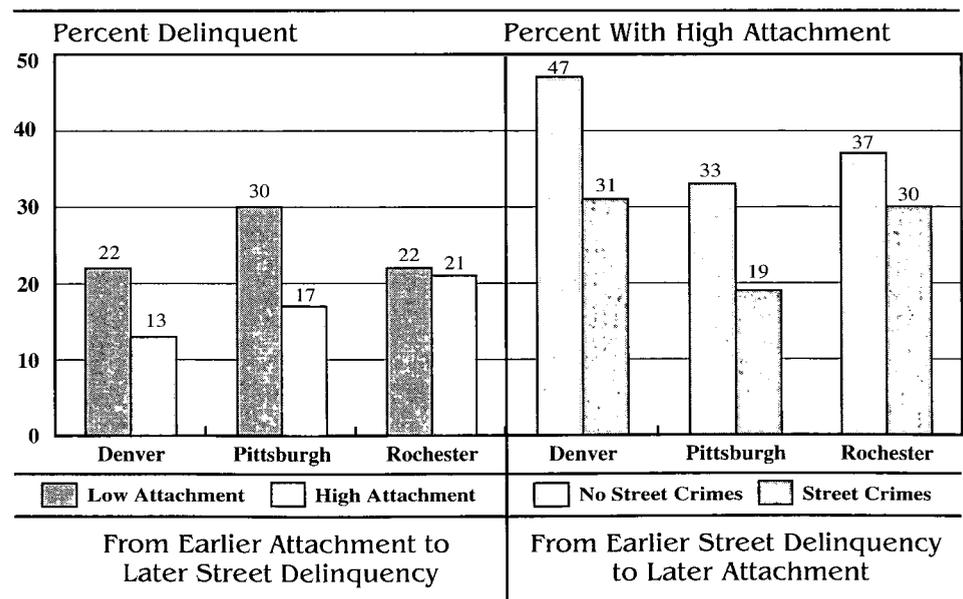
Poor family attachment relates to both delinquency and drug use. That is, youth who do not feel a strong emotional bond with their parents are more likely to commit street crimes and to use drugs.

Poor parenting behavior—failure to communicate with and monitor children—relates to both delinquency and drug use. Parental conflicts—inconsistency of punishment and avoidance of discipline—relate only to delinquency.

All of these interrelationships are examined over time. Prior poor levels of family attachment and poor parenting behaviors associate with subsequent higher levels of delinquency and drug use. Prior high levels of delinquency and drug use also associate with subsequent poor levels of family attachment and poor parenting behaviors. Figure 8 shows these reciprocal relationships, using data about family attachment and street delinquency. It seems that poor family life makes delinquency worse and high delinquency makes family life worse.

None of the relationships involving the family factors and delinquency/drug use are particularly strong, however. Indeed, the overall impact of family effects, at least as measured in the Program of Research, appears somewhat weak. A link has been found to exist between childhood victimization and delinquent behavior. Greater risk exists for violent offending when a child is physically abused or neglected early in life. Such a child is more likely to begin violent offending earlier and to be more involved in such offending than children who have not been abused or neglected.

Figure 8: Mutual Relationships Between Attachment to Family and Street Delinquency



Education and delinquency

Two educational factors relate to delinquency and drug use. One concerns the youth's commitment to school, and the other, analyzed in Pittsburgh, concerns reading achievement.

Commitment to school and both delinquency and drug use mutually reinforce each other over time. Figure 9 illustrates this for street crimes. Youngsters who are not highly committed to school at Year 1 have higher rates of street crimes at Year 2. Also, youngsters who commit street crimes at Year 1 tend to have reduced levels of commitment to school at Year 2.

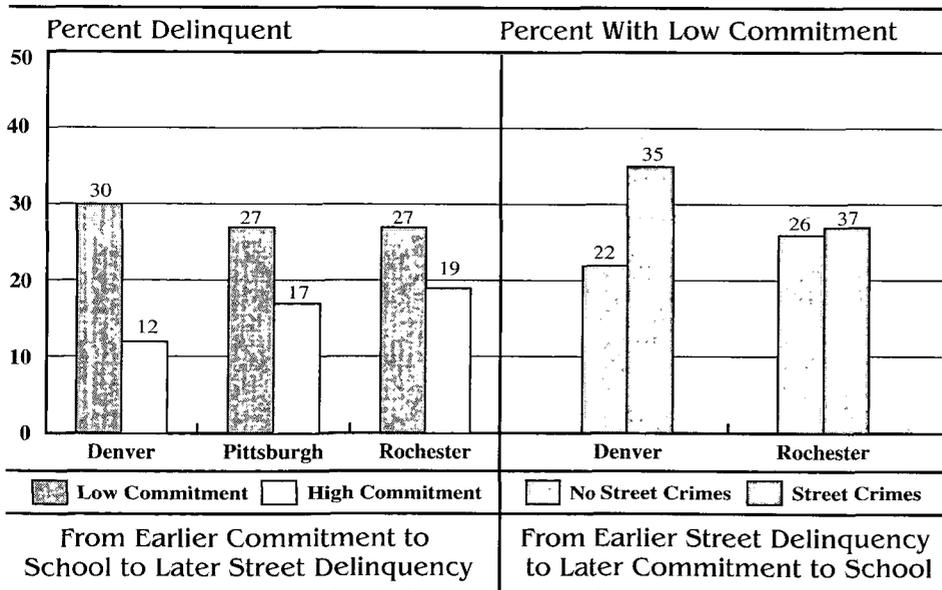
Both school performance, whether measured by reading achievement or teacher-rated reading performance, and retention in grade (i.e., being held back) relate to delinquency. Figure 10 illustrates the relationship for reading achievement and delinquency. The relationship between reading performance and delinquency appears even for first graders. Likewise, retention in grade associates with delinquency even for first graders. Delinquency is more likely for African-American males than for white males after adjusting for the effect of performance level and retention.

The relationship between reading performance and delinquency appears even for first graders.

Neighborhoods and delinquency

Data from Pittsburgh demonstrate the relationship between living in underclass neighborhoods and delinquency. Youngsters who live in underclass areas have higher rates of delinquency than do youngsters living elsewhere. The social class of the area explains some of the ethnic differences often observed in delinquency. African-Americans living in nonunderclass areas did not have higher

Figure 9: Mutual Relationships Between Commitment to School and Street Delinquency



Note: Pittsburgh data not available for analysis in "From Earlier Street Delinquency to Later Commitment to School."

Those who remain in gangs over time have exceptionally high rates of delinquency.

rates of delinquency than whites living in nonunderclass areas, despite the fact that nonunderclass neighborhood African-Americans still live in areas that compare poorly to the areas in which whites live.

Moreover, if one considers only youth who are more closely supervised by their parents and more involved with their families, youth from underclass neighborhoods are still more delinquent than youth from nonunderclass neighborhoods. Living in underclass areas itself seems to increase the chances of delinquency, even when holding other factors constant.

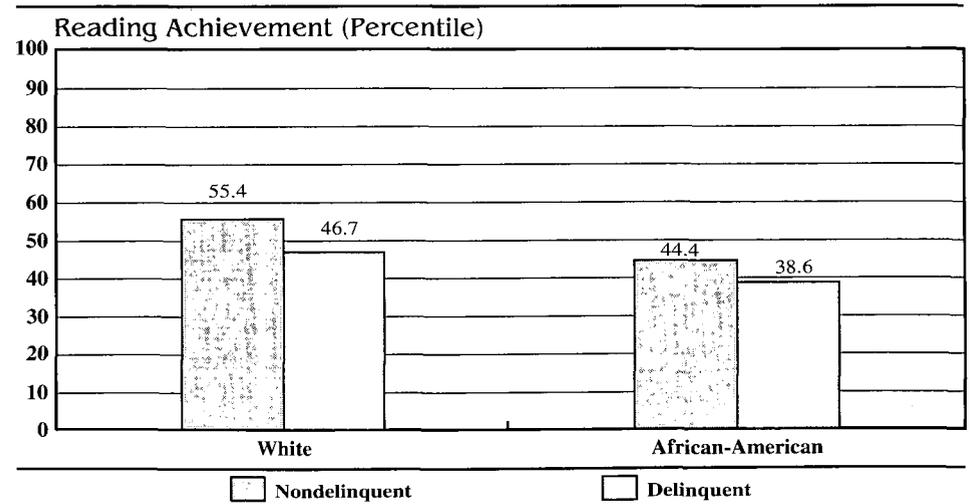
Peers and delinquency

Two different impacts explain the role of peer influences on delinquency and drug use: the impact of associating with peers who are delinquent and peers who use drugs and, second, the impact of gang membership.

Associating with peers who are delinquent, who use drugs, or both relates strongly with both delinquency and drug use. Moreover, these variables interrelate mutually over time. Figure 11 illustrates this by looking at drug use. Youth who associate with peers who use drugs at Year 2 have much higher rates of drug use at Year 3. Also, youth who use drugs at Year 2 are more likely to associate with drug-using peers at Year 3. Figure 11 shows these relationships are quite strong.

Being a member of a delinquent gang also relates strongly to delinquency and drug use. Looking at gang membership over time reveals two important findings. First, at these ages gang membership is quite fluid, and few subjects join and remain in gangs for long periods of time. Yet those who remain in gangs over time have exceptionally high rates of delinquency. Figure 12 depicts this for street crimes and other serious offenses. Of the most stable members, 64 percent commit street crimes and 88 percent commit other serious offenses.

Figure 10: Relationship Between Reading Achievement and Delinquency for White and African-American Males



Note: Pittsburgh data only.

Second, the rate of delinquency of gang members, *during the time they are members of a gang*, is quite high. For example, in the Denver Youth Survey, of the youth who were gang members only during Year 2, the proportion who committed street offenses in Year 1 is 39 percent and in Year 3 it is 47 percent. But in Year 2, when they were gang members, it is 73 percent. This finding occurs in other years and is also found in Rochester.

The rate of delinquency of gang members is quite high.

Figure 11: Mutual Relationships Between Peer Drug Use and Subject's Drug Use

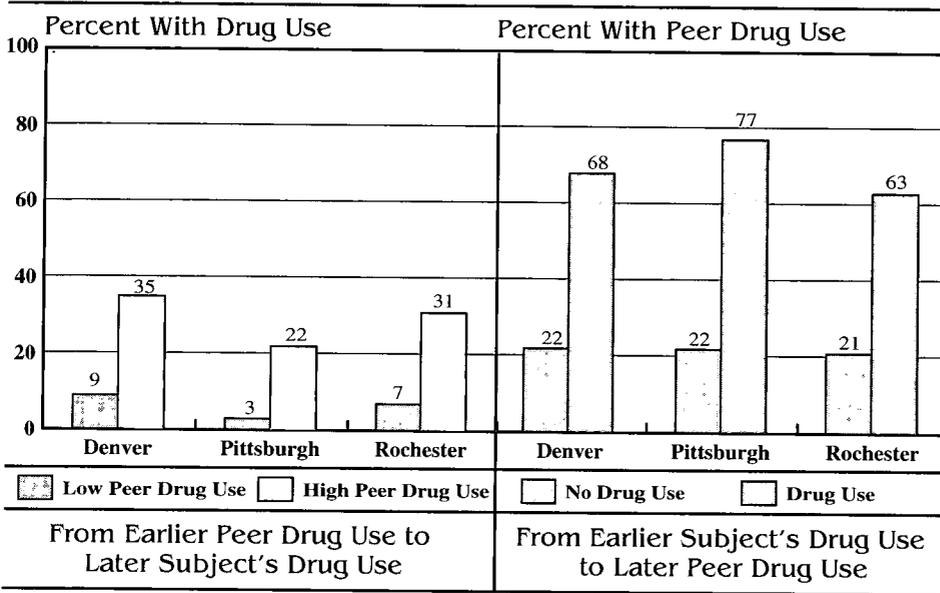
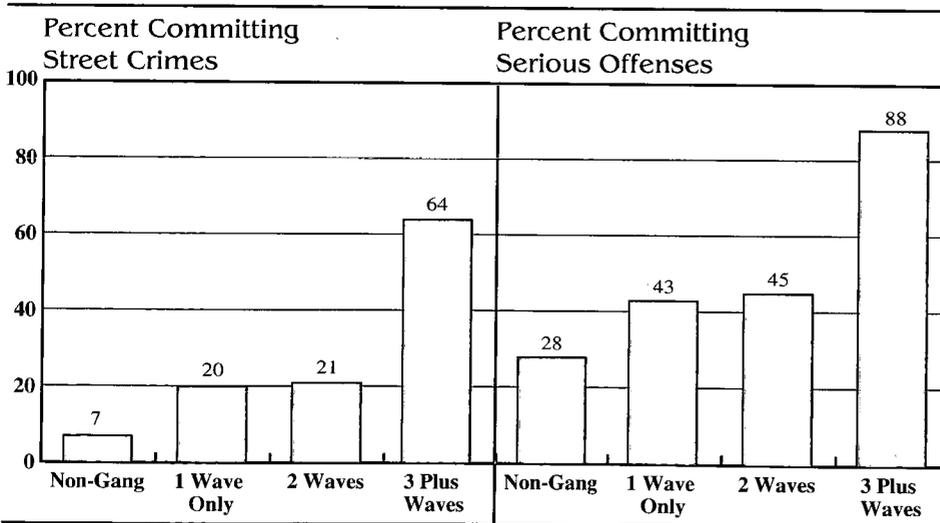


Figure 12: Relationship Between Stability of Gang Membership and Delinquency

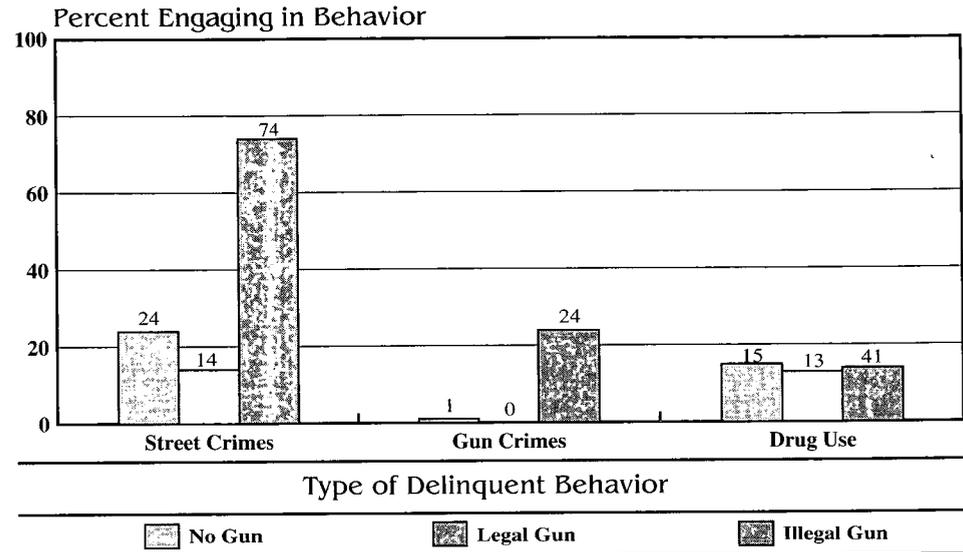


Notes: Rochester data only.
Wave refers to data collection intervals.

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By the ninth and tenth grades, more boys own illegal guns than own legal guns.

Figure 13: Relationship Between Type of Gun Owned and Percent Committing Street, Gun, and Drug Crimes



Note: Rochester data only.

Gun ownership and delinquency

Adolescent ownership and use of firearms is a growing concern, and results from the Rochester study suggest the concern is well founded.

By the ninth and tenth grades, more boys own illegal guns (7 percent) than own legal guns (3 percent). Of the boys who own illegal guns, about half of the whites and African-Americans and nearly 90 percent of the Hispanics carry them on a regular basis.

Figure 13 shows a very strong relationship between owning illegal guns and delinquency and drug use. Seventy-four percent of the illegal gunowners commit street crimes, 24 percent commit gun crimes, and 41 percent use drugs. Boys who own legal firearms, however, have much lower rates of delinquency and drug use and are even slightly less delinquent than nonowners of guns.

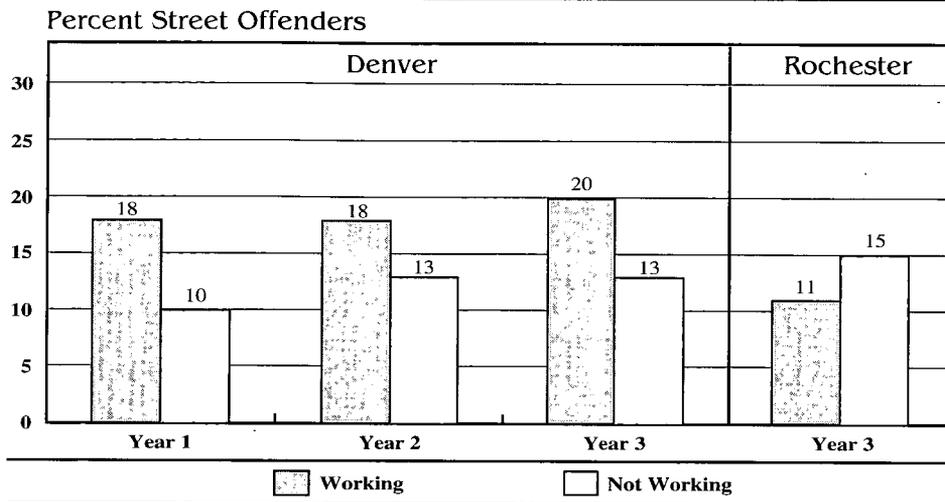
The socialization into gun ownership is also vastly different for legal and illegal gunowners. Those who own legal guns have fathers who own guns for sport and hunting. On the other hand, those who own illegal guns have friends who own illegal guns and are far more likely to be gang members. For legal gunowners, socialization appears to take place in the family; for illegal gunowners, it appears to take place "on the street."

Youth employment and delinquency

American society often views employment as a solution to social problems such as delinquency and drug use. Belief is widespread that work or employment programs protect us against delinquency and gangs. Unfortunately, the faith placed in youth employment is not generally supported by empirical findings

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Figure 14: Percent of Workers and Nonworkers Who Are Street Offenders



There is no evidence that working is associated with lower levels of delinquency or drug use.

over the last several decades. The relationship between lack of employment and crime or drug use found among adults does not seem to hold for adolescents. Studies in the United States that have examined adolescent employment, delinquency, and drug use in general population samples find that working youth have levels of delinquency and drug use equal to or higher than their nonworking counterparts, and the conclusion of most evaluations of work programs is that the programs have had at best no effect on the delinquent behavior of targeted youth (chapter 16).

Results from Denver and Rochester are consistent with these earlier findings. As illustrated in figure 14, a somewhat larger percentage of youths in Denver who are working are involved in street crimes; in Rochester, the groups are not significantly different from one another. A similar finding holds for drug use. There is no evidence that working is associated with lower levels of delinquency or drug use. Given the overall history of findings, a cautionary note to the belief in the efficacy of work or employment programs as delinquency prevention seems needed.

Help-seeking behaviors

Denver and Pittsburgh findings examine the extent to which parents seek help for the disruptive and delinquent behaviors of their children (chapter 17). That chapter also examines the relationship between help-seeking and delinquency.

One-third of the caretakers seek some external help for the mental health and problem behaviors of their children. In Pittsburgh, one-fifth seek help from a mental health professional. In both Denver and Pittsburgh, the two most frequently used sources of help are schools and professional counselors.

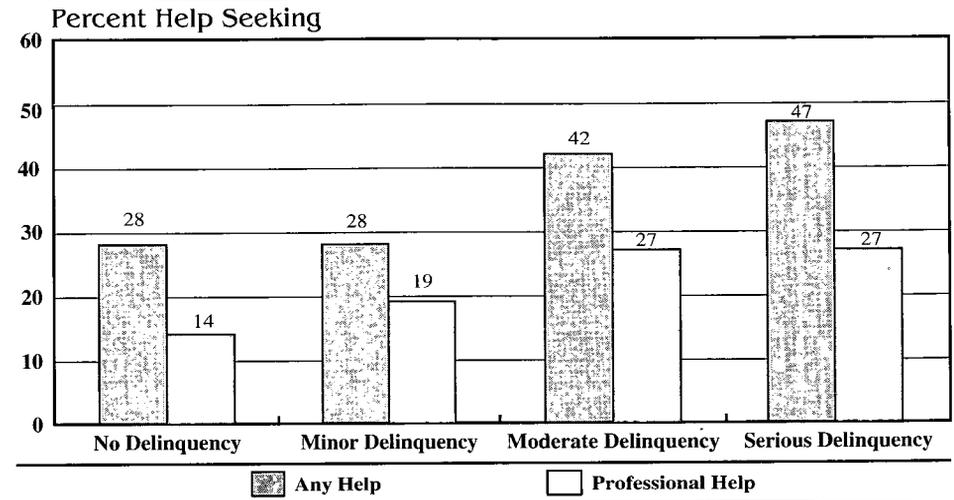
Figure 15 shows, for Pittsburgh, that help-seeking increases as the level of delinquency increases. For the caretakers of the most seriously delinquent boys,

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Y

outh at risk who have more conventional lifestyles at home, at school, and with friends appear much better able to avoid the negative consequences of high-risk, high-crime neighborhoods.

Figure 15: Ever Prevalence of Help-Seeking by Delinquency Classification



Note: Pittsburgh data, oldest sample.

almost half have sought some help and almost 30 percent have sought professional help.

Despite these high rates of help seeking, no help was sought for a fairly large proportion of boys exhibiting problem behaviors and delinquency. Indeed, no help was sought for over half of all the delinquent boys in Pittsburgh.

Unfortunately, neither the Denver nor the Pittsburgh study find that help seeking had much of an effect on reducing subsequent delinquency and drug use. These findings should not be interpreted to mean “nothing works.” They only suggest that general help seeking, usually with only a few visits to the help provider, does not have a strong impact on later delinquency.

Resilient youth

While many adolescents are at high risk for delinquency, not all of them actually become delinquent. Some of them—resilient youth—manage to avoid the risk. The final analytic chapter dealt with this topic by attempting to identify factors that buffer or protect adolescents from risky environments.

Among the family factors, parental supervision, attachment to parents, and consistency of discipline appear to be the most important. Commitment to school and especially avoidance of delinquent and drug-using peers also appear to be major protective factors. In sum, youth at risk who have more conventional lifestyles at home, at school, and with friends appear much better able to avoid the negative consequences of residing in high-risk, high-crime neighborhoods.

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Results: common themes

The previous section presented the basic findings on a topic-by-topic basis. This section discusses common themes that cut across the empirical results presented earlier.

Replicability of results

One of the unique features of the Program of Research on the Causes and Correlates of Juvenile Delinquency is its ability to replicate findings through the use of core measures in three different research settings. Results reported here indicate that this feature is well worthwhile.

Virtually all of the collaborative results reported here replicate across projects. This includes descriptive data as well as analytic relationships. It includes results for simple and sophisticated analytic techniques, for stronger and for weaker relationships, for cross-sectional and longitudinal relationships, and so on. In sum, across a wide array of topic areas, the findings of the research program suggest a very consistent set of factors linked to delinquency and substance use. We are confident that such replicability will also be evident in future data waves when more youth are passing through high-risk periods of delinquency and substance use.

Early onset of behaviors

Delinquency and drug use are typically thought of as adolescent problems. Nevertheless, this report has clearly demonstrated the very early age at which youth experience the onset of delinquency, drug use, and many other problem behaviors. For many children, these behaviors are quite evident before the teenage years begin. Also, as other research has shown, an early compared to a later onset is related to more serious and extensive delinquent and drug-using careers.

Co-occurrence of problem behaviors

One of the strongest and most consistent findings reported here concerns the co-occurrence of problem behaviors. Delinquency and drug use relate to each other, with drug use stimulating delinquency more than the reverse. In addition, as compared with nondelinquents, delinquents and drug users are more apt to be arrested, to engage in precocious sexual behavior, to have reading problems, to exhibit oppositional and acting-out behaviors, to join gangs, and to own guns.

Causes of delinquency. The spectrum of results from the research program strongly indicates that there is no single cause of delinquency or substance use in juveniles. Instead, a pattern of causes is apparent. This pattern may vary from one youth to another and may vary with age.

Delinquency as a cause. Results reported here suggest that delinquency and drug use exert a rather sizable impact on many other variables. Indeed, they affect factors typically thought of as their causes. These include attachment to parents, family interaction, commitment to school, reading problems, and

Delinquency and drug use exert a rather sizable impact on factors typically thought of as their causes.

Prevention programs need to start early in life because of the observed early age of onset of serious forms of delinquency and drug use.

association with delinquent peers. Each of these factors has been shown to be influenced by prior levels of delinquency and drug use.

Importance of peers. Association with delinquent and drug-using peers has a central impact on the delinquency and drug use of the subject. This was seen in the analyses of peer associations, gang membership, and gun ownership.

Developmental pathways. We found that delinquency (and also substance use) often develops according to an orderly progression from less to more serious behaviors. We also found that youth can be in more than one deviant pathway, and those youth in multiple pathways are most seriously delinquent.

Summary

We noted earlier that delinquency, drug use, and related behaviors begin at earlier ages than generally thought. We close by pointing out that at the end of our data collection period, delinquency and drug use continue to increase among youth in the studies (see chapter 3). The high rate and severity of criminal conduct associated with the early adult years have not yet been reached, but they will be, most assuredly, by many subjects of this research program.

Because of this, the results of this research cover only a portion of the subjects' total criminal careers. Thus the results must be viewed as somewhat incomplete—reflecting the best evidence we can currently muster, but coming in before the full life stories of these subjects can be told. Only by continuing to follow the subjects in the future can a fuller, more complete picture of the causes and correlates of delinquency be seen, and a fuller set of policy implications drawn.

Programmatic implications

The results of the Program of Research on the Causes and Correlates of Juvenile Delinquency have a number of implications for such delinquency prevention and intervention programs as the Weed and Seed Initiative. The concluding section discusses some of these implications in two ways. The first concerns general characteristics that all intervention programs—both prevention and treatment programs—should have. The second focuses on several content areas that could be incorporated into intervention programs.

Characteristics of intervention programs

Based on the results of this research, the following four general characteristics of delinquency prevention and treatment programs can be listed:

- Prevention programs need to start early in life because of the observed early age of onset of serious forms of delinquency and drug use. Waiting until the high school years may be far too late for many serious offenders. By that time, juveniles' characters are already well formed, and they are often resistant to change and able to thwart efforts by others to change their

behavior for the better. Intervention programs beginning as early as the elementary school years will probably be most effective in the long run.

- Delinquent careers follow a set of behavioral pathways that progress from less serious to more serious forms of behavior. Prevention programs should be designed to intercept or short-circuit youth in these pathways before their behavior becomes more ingrained. In doing so, knowledge of each juvenile's position along these pathways would be useful because it can help in targeting resources that meet the youth's specific needs. Failure to consider developmental pathways in the design of intervention programs will probably lead to less efficient and less effective programs.
- Intervention programs for delinquents, especially serious delinquents, need to be comprehensive in at least two ways. First, they need to deal with the multiple, co-occurring problem behaviors experienced by serious delinquents. It is unlikely that delinquency will be the only problem presented by these youth. They are likely to be involved in drug use, precocious sexual activity, school failure, juvenile gangs, owning guns, and other related problem behaviors. While not all serious delinquents will experience all of these problems, they are likely to experience more than one of them, and intervention programs should provide services to deal with them.

The second sense in which delinquency intervention programs should be comprehensive is in terms of the multiple and interlocking causes associated with delinquency. There is no single cause of delinquency. Factors such as family, school, peers, and neighborhoods are all related to delinquency. Moreover, they appear to be *interrelated*; for example, it appears that youth who are poorly supervised by their parents *and* who associate with delinquent peers have higher rates of delinquency and drug use than youth who have only one of these risk factors. Because of this, intervention programs need to deal with multiple factors and their interrelationships.

- Intervention programs should be designed for the long term, because risk factors usually have a long-term effect on juveniles' behavior. Also, for many youth, serious delinquency is often a stable behavior pattern. Thus intervention programs lasting 6 or 10 months with youth returning to the same high-risk environment from which they came are not likely to produce any lasting results. To combat delinquency successfully, we must develop comprehensive intervention programs that provide social and psychological support to these adolescents for years, not months. Although expensive, these programs are likely to be cost effective in the long run by counteracting the multiple factors that lead to serious delinquency and by reducing the overall cost of later crimes and treatment.

This strategy of long-term involvement is consistent with recent research on delinquency treatment programs that shows that while these programs have few substantial posttreatment effects, they can have substantial effects during treatment. That is, while adolescents are enrolled in well-designed and well-organized treatment programs, their behavior tends to improve. When they leave the programs, however, especially if they return to their earlier social environment, delinquency is likely to reemerge. Because of this, it may be

Comprehensive intervention programs should provide social and psychological support for years, not months.

These findings provide some suggestions for prevention and treatment strategies.

necessary to substantially increase exposure to these programs so that the benefits observed during treatment can be extended and gradually result in humane and useful lives for these youngsters.

Content areas for intervention

Several related themes run through the research reported here (and much prior research as well) indicating that attachment and social integration with successfully socialized individuals and groups provide a buffer against delinquency and drug use. Such attachment involves positive emotional ties, a sense of belonging, and a sense of doing well in prosocial contexts such as family, school, and community activities, and with prosocial friends. On the other hand, the evidence indicates that attachment and integration in antisocial contexts and with antisocial friends often lead to antisocial behavior. Thus, the development of prosocial attachment and integration deters antisocial attachment and integration and provides a strategy both to prevent initiation of delinquency and for treatment for those who become delinquent.

How, though, does one become attached and integrated in prosocial contexts? To become attached and integrated, individuals need the opportunity to participate and the social, personal, and educational skills that allow them to be a success in a prosocial context. For some of our youth, families do not provide an appropriate prosocial setting in which youth can become attached. In most of our schools, some youth have to fail (regardless of ability) in order that other youth can be considered "successes," and those who fail do not feel a sense of attachment. Some youth have never been given the opportunity to develop social and personal skills that allow them to participate successfully in extracurricular or community activities—or even if they have personal skills, have lacked a real opportunity to participate. Some youth, on the other hand, fit all of the above categories and often find attachment and integration with other similar youth and with others "out in the street."

These observations, coupled with observations about early onset, the high prevalence of serious offending, and the observation that many serious offenders are able to avoid contact with the juvenile justice system, suggest that an emphasis on both prevention and treatment are needed. They also provide some direct suggestions for prevention and treatment strategies.

Providing prosocial, positive families for all youth probably lies beyond the scope of the juvenile justice system. But improving training in parenting skills and providing support services to empower parents to monitor and supervise their children more effectively is certainly within its scope. Also, attempting to ensure that youth in "treatment for delinquency" return to more effective and caring homes may in some cases be possible. These types of programs need to be developed, implemented, and evaluated so that strengthened families can help reduce the involvement of youth in delinquency.

Schools clearly play a major role in our children's lives, and as this report indicates, schools are the public agency parents first turn to for help with the problem behavior of their children. Thus, early prevention efforts may need a school

focus. However, to obtain attachment and integration among all youth, school programs that ensure that *all* youth can be successes somewhere in the school setting are needed. Prototypes for such programs are currently being developed and used, and the support for these programs and the involvement of adjudicated youth in these programs to examine their efficacy as a treatment seems a natural position for OJJDP. Also, the finding that many parents seek help from schools for the delinquent behavior of their children suggests that examining ways in which schools could be prepared to provide help for such parents (a job they are not now prepared for) could be very beneficial. OJJDP could pioneer development of such integrated strategies and programs.

Creating and supporting prosocial community contexts in which youth can be a success also provides prevention and potential treatment referral sources. However, this cannot simply be support for various groups, clubs, or activities. It must entail and enforce activities and processes that ensure that *all* participants can succeed and become attached to the prosocial context.

Finally, in all of the contexts, the prevention of the development of delinquent peer groups must be a priority. Bringing only predelinquent or delinquent youth together to engage in school, community, or other activities seems likely to be counterproductive. It provides the opportunity for attachment and integration with individuals already predisposed to delinquent values and attitudes and who have “delinquent knowledge” to share. Thus, creating such groups may often lead to increases (rather than decreases) in delinquent involvement. Programs that integrate delinquency-prone youth into generally prosocial groups may be an essential element of successful intervention programs. To be viable these programs will probably need substantial adult involvement to monitor the activities of the group and channel it towards prosocial outcomes.

Support for and development of family, school, and community programs that have or adopt strategies fostering success among all participants (and not just some participants) and provision of a range of programs so that all youth can be successful in at least some of them provides one strategy for the prevention and intervention of delinquency. Further, this strategy appears appropriate and may be very important for both the child and adolescent years.

In sum, the research results reported here suggest that efforts to reduce delinquent behavior should start early, be comprehensive and long-term, and attempt to interrupt developmental pathways before serious, chronic delinquency emerges. They also suggest that intervention programs should focus on family, school, peer, and neighborhood factors; and within these settings, focus on developing effective and caring monitoring and success opportunities that lead to attachment to prosocial groups and activities. Many of these programmatic ingredients are incorporated into OJJDP’s delinquency prevention programs. These programs are consistent with the results of these longitudinal research projects and, from this perspective, should be given high priority in program development.

Bringing only predelinquent or delinquent youth together seems likely to be counterproductive.



Glossary

at risk: describes a group of people who are statistically more likely to experience a particular event or state. For example, youth at risk for delinquency have a higher probability of being delinquent than those who are not at risk. (See *risk factor*.)

cohort: as used here, means either age cohorts—those who were born in the same year—or school-grade cohorts—those who were in the same grade at the same time.

longitudinal study: a study in which repeated observations are made on the same subjects over time. It differs from a cross-sectional study design in which subjects are observed at one point in time only.

oversampling: a sampling design in which some types of subjects are overrepresented and other types are underrepresented in the final sample. This contrasts with proportionate sampling in which all types of subjects are proportionately represented. In the present studies we oversampled—that is selected more—youth at risk so that there would be enough serious, violent, and chronic offenders to study. (See *weighting*.)

panel study: a subtype of longitudinal study. The panel is the group of people who are observed over time.

risk factor: a factor or variable that places a person at risk for maladjustment. For example, living in a high-crime-rate area is a risk factor for delinquency inasmuch as it increases the chances of delinquent behavior occurring.

weighting: a statistical procedure that corrects oversampled cases so that representative population data can be computed.



- Researchers
- Planners
- Policymakers



More detailed information about this study and issues surrounding urban delinquency and substance abuse is available through the Juvenile Justice Clearinghouse.

The *Urban Delinquency and Substance Abuse: Technical Report and Technical Appendices* provide a comprehensive and detailed discussion of the study's findings and its design and research methodologies. The *Technical Report* and *Technical Appendices* are useful for conducting further research, making planning decisions, or developing policy.

For your copies of the *Urban Delinquency and Substance Abuse: Technical Report* and *Technical Appendices*, complete and return the order form below with your payment of \$25.60.

For further information on this or other juvenile justice topics, call the Juvenile Justice Clearinghouse at
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The following lists OJJDP publications available from the Juvenile Justice Clearinghouse. To obtain copies, call or write:

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Rockville, MD 20850
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Most OJJDP publications are available free of charge from the Clearinghouse; requests for more than 10 documents require payment for postage and handling. To obtain information on payment procedures or to speak to a juvenile justice information specialist about additional services offered, contact the Juvenile Justice Clearinghouse Monday through Friday, 8:30 a.m. to 5:15 p.m., e.s.t.

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Education in the Law: Promoting Citizenship in the Schools. 1990, NCJ 125548.

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Part II

Department of Justice

Office of Justice Programs Fiscal Year
1995 Program Plans; Notice

DEPARTMENT OF JUSTICE

Office of Justice Programs

[OJP NO. 1048]

ZRIN 1121-ZA11

Office of Justice Programs Fiscal Year 1995 Program Plans

AGENCY: Department of Justice, Office of Justice Programs.

ACTION: Notice of program plans.

DATES: See specific Program Plan.

ADDRESSES: All questions concerning these Program Plans should be addressed to the appropriate Bureau or Office at 633 Indiana Avenue, NW., Washington, DC 20531.

FOR FURTHER INFORMATION CONTACT: Carol Winfield of the Department of Justice Response Center at 1-800-421-6770.

SUPPLEMENTARY INFORMATION:

- Preface

OJP Bureaus' Fiscal Year 1995 Program Plans

The increasing crime rate, particularly escalating violent crime by juvenile offenders, continues to be a major concern of the American public. No community is untouched. Law enforcement and criminal justice agencies around the country are faced with new and increasing challenges as they respond to crime.

The Fiscal Year 1995 Program Plans for the United States Department of Justice, Office of Justice Programs (OJP) Bureaus—the National Institute of Justice, the Bureau of Justice Assistance, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime—reflect an effort to address these problems aggressively. Their simultaneous publication in the Federal Register reflects an emphasis on collaborative relationships among the Bureaus and a strong commitment to working in partnership with communities across the country in addressing the problem of crime.

These plans not only reflect a renewed commitment to coordination among the OJP Bureaus, but also demonstrate a recognition that the only way in which we can hope to have an impact on the country's crime problems is by reaching out to public agencies at all levels of government, as well as a broad range of community and private groups. In developing their Program Plans, the Bureaus solicited input from State and local criminal justice agencies, constituent and community groups, law enforcement, prosecutors, courts,

corrections agencies, and victim service providers, as well as other Department of Justice components and other Federal agencies. Thus, in addition to embracing existing Administration and Department of Justice initiatives—reducing violent crime, developing comprehensive community-based approaches to crime and violence, focusing on youth crime and firearms, actively involving citizens in prevention efforts, and meeting the needs of crime victims—the Fiscal Year 1995 OJP Program Plans also reflect needs expressed by the field.

The Program Plans encourage applicants to forge partnerships along new frontiers, often reaching beyond criminal justice boundaries to find solutions. By approaching crime and violence in a comprehensive fashion—bringing all the players in the system together—applicants are encouraged to improve the effectiveness of their services, reduce wasteful duplication, and identify new and innovative approaches to tough problems.

For example, OJP Bureaus are working together on several initiatives, such as Project PACT (Pulling America's Communities Together), the Comprehensive Communities Program (CCP), and the new Safe Futures Program, that fund communities to mobilize their law enforcement and justice system resources together with a coalition of government agencies and private sector resources. Working in partnership with the community, key officials and community leaders develop broad-based, coordinated strategies to reduce the high rates of drug abuse and related crime and violence in their neighborhoods. Project PACT, CCP, and Safe Futures are examples of programs that empower communities to impact crime and violence, particularly youth violence, through comprehensive planning, and improved intergovernmental relationships.

Another recurrent theme in the OJP Program Plans is the Federal government's role in providing leadership and guidance on crime control, prevention and victims issues by developing and testing new approaches and determining "what works." As model programs are tested and developed through research, evaluation, and demonstration grants, information on effective programs and practices is disseminated widely to State and local criminal justice and social service agencies. Local communities should not have to "re-invent the wheel" without solid knowledge about what has been tried before in other jurisdictions, what has worked, and what has not. The Program

Plans also provide information on the availability of training and technical assistance to assist States and local jurisdictions interested in implementing "best practices."

Important priorities identified in 1994 Crime Act—particularly with regard to violence against women, the illegal possession and use of firearms, and comprehensive, innovative prevention and early intervention strategies aimed at high risk youth—are also reflected in the Program Plans.

Another key goal for OJP was to make it easier for States and local communities to access OJP services, programs, and information. As a result, we have set up a new inter-department, Internet-based clearinghouse called PAVNET. PAVNET will provide information on promising programs, available funding, and technical assistance. We have also set up the Department of Justice Response Center to answer questions concerning program availability and funding.

The Program Plans that follow, describe in greater detail OJP's funding goals and priorities for this Fiscal Year. For more information about the application process, as well as about Crime Act programs, you can call the DOJ Response Center at 1-800-421-6770.

As we move ahead with our initiatives for Fiscal Year 1995, the Office of Justice Programs is committed to working in close partnership with communities at the State and local level. Only by working together can we hope to have an impact on the enormous problems of crime and violence confronting our nation today.

Laurie Robinson,
Assistant Attorney General Office of Justice Programs.

Bureau of Justice Assistance
Fiscal Year 1995 Program Plan

I am pleased to announce the Bureau of Justice Assistance's (BJA) Discretionary Program Plan for FY 1995. BJA assists States and local jurisdictions through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. Through the Byrne Discretionary Grant Program, BJA provides leadership and guidance on crime and violence prevention and control and criminal justice system improvement at the State and local levels. BJA also develops and tests new approaches in criminal justice and crime control, and encourages replication of effective programs and practices by State and local agen-

This year, BJA's plan focuses primarily on national scope demonstration programs. These programs support two goals: to assist States and local units of government to reduce and prevent crime, violence, and drug abuse and to improve the criminal justice system. To meet these goals BJA will work with communities to develop comprehensive strategies and expansive, problem-solving partnerships. Special emphasis is placed on anti-violence initiatives, particularly those dedicated to reducing the availability of illegal firearms and providing young people with alternatives to gangs and criminal involvement. Additionally, BJA will continue to work in partnership with State and local law enforcement, as well as the United States Attorneys; improve the adjudication process; assist States with alleviating prison overcrowding by fostering corrections options programs; and focus resources on both evaluation of promising programs and dissemination of information about these programs to the field.

BJA's Program Plan for FY 1995 includes a \$50 million appropriation for general programs and a \$12 million appropriation for Corrections Options Programs. It describes planned activities for the Regional Information Sharing Program (RISS) and the National White Collar Crime Center. Joint efforts planned with other Federal agencies are also described.

Obviously, our dollars are limited. Consistent with the Administration's policies and in an effort to get the most for each dollar spent, I am committed to making BJA's Discretionary Grant Program as competitive as possible and to maximizing the impact of these limited competitive dollars through a wide array of programs directed toward urban communities, rural areas, and Native American communities. For this reason, in FY 1995 BJA will:

- Give preference to applicants who leverage BJA dollars through partnerships among organizations bringing a commitment of other resources to the table (such as Empowerment Zones/Enterprise Communities)
- Notify all grantees that continuation funding in future years is not guaranteed but, rather, will be based on performance and other relevant factors;
- Institute the practice of awarding a declining BJA share of funding for second and subsequent years where continuation funding is provided;
- Complete the process of developing, in consultation with the National Institute of Justice, a strategy for obtaining early evaluative information

on particularly promising programs for early dissemination to our constituents;

- Promote activities complementing the initiatives being implemented through the Crime Act; and
- Continue to maximize OJP resources by working in partnership with the National Institute of Justice, the Office for Victims of Crime, the Office of Juvenile Justice and Delinquency Prevention, and other components of the Justice Department.

These initiatives, coupled with focused goals and objectives, will build stronger partnerships at all levels. I envision these partnerships to be a continuum of relationships encompassing all components of the criminal justice system.

Goals

The FY 1995 Program Plan addresses BJA's two goals: To help State and local units of government (1) reduce and prevent crime and violence and (2) improve the functioning of the criminal justice system. Enhanced coordination and cooperation of Federal, State and local efforts facilitate the achievement of these goals. The objectives for each of the goals are outlined below. The programs developed to address the objectives are described in the plan.

◦ Reduce and Prevent Crime and Violence

Encourage the development and implementation of comprehensive strategies, in coordination with human service providers, to reduce and prevent crime and violence.

Encourage the active participation of community organizations and citizens in crime- and violence-prevention efforts.

Provide national scope training and technical assistance to support local crime-, drug use-, and violence-prevention efforts.

Provide young people with legitimate opportunities and activities which serve as alternatives to crime and involvement with gangs.

Reduce the availability of illegal weapons and develop programs to address violence in our communities, homes, schools, and workplaces.

◦ Improve the Functioning of the Criminal Justice System

Enhance the ability of law enforcement agencies to reduce crime, drug trafficking and sales, and violence.

Improve the effectiveness and efficiency of all aspects of the adjudication process.

Assist States in creating prison space for serious and violent offenders through the design, development, and

implementation of effective correctional options for nonviolent-offenders.

Enhance the ability of State and local agencies, in conjunction with the Immigration and Naturalization Service, to apprehend and deport criminal aliens.

Evaluate the effectiveness of funded programs, disseminate results, and enhance the ability of criminal justice agencies to use new information technologies.

How Priorities Were Established

Priorities for the FY 1995 Discretionary Grant Program reflect a balance of congressional mandates, Administration priorities, and needs expressed by State and local criminal justice practitioners. The goals are defined by the authorizing legislation for the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. Priorities for a number of specific programs to address those goals are mandated by Congress through the earmarking of the appropriation.

BJA's priorities also reflect Administration and Department of Justice priorities, especially those related to reducing violent crime, the need to develop comprehensive approaches to crime and violence, the focus on youth, and the need for active citizen participation in prevention efforts.

During the planning process, BJA solicited input on priorities from national organizations which represent State and local governments, criminal justice agencies, and community groups. Input was also requested from the State agencies which administer the Byrne Formula Grant Program as well as from U.S. Attorneys. A number of programs that address current issues were incorporated into the plan in response to this valuable input.

Types of Programs

BJA is authorized by Congress to make awards to public and private agencies and organizations for national scope and multi-State programs, demonstration programs, training, and technical assistance to assist States and local jurisdictions. National scope programs provide a service or product of benefit throughout the country or across multiple States or address issues that are of concern nationally. Demonstration programs are used to develop, test, evaluate, and document new programs and practices. Training is developed and provided to State and local criminal justice practitioners and others to provide them with state-of-the-art information on effective programs and practices. Technical assistance is

provided to sites participating in demonstration programs or is available to help an individual jurisdiction implement a program or practice or address a specific issue.

Competitive and Noncompetitive Grants

Each section of this Program Plan is divided into programs that will be awarded on a competitive basis and those that are noncompetitive. Whenever possible, BJA encourages broad participation in the grants process by public and private agencies and organizations at the State and local levels and makes awards on a competitive basis.

Each year, BJA also makes noncompetitive awards. There are a number of factors that limit the number of competitive programs:

- **Congressional Earmarks**—Each year Congress directs BJA to award a portion of the appropriated funds for specified programs and/or organizations. In FY 1995, over \$23 million of the \$50 million appropriated for general discretionary programs were earmarked for specific programs. BJA was also directed to review other programs (soft earmarks) for possible funding.

- **Continuation and Implementation Grants**—Many of BJA's programs require several years of funding to accomplish their goals. For example, training efforts require several years of funding to develop the curriculum and to reach the intended audience. Demonstration sites, which are generally selected competitively the first year, require 2-3 years of funding to develop fully, implement, and evaluate the program. In addition, BJA has funded several planning efforts with implementation funding provided in subsequent years.

- **Limited Competition**—Limited competition is used when a limited number of jurisdictions or organizations meet the requirements of the program. These jurisdictions or organizations are then invited to compete for an award. A limited competition saves jurisdictions or organizations that will not qualify the time and expense of preparing an application. It also allows BJA to concentrate technical assistance and training on this limited pool of applicants.

- **Sole Source Selection**—In some cases, there is only one organization or agency that has the capability, expertise, or constituents to administer a program that BJA wants to implement. For example, an association that represents a constituency which BJA wants to reach with technical assistance or training may be the best organization to implement the program. In other cases, BJA may make an award on a non-

competitive basis to an agency that has developed an innovative program and has the expertise to implement it.

In FY 1995, BJA has modified applicant requirements and review criteria to facilitate stronger partnerships with grantee agencies and to maximize the impact of limited competitive dollars. These include:

- Preference will be given to applicants who leverage BJA dollars through partnerships among organizations bringing a commitment of other resources to the table;

- All grantees are on notice that continuation funding in future years is not guaranteed but, rather, will be based on performance and other relevant factors; and

- As appropriate, BJA will provide a declining share of total funding for second and subsequent years where continuation funding is provided after FY 1995.

Application Process

A Program Announcement and Application Kit, which will be available in late April, will serve as a request for proposals. It will contain detailed descriptions of competitive programs and complete forms and instructions for developing an application.

Competitive Programs—The Program Announcement and Application Kit will describe for each competitive program: the purpose of the program, background, goals, objectives, program design, eligibility requirements, selection criteria, award period, award amount and due date. Applications for competitive programs are due by June 30, 1995. A panel of experts will be established for each competitive program area to review and rank the applications. Funding decisions are made by the Director of BJA.

Non-Competitive Programs—BJA staff will contact applicants for noncompetitive programs to discuss application requirements and due dates.

The Department of Justice Response Center staff are available to respond to questions and provide technical assistance to applicants and other interested parties. The Response Center number is (800) 421-6770.

Goal 1: Reduce and Prevent Crime and Violence

Comprehensive Communities Program

Encourage the Development and Implementation of Comprehensive Strategies To Reduce and Prevent Crime and Violence

The Comprehensive Communities Program (CCP) reflects the Administration's priority of reducing

crime and violence by initiating comprehensive planning and improving intergovernmental relationships. It requires selected jurisdictions to engage in a comprehensive planning and strategy development process for crime and violence control and prevention. It requires law enforcement and other governmental agencies to work in partnership with communities to address crime problems, as well as the factors that increase the risk that individuals will become involved in problem behavior.

In FY 1994, 16 jurisdictions faced with high rates of crime and violence were selected to participate in CCP. The four Pulling America's Communities Together (Project PACT) sites were included in this group. Each jurisdiction was provided with planning funds to develop a strategy that demonstrates a jurisdictionwide commitment to community policing, coordination among public and private agencies (including, social services, public health, etc.), and an active role by the community in problem solving.

BJA made funding available for a number of program components to assist with implementation of the strategy. These components are designed to implement specific models that BJA has already developed and found to be effective or models the agency wants to test. These components also allow for the development of new models, which, if successful, can be replicated by jurisdictions. The program components are described below. Each strategy was required to include community policing and community mobilization/prevention initiatives. Six sites received awards from the FY 1994 allocation. The remaining 10 sites received awards in FY 1995.

Jurisdictionwide Community Policing

Jurisdictionwide Community Policing, a mandatory program component, forms the core of the Comprehensive Communities Program. It requires the applicant to implement a jurisdiction-wide model of community policing using a framework developed by a consortium of national law enforcement organizations working with BJA. Funding for this component, in the amount of \$9,990,000 was provided by the COPS Office.

Community Mobilization/Prevention—\$969,718

Community mobilization, also a mandatory component, focuses on implementation of strategies to promote the acceptance and practice of community policing, rehabilitate crime-ravaged neighborhoods, and emp-

communities by strengthening relationships among citizens, law enforcement, and other public and private service providers.

Nonviolent Dispute Resolution

The Non-Violent Dispute Resolution component is a joint effort of BJA and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to test a variety of strategies to train teenagers constructively to manage anger, resolve conflict without the use of firearms or violence, learn the importance of mutual respect, and be responsible for their actions. Funding, in the amount of \$300,000 is being provided by OJJDP.

Boys & Girls Clubs Demonstration

The goal of this component is to establish or expand Boys and Girls Clubs in public housing and other at-risk communities through the Boys and Girls Clubs of America. This program will be supported under an earmark to the Boys and Girls Clubs of America described in the section on Youth and Gangs.

Comprehensive Gang Initiative

The Comprehensive Gang Initiative requires sites to implement a model comprehensive approach to gang issues that carefully balances initiatives for prevention, intervention, and suppression. Funding for this component, in the amount of \$799,345, is being provided by OJJDP.

Community Prosecution—\$969,719

This program component encourages local prosecutors to be more responsive to the needs of their communities by bringing the prosecutor and the community together as partners to maintain public safety.

Community-Based Alternatives to Incarceration—\$1,350,000

This program component encourages local communities to develop community-based alternatives to incarceration that hold offenders accountable while keeping them in the community where they can participate in job training and/or work, substance abuse treatment, restitution or community service, and other services needed to make them productive citizens.

Continued Comprehensive Planning—\$400,000

Four of the sites that participated in the Comprehensive Communities Program planning process in FY 1994 will be provided with additional time and resources to refine their comprehensive strategies.

Implementation Funding—\$1,600,004

Funds are being set aside to assist the four sites still engaged in planning with implementation of their strategies.

Training and Technical Assistance—\$300,000

Training and technical assistance will be provided to the Comprehensive Communities Program sites to assist them with the planning process and the effective implementation of their strategies.

Community-Based Programs

Encourage the Active Participation of Community Organizations and Citizens in Crime- and Violence-Prevention Efforts

Crime and violence are only symptoms of broader problems which plague our communities. Crime cannot be stopped by law enforcement without the active participation of the community and other public and private agencies. It cannot be eradicated unless we address the causes which surround our children with violence, crime, and despair.

BJA plans to expand and enhance community mobilization efforts by assisting local communities and law enforcement agencies actively to engage residents and community groups in taking back their neighborhoods. One neighborhood at a time, these partnerships will seek to rid communities of drug dealers, gangs, and other criminals.

Operation Weed and Seed will be continued and expanded in FY 1995. This comprehensive, multiagency approach is helping 36 communities address both public safety and neighborhood revitalization issues. BJA will also continue to fund several community mobilization/action programs that encourage citizens to work with the police, government, community organizations, and the private sector to explore new and innovative approaches to preventing crime, youth handgun violence, and drug abuse.

In FY 1995, BJA will also address the Attorney General's commitment to focus resources on problems faced by many American Indian tribes by establishing Federal/tribal partnerships with several tribes for the purpose of developing tribal strategies against violence. Violence in public housing will also be addressed by assisting local communities develop comprehensive approaches to crime and violence in public housing. Both of these planning processes will be documented to serve as guides for other communities.

To address the rights and needs of the victims of crime, which are important components of all of the community-based programs, BJA and the Office for Victims of Crime will jointly fund a number of programs to assist the victims of crime and to increase the criminal justice system's responsiveness to the rights and needs of victims.

Competitive

Communities in Action to Prevent Drug Abuse—\$400,000

The Bureau of Justice Assistance in cooperation with the Employment and Training Administration, U.S. Department of Labor, will continue a unique demonstration program at the grassroots-level. The National Training and Information (NTIC) and up to ten of its affiliated neighborhood-based organizations will implement a program to reduce crime and violence and to help residents access services of local job training and employment systems. Key program elements are: building and/or enhancing local planning teams and partnerships made up of public officials, law enforcement, representatives of private industry councils and other groups that focus on providing job training and related services, other service providers, businesses, churches, schools, community organizations, youth, and other residents; the development of short-, intermediate-, and long-term strategies; community policing; prevention education; and, the development of training opportunities for job placement.

Non-Competitive

Tribal Strategies Against Violence—\$300,000

This program is a Federal/tribal partnership initiative designed to galvanize Native American communities in up to five sites to develop strategies to reduce the incidence of family violence, child abuse, and juvenile delinquency as well as to foster community participation and support in the implementation of the strategies.

Community Drug Abuse Prevention Initiatives—\$500,000

The National Crime Prevention Council will continue to provide cost-effective technical assistance and training to reduce crime, violence, and the demand for drugs, with a focus on acceptance of community policing, rehabilitating crime-ravaged neighborhoods, and community empowerment.

National Neighborhood Mobilization Program to Prevent Crime—\$50,000

This program will provide continuation funding for a grassroots organization in Philadelphia to support community policing through the implementation of comprehensive, innovative, anti-crime, anti-firearm, and anti-drug strategies.

Victim Services as a Component of the Criminal Justice System \$450,000

This project will provide training and technical assistance to criminal justice agencies to encourage them to be more responsive to the needs and concerns of victims and to incorporate victim services into criminal justice functions.

Operation Weed and Seed— Demonstration and Technical Assistance—\$10,000,000

Operation Weed and Seed is a community-based, comprehensive, multiagency approach designed to "weed" out crime and gang activity from target neighborhoods and then "seed" them with a wide range of human services that provide opportunities for citizens to live, work, and raise families in a stable environment. The 36 existing demonstration sites will receive awards to continue activities and/or expand into new target neighborhoods. Five sites will also receive funding to participate in the National Performance Review Lab, focused on neighborhood revitalization strategies. An array of technical assistance and training services will be available to the demonstration sites. Weed and Seed is a joint effort between BJA and the Executive Office for Weed and Seed. The Executive Office will contribute approximately \$13 million to the program, in addition to the BJA funds.

Community Crime and Drug Abuse Prevention and Education Initiatives**Provide National Scope Training and Technical Assistance To Support Local Crime-, Drug Use-, and Violence-Prevention Efforts**

This program area implements national-level programs which provide training and technical assistance to local communities to support their prevention activities. For example, local programs may make use of, and localize, nationally and professionally developed print and television crime prevention messages through the National Citizens' Crime Prevention Campaign. Use of the McGruff the Crime Dog logo, which is recognized and respected by over 97 percent of school age children, provides local programs with instant credibility.

Similarly, participation in National Night Out serves as a rallying point for citizen participation in local efforts.

Both of these programs provide communities with technical assistance and crime prevention materials that can be used locally.

In FY 1995, BJA will continue to support the five Drug Abuse Resistance Education (DARE) Training Centers. These centers prepare State and local law enforcement officers to teach the DARE program in local schools. These Centers have been critical in facilitating the expansion of this very popular program and ensuring that both large and small jurisdictions from across the country have access to the training. Program funds are also used to develop enhancements to the DARE program, such as the mentoring program, the DARE parent program, and DARE training for junior and senior high school students.

The TRIAD Program, initiated in FY 1994, will be continued in FY 1995. This program focuses specifically on reducing the incidences and impact of crime and violence on the elderly. TRIAD, conducted jointly by the National Sheriffs' Association, the International Association of Chiefs of Police, the American Association of Retired Persons, the Office for Victims of Crime, and BJA will provide technical assistance and will develop training and materials at the national level for dissemination to local jurisdictions throughout the country.

Non-Competitive**National Citizens' Crime Prevention Campaign—\$3,000,000**

The National Citizens' Crime Prevention Campaign, best known for McGruff the Crime Dog and the TAKE A BITE OUT OF CRIME slogan, will continue to rally national, State and local crime and violence prevention efforts through the development and implementation of timely and effective crime-, violence-, and drug-prevention materials, publications, technical assistance, training, and programming.

Drug Abuse Resistance Education (DARE)—\$1,750,000

BJA will continue to support the DARE Regional Training Centers which train law enforcement officers to teach the DARE program to students from elementary through high school to help them learn how to resist drug use, gangs, and violent behavior; build self-esteem; and prevent abduction.

The National Association of Town Watch: Crime- and Drug-Prevention Campaign—\$200,000

Commonly known as "National Night Out", this year-long program provides information, materials, and technical assistance for the development of effective police/community partnerships to reduce crime, violence, and substance abuse.

TRIAD—\$200,000

TRIAD, a program developed by the National Sheriffs' Association, the International Association of Chiefs of Police, and the American Association of Retired Persons, strives to reduce the adverse impact of crime and violence on the elderly and promote a better quality of life through volunteerism and the provision of prevention services to their peers. Additional funding of \$50,000 will be provided by the Office for Victims of Crime.

Youth and Gangs Programs**Provide Young People With Legitimate Opportunities and Activities Which Serve as Alternatives to Crime and Involvement With Gangs**

Research has identified certain risk factors which contribute to substance abuse, delinquency, and violence among adolescents as well as protective factors which promote positive behavior. BJA's youth and gang programs are designed to address a number of risk factors related to: attitudes and norms favorable to problem behaviors, friends who engage in problem behavior, lack of commitment to school, and parental attitudes and involvement. The programs help to balance the risk factors in high-risk communities by establishing or strengthening protective factors which counter or provide buffers against the risk factors. These programs are designed to establish or strengthen protective factors which address the relationships between youth and their social environment.

Most of the programs are joint efforts between BJA and the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Several include participation by private foundations. All of the programs bring together various service agencies and community organizations to assist and provide opportunities for at-risk youth.

Competitive**Pathways to Success—\$200,000**

The Pathways to Success program, funded jointly by BJA, OJJDP, and the National Endowment for the Arts, is designed to encourage young people to explore a wide range of career and life

options. The program will promote arts education, recreation, job skills training, and business entrepreneurial programs for after-school and weekend hours at the community level. This program will fund up to five applications at up to \$40,000 under OJJDP's Safe Futures Program and up to five competitive sites at up to \$50,000 each for the first year of a 2-year project.

Interested applicants will need to demonstrate that collaboration has taken place with existing arts, education, business and community groups, and youth-serving agencies in the development of its program, including, where appropriate, collaboration with existing after school and weekend youth programs. The Pathways to Success program is designed to serve at-risk youth from 6 to 18 years of age, but a project need not cover the full age range. Each applicant will be expected to define a lasting outcome, i.e. a product that benefits the community, or to provide an ongoing program that will continue to provide community-based services beyond the end of the funding cycle. OJJDP will also contribute \$200,000 to and will administer the Pathways to Success Program.

Non-Competitive

Truancy Reduction Training and Technical Assistance—\$200,000

BJA will collaborate with the OJJDP to address the needs of truants, dropouts, children afraid to go to school, children who have been suspended or expelled, as well as children in the juvenile justice system. Program activities include regional hearings, training and technical assistance, and related support services for communities interested in comprehensively addressing the needs of these youth. OJJDP will also contribute \$200,000 to and will administer the program.

Boys & Girls Clubs Demonstration—\$4,350,000

BJA will provide resources to the Boys and Girls Clubs of America to promote the establishment of Boys and Girls Clubs in public housing and other at-risk communities.

Children At-Risk Program—\$1,150,000

This program tests a variety of intervention strategies for preventing and controlling illegal drugs, gun use, and related crime and for fostering healthy development among young people from drug- and crime-ridden neighborhoods. In FY 1995, an impact evaluation, technical assistance with emphasis on community policing, and existing demonstration sites will be

continued. This program is joint venture between BJA, OJJDP, and the Center for Addiction and Substance Abuse, with additional funding provided by several foundations. OJJDP will contribute \$350,000 to the program.

Comprehensive Gang Initiative—\$150,000

Under the Comprehensive Gang Initiative, BJA developed a model comprehensive approach to gang issues that carefully balances initiatives for prevention, intervention, and suppression. In FY 1995, BJA will provide continuation funding for the four currently funded projects and provide technical assistance to help other jurisdictions experiencing emerging gang problems. OJJDP will contribute \$600,000 to this joint BJA/OJJDP effort.

Violence Reduction

Reduce the Availability of Illegal Weapons and Develop Programs to Address Violence in Our Communities, Homes, Schools, and Workplaces

Efforts to reduce and prevent violence continue to be high priorities in FY 1995. BJA's efforts will include the continuation and expansion of programs to reduce the availability of illegal firearms, prevent homicides, and reduce violence in our communities.

In FY 1993 and 1994, BJA began to address the increase in gun violence and homicides through the initiation of a Firearms Licensee Compliance Program, the establishment of a Firearms Investigative Task Force Program, the creation of a Homicide Task Force, and other initiatives. These programs will be expanded and built upon in coordination with the U.S. Attorneys' Anti-Violence and Youth Handguns Initiatives to assist State and local criminal justice agencies and communities control and prevent street violence.

BJA will also continue its focus on domestic and relational violence. According to the Surgeon General, the number one public health risk to adult women in the United States is violence. For women ages 15-44, violence is the leading cause of injuries. The nature and prevalence of this problem has been dramatized by recent news events. BJA developed a new initiative in FY 1993 to address violence against women, including spouse abuse, child abuse, elder abuse, sexual assault, and stalking. This initiative promotes a systems approach which emphasizes criminal prosecution with comprehensive case follow-through. This demonstration program will be evaluated and

documented this year to provide guidance to the States as they implement the Violence Against Women Block Grant Program created by the Violent Crime Control and Law Enforcement Act of 1994.

New initiatives will be implemented to address the growing problem of violence in the workplace and to create a National Major Gang Task Force to track and respond to the growing interaction between street and prison gangs. BJA will also participate in a public/private partnership against violence in America which is a joint effort among private and corporate foundations and several Federal agencies to help local communities address violence.

Competitive

Homicide Investigation Enhancement Program—\$300,000

The purpose of this program is to develop a model(s) to assist jurisdictions faced with high and increasing rates of homicides by increasing their capacity and ability to investigate homicides. One or two demonstration sites will implement this model(s) and its various procedures and policies as appropriate to their situation. The development of the model(s) will be based on the Homicide Investigation Enhancement Program at the Metropolitan Police Department (MPD), District of Columbia. This program, funded in FY 1994, assisted the MPD in restructuring its Homicide unit and its operations. In addition, ways to utilize the resources and expertise of the Federal law enforcement agencies, like the Federal Bureau of Investigation and the U.S. Marshal's Service, will be explored. The Police Executive Research Forum will develop this model(s) and provide technical assistance to the demonstration sites.

Firearms Trafficking Program—\$1,000,000

The purpose of the BJA Firearms Trafficking Program, working in cooperation with the U.S. Bureau of Alcohol, Tobacco and Firearms, is to demonstrate effective strategies to reduce the level of violent crime by controlling the illegal trafficking of firearms. The goals of the program are to: (1) Reduce the number of Federal firearms licensees and ensure that those who do obtain licenses have a legitimate reason for doing so, and (2) reduce the level of firearms-related violent crime in the demonstration sites. Applicants may address either of the two program goals set forth for this program or develop a strategy which combines both of the

program goals in a comprehensive approach to reducing firearms-related violence. Three or four demonstration sites will be funded.

Non-Competitive

**Firearms Trafficking Program—
\$1,750,000**

The Firearms Trafficking Program is designed to assist State and local governments reduce incidents of violence by reducing the availability of and the illegal trafficking in firearms. This program contains several components which BJA has found to be effective or promising in reducing the availability of firearms.

- The Firearms Licensee Compliance Program enhances the ability of State or local law enforcement agencies to conduct more complete and comprehensive background investigations on applicants for new or renewed Federal Firearms Licenses.

- The Firearms Investigative Task Force Program is designed to identify, target, investigate, and prosecute individuals and dismantle organizations involved in the unlawful use, sale, or acquisition of firearms in violation of the Federal and/or State firearms laws.

- Interstate Firearms Trafficking Program supports a cooperative effort among the Governors of 14 States, the District of Columbia, and the ATF to address the increase in violent crime committed with firearms obtained through interstate trafficking of guns.

- Innovative Firearms Program assists State or local jurisdictions in developing and implementing innovative new or enhanced projects designed to control illicit firearms trafficking. In addition, BJA, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), ATF, and U.S. Attorneys will work together to develop a State or local project to implement the new Youth Handgun Safety Act. OJJDP will contribute \$250,000.

**Public/Private Partnership Against
Violence in America—\$1,000,000**

A Funding Collaborative, comprised of private and corporate foundations, the Department of Justice, and other Federal agencies, has been established to address violence in America, particularly violence affecting children and youth. Local sites will be selected to participate in this program on a competitive basis by the Funding Collaborative.

**Arson and Explosives—Investigation
and Prosecution Training for
Prosecutors—\$50,000**

This program supports national training for State and local prosecutors

in the investigation and prosecution of arson and bombings by addressing the personal and economic losses caused by incendiary and suspicious fires. The U.S. Fire Administration will also contribute \$50,000 to this program.

**Prison Gang Tracking System—
\$450,000**

This program will support a National Major Gang Task Force designed to provide a coordinated law enforcement and corrections response to the growing interaction between street and prison gangs.

**Firearms Legislation Program—
\$125,000**

The purpose of this project is to develop a body of general information about key provisions of States' firearms codes. The Office for Juvenile Justice and Delinquency Prevention contributed \$52,500 to this program.

**Violence Against Women
Demonstration Program—\$400,000**

This program is designed to demonstrate and assess a systems approach to violence against women including spouse abuse, child abuse, sexual assault, and stalking, which coordinates criminal prosecution with comprehensive case follow-through of court orders, monitoring and enforcement services, and protection for victims. This program will provide continuation funding for three existing sites.

**Violence Against Women Program—
Training and Technical Assistance—
\$150,000**

A consortium, established between BJA, the American Prosecutors Research Institute, and the National Council of Juvenile and Family Court Judges, will assist the demonstration sites described above in addressing the critical issues related to violence against women.

**Goal II: Improve The Functioning Of
The Criminal Justice System**

**Comprehensive Law Enforcement
Initiatives**

Enhance the Capacity of Law Enforcement Agencies To Disrupt Crime, Drug Trafficking and Sales, and Violence

The Comprehensive Law Enforcement Initiatives are designed to develop and test new programs and practices that enhance the effectiveness of State and local law enforcement agencies in making our communities safe from serious and violent criminals. In addition to continuing several drug task force and financial investigation

demonstration programs in FY 1995, BJA will fund an Anti-Car Theft Demonstration Program; a Major Crime Problem Solving Unit; and Gang Organized Crime Narcotics and Violence Enforcement Task Forces. Under these programs, new approaches to major crime and gang problems will be developed, implemented, documented, and made available to other jurisdictions.

Training and technical assistance related to Organized Crime Narcotics (OCN) Enforcement, Financial Investigations, and Clandestine Laboratory Investigation and Interdiction, which have been in great demand by local agencies, will be continued. Training currently under development through a BJA grant to the National Organization of Black Law Enforcement Executives will be initiated in FY 1995 to enhance the ability of law enforcement officers to draw on social and economic support systems available in their community to assist minority families.

BJA will also continue the National Law Enforcement Policy Center, which provides a national resource for local agencies to use in establishing and enhancing their policies and procedures. The Center focuses on new and difficult issues facing local law enforcement agencies. It is a valuable resource to many small- and medium-sized departments that do not have resources or expertise to conduct research.

Competitive

**Auto-theft Deterrence, Investigation and
Prosecution Program—\$200,000**

The purpose of the Auto-Theft, Deterrence, Investigation, and Prosecution Program is to develop, demonstrate, and assess effective strategies to reduce the incidence of auto theft, carjackings and trafficking in stolen motor vehicles or motor vehicle parts. It is designed to: Develop new and innovative strategies to reduce, prevent and deter motor vehicle theft and violence; develop tactical coordination and interagency plans between law enforcement agencies and prosecutors to increase the likelihood of arrest and prosecution for motor vehicle theft and carjacking; and target repeat offenders. The 25 cities with the highest motor vehicle theft rates per 100,000 population in 1993 and/or the 15 cities with the highest number of carjackings in 1992 are eligible to apply for one of two awards to be made. See the Program Announcement and Application Kit for a list of eligible cities.

Non-Competitive**Anti-Car Theft Program—\$300,000**

The purpose of this program is to establish a National Stolen Auto Part Information System to assist law enforcement agencies in tracking parts from stolen vehicles.

Training and Technical Assistance to Rural Areas—\$150,000

This program assists rural areas in the development of approaches and strategies to address rising rates of crime, drug abuse and violence through the provision of technical assistance and training related to such issues as: prevention, intervention, law enforcement, prosecution, courts, corrections, and treatment.

Non-Traditional Law Enforcement Responses to Minority Families—\$150,000

The National Organization of Black Law Enforcement Executives, in partnership with the Jefferson Institute, will continue the development and implementation of a training program through which law enforcement officers will be taught how to access a variety of community resources to address problems facing minority families.

National Law Enforcement Policy Center—\$200,000

The National Law Enforcement Policy Center, administered by the International Association of Chiefs of Police, will continue to develop and disseminate model policies for use by State and local law enforcement agencies.

Washington Metropolitan Area Drug Enforcement Task Force—\$2,000,000

The Washington, DC, Metropolitan Area Drug Enforcement Task Force will continue to: (1) Provide a visible law enforcement presence; (2) disrupt major links between drug suppliers, distributors, and users; (3) initiate enforcement action against property owners who knowingly allow their property to be used in the distribution of illicit drugs; (4) develop comprehensive intelligence systems; and (5) coordinate with appropriate agencies regarding illegal firearms used by drug organizations.

Major Crime Problem Solving Unit—\$400,000

The North Miami Beach Police Department will expand its innovative community policing approach to the detective function.

Chicago Building Interdiction Team Efforts—\$500,000

This program will continue the Chicago Building Interdiction Team (BITE), a joint effort of the Chicago and the Chicago Housing Authority Police Departments, in the Robert Taylor Homes/Gateway Gardens Public Housing Developments. It is designed to regain control of these developments from gangs committing violent crime, particularly firearms crimes, and restore tenant confidence in law enforcement agencies.

Organized Crime Narcotics (OCN) Program—Technical Assistance—\$300,000

This program will continue to provide technical assistance to the OCN projects, that are demonstrating the effectiveness of law enforcement agencies working together under a shared management concept to attack multijurisdictional criminal conspiracies involving narcotics.

Gang OCN Violence Enforcement Program—\$500,000

This program is designed to assist local law enforcement and prosecution agencies in addressing the growing problem of gang-related violence, with a special focus on drugs and firearms. Two sites will be selected to gather intelligence and develop investigative and prosecutorial strategies designed to weaken the structure and activities of violent gangs.

Statewide Intelligence Sharing (SIS) Program—Demonstration and Technical Assistance—\$850,000

This program will continue to develop, implement, and demonstrate the efficacy of centrally coordinated statewide narcotics intelligence sharing, using the OCN approach to system design, management, and operation. The four SIS projects will be continued in FY 1995.

Financial Investigations (FINVEST)—Demonstration and Technical Assistance—\$900,000

The FINVEST sites will continue to demonstrate the effectiveness of coordinated multijurisdictional financial investigations and prosecutions, using the shared management concept and attacking the profit motive of illegal narcotics trafficking at the State and local levels.

OCN/FINVEST—Multi-Agency Response Training Project—\$650,000

The Multi-Agency Response Training Project will continue to help State and local agencies address management

issues and provide dedicated training and technical assistance in support of the OCN—New Directions, Statewide Integrated Resources Model, the Financial Investigations Demonstration Programs, as well as for other State and locally funded multi-agency task forces.

Financial Investigation and Money Laundering—Training and Technical Assistance—\$250,000

This program will enable the National Association of Attorneys General to continue comprehensive program development initiatives, develop program documentation, and provide training and technical assistance to State Attorneys General to assist them in conducting complex financial investigations of and prosecuting illicit drug enterprises.

Clandestine Laboratory Training and Certification \$300,000

The Clandestine Laboratory Model Enforcement Program assists State and local policymakers and practitioners develop policies, procedures and programs related to the hazardous chemicals problems associated with clandestine laboratories. In FY 1995, training and followup technical assistance will be provided in approximately nine locations by The Circle, Inc. BJA funding will also enable the Drug Enforcement Administration (DEA) to continue to provide regional safety certification training to State and local law enforcement officers.

Community-Focused Adjudication

Improve the Effectiveness and Efficiency of All Aspects of the Adjudication Process

BJA is committed to the development of partnerships among the various components of the criminal justice system to focus on problem solving in the adjudication process and in the wider community.

The Community Focused Adjudication programs address a wide variety of issues facing all of the players in the adjudication process: The courts, local prosecutors, and defense attorneys. A number of the programs, such as Tribal Courts, Partnerships for the Improvement of Adjudication, Technical Assistance to State Courts, and the National Judicial College, are designed to enhance the capacity of State and local judges and court systems effectively and efficiently to process the large numbers of cases and to address the complex issues that are presented to the courts.

BJA is also committed to assisting State and local courts expand

sentencing or referral options to better meet the needs of the community, the victim, and the offender. The Drug Court Resource Center and the Denial of Federal Benefits Program, which will be continued in FY 1995, help to make such options available to judges.

BJA is also committed to assisting State and local prosecutors address new and complex issues such as the growing problem of fraud and abuse by health care providers. As with other components of the criminal justice system, BJA will continue to support activities which encourage prosecutors to work more closely with and be more responsive to the needs of the communities they serve.

Competitive

Adjudication Partnership—\$250,000

The purpose of this program is to enhance the State and local adjudication process by improving practices and partnerships among the various components of the criminal justice system. Innovative, coordinated adjudication efforts across component systems will be identified, documented, and assessed. A symposium will be held to discuss the barriers to cooperation as well as creative methods of overcoming those impediments. One award will be made. Two jurisdictions will receive subawards of \$50,000 each to implement model programs.

Improving the Interaction Among State, Tribal, and Federal Courts—\$200,000

In close collaboration with the tribal courts, this program will improve the interrelations of State, tribal and Federal courts. The goals of the program are to identify and develop a long-range research, demonstration, and training agenda to improve tribal, State, and Federal court relations; provide direct technical assistance to tribal courts on issues of court organization, personnel management, facilities, automation, caseflow, evaluation, and criminal justice records; and enhance the tribal administration of justice by helping prosecutors, probation officers, and judges develop long term plans and strategies with the tribal government. One award will be made.

Litigation Project—\$100,000

The purpose of this program is to examine the impact of pro se inmate litigation and to document innovative methods to address the growing demands on State Attorneys General, Federal (and to a limited extent, State) courts, and State correctional departments caused by State prisoners' direct access and appeal to the courts.

The program will identify and develop strategies to assist civil and criminal justice agencies in dealing with the increase in inmate litigation; develop and initiate stringent screening procedures to determine which cases have sufficient merit to proceed in forma pauperis; and produce more efficient case management systems for managing and disposing of pro se inmate litigation. A single award will be made to an educational institution, not-for profit private organization, prosecution agency or State court.

Health Care Fraud Investigation and Prosecution Demonstration—\$600,000

The purpose of this program is to develop a prototype Statewide Health Care Fraud Prosecution Unit capable of investigating and prosecuting all types of health care fraud. It will provide support for the planning, organization and implementation of demonstration health care fraud prosecution units. The program will assess and document State Attorney General's leadership role in directing and coordinating complex health care fraud investigations. Grant awards of up to \$200,000 each will be awarded to up to three State Attorneys General offices.

Non-Competitive

Health Care Fraud Investigation and Prosecution Training and Technical Assistance—\$250,000

This project will enable the National Association of Attorneys General to work with the demonstration sites described above to develop prototype strategies for conducting health care fraud investigations and prosecutions by State Attorneys General, including health care consumer fraud, Medicaid fraud, and fraud against traditional insurance companies and HMOs.

Community Prosecution—\$250,000

BJA and NIJ will conduct a joint effort in FY 1995, to assess the state of the art in community prosecution and develop a program initiative that will move this important community-based effort to its next phase of development and implementation. This effort will build on the American Prosecutors Research Institute's earlier work to define and document community prosecution.

Model State Drug Enforcement and Treatment Statutes—\$200,000

This program will continue the education and promotion of comprehensive model State drug laws which significantly reduce, with the goal to eliminate, substance abuse through effective use and coordination of enforcement, treatment, education,

prevention, community, and corrections resources.

Technical Assistance to State Courts—\$150,000

American University will provide technical assistance to State courts that request help in addressing specific problems related to such issues as case processing and backlog, family violence and protective orders, sentencing, and other emerging problems.

Denial of Federal Benefits—\$125,000

This program provides an information system for the courts to use to notify the Federal government about offenders convicted of certain drug-related offenses that disqualify them from receiving various Federal benefits, including contracts and grants.

Drug-Related Legal Education for Judges—\$100,000

The National Judicial College will provide approximately 175 scholarships to State and local trial court judges to attend training on subjects identified by the Administration as high priorities, such as Alcohol and Other Drugs and the Courts; Domestic Violence; Equal Justice in the Courts; and Effective Sentencing and Probation Management for Judges and Probation Officers.

DNA Legal Assistance Unit—\$150,000

This project will fill the void created when the Federal Bureau of Investigation discontinues DNA training and related legal and technical services for local prosecutors.

Correctional Options, Boot Camps, and Treatment

Assist States in Freeing Prison Space for Serious and Violent Offenders Through the Design, Development, and Implementation of Effective Correctional Options for Nonviolent Offenders

The purpose of the Correctional Options Program is to help States plan design, develop, implement, and evaluate innovative alternatives to traditional modes of incarceration for youthful offenders, including offender education, training, work, skill development, substance abuse treatment, and transitional release programs.

The program operates under the authority established by Title XVIII of the Crime Control Act of 1990 and provides grants to both public agencies and private organizations. The goals of the Correctional Options Program are to reduce the costs of incarceration, reduce prison and jail crowding, lower recidivism rates for youthful offenders

and introduce innovation in correctional practices.

Congress appropriated \$12 million for this program in FY 1995, which is allocated by Congress among the three program areas described below. The balance of the allocation for Part I will be awarded under the Comprehensive Communities Program for Community-based Alternatives to Incarceration.

Part I—Demonstration Programs—\$8,250,000

The purpose of this program is to demonstrate the development and implementation of correctional options within existing correctional systems. The term "correctional option" includes community-based incarceration, weekend incarceration, correctional boot camps, transitional programs and aftercare services, drug courts, day reporting, structured fines, electronic monitoring, intensive probation, and other innovative sanctions designed to have the greatest impact on offenders who can be dealt with more effectively in a nontraditional correctional environment.

Some sites, funded with demonstration grants in FY 1992 and FY 1993, will receive continuation funding. Up to 10 new sites will be selected competitively from among the 24 sites funded with planning grants in FY 1994, to receive Correctional Options Demonstration Grants.

BJA will also provide \$1.5 million to support two demonstration sites for the Office of Juvenile Justice and Delinquency's (OJJDP) Accountability Based Community Intervention Program. In addition, \$500,000 has been allocated to support OJJDP's Intensive Aftercare Program.

From Part I, \$1.35 million has been allocated for the development of community-based alternatives to incarceration under the Comprehensive Communities Program.

Part II—Training and Technical Assistance—\$1,200,000

The purpose of this program is to make grants to private, nonprofit organizations to provide training and technical assistance to criminal justice personnel and establish small, innovative demonstration projects. In FY 1995, the Correctional Options Technical Assistance and Support Program will continue to provide services to public agencies that have been awarded Part I grants for demonstration programs and Part III grants for correctional boot camps. The program will also implement a nationwide outreach program to jurisdictions seeking to plan, develop,

implement, improve, or expand alternatives to traditional modes of incarceration.

As described below, the nationwide outreach program will include the efforts of a number of other nonprofit organizations with specialized areas of expertise, some of which will not receive new awards in FY 1995.

◦ **Treatment Alternatives for Special Clients (TASC)**—The National Consortium of TASC Programs will provide technical assistance and training on developing linkages between treatment and criminal justice.

◦ **American Probation and Parole Association (APPA)** will provide technical assistance and training on Intensive Supervision Programs and mobilizing community involvement and support for correctional options programs.

◦ **The Sentencing Project** will provide training and technical assistance on defense-based sentencing initiatives.

◦ **The American Correctional Association** will convene a National Meeting to Promote Correctional Options, support follow-up regional meetings and training sessions, and provide training and technical assistance to support the Federal Surplus Property Program.

◦ **Productive Work and Employment Preparedness**—The Correctional Industries Association (CIA) will provide technical assistance and support to the Prison Industries Enhancement and Certification Program. BJA will also continue to provide technical assistance and program development to support productive work opportunities in local jails, through a continuation grant to the Jail Work and Industries Center.

◦ **Structured Sentencing**—The National Council on Crime and Delinquency will complete a study of structured sentencing practices and experiences nationwide and will develop a dissemination and technical assistance initiative.

◦ **Telecommunications to Support Correctional Options**—The Community Corrections Improvement Association² will develop informational and training videos, a national satellite teleconference on correctional options, and other telecommunications products, such as telephone training conferences, computer bulletin boards, or regional teleconferences.

◦ **Transitional and Aftercare Services**—The VERA Institute will provide technical assistance and support to strengthen transitional and aftercare services available to youthful offenders that successfully complete correctional boot camp programs. It will

also support the design of community-based intervention services for drug dependent offenders.

◦ **Prosecutor and Public Defender Training**—The Institute for Law and Justice will continue to work with prosecutors and public defenders to promote a greater understanding of the issues that influence the development, implementation, and successful operation of correctional options.

Part III—Boot Camps—\$1,200,000

The purpose of this program is to develop and test the effectiveness of correctional boot camps as a correctional option. Sites that received boot camp implementation grants in FY 1992 and FY 1993 will be eligible to receive continuation funding in FY 1995. Funds will also be available to support boot camp applications developed by FY 1994 planning grant recipients.

Criminal Aliens Initiatives

Enhance the Ability of State and Local Agencies, in conjunction with the Immigration and Naturalization Service, To Apprehend and Deport Criminal Aliens

The number of criminal aliens being arrested and incarcerated is increasing, adding to the already enormous criminal justice caseload and to the crowding in our jails and prisons. An estimated 100,000 illegal aliens convicted of felonies reside in our Federal, State, and local correctional/detention facilities. The identification and deportation of criminal aliens are high priorities for the Department of Justice. BJA, in conjunction with the Immigration and Naturalization Service (INS), will continue to assist State and local law enforcement and corrections agencies in addressing the problems associated with the investigation of criminal aliens involved in drug trafficking and other serious crime as well as the impact of criminal aliens detained in State correctional systems.

Non-Competitive

Criminal Alien Identification and Intervention—\$1,000,000

The Criminal Alien Identification and Intervention Program is designed to enable the earliest possible identification of aliens arrested for felony offenses through INS's Law Enforcement Support Center (LESC). During FY 1995, the six States that have documented the largest alien populations in their correctional systems will continue to serve as demonstration sites. Technical assistance will be provided by the

Institute for Intergovernmental Research.

Training in Anti-Drug Activities and Cultural Differences Involving Illegal Aliens—\$125,000

This project will, through a collaborative effort between the International Association of Chiefs of Police and INS, continue to present a series of training seminars to local law enforcement officers that will enable them more effectively to investigate crimes involving criminal aliens.

Evaluation, System Improvement, and Information Dissemination

Evaluate the Effectiveness of Funded Programs, Disseminate Results, and Enhance the Ability of Criminal Justice Agencies To Use New Information Technologies

The primary purpose of the programs in this program area is to determine "what works" in crime control/prevention and criminal justice system improvement and to disseminate that information to practitioners throughout the country. BJA will continue to work with the National Institute of Justice to support the evaluation of BJA-funded Discretionary and Formula Grant Programs. BJA will also continue to support the building of an evaluation capacity at the State and local levels to increase the quality and quantity of programs funded with formula grant and local resources.

Dissemination of the evaluation results is accomplished through the BJA Clearinghouse and Response Center, conferences, publications, technical assistance, and training.

The other important purpose of this program area is to enhance the capacity of State and local criminal justice agencies to share intelligence information and to use information system technology.

Non-Competitive

Evaluation—\$1,500,000

This program will be implemented by the National Institute of Justice (NIJ) which will evaluate several BJA funded programs and then disseminate information to States and local jurisdictions on "what works" against crime and violence. Additionally BJA and NIJ will convene a national conference on "Evaluating Violent Crime and Drug Abuse Initiatives."

Operational Systems Support Training and Technical Assistance—\$1,000,000

This program will continue to provide training and technical assistance on criminal justice information

management, the use of microcomputer technology among criminal justice agencies, and the operational benefits of technology. An award will be made to SEARCH Group, Inc.—the National Consortium for Justice Information and Statistics.

Federal/State/Local Partnership Conference—\$200,000

This project will enable BJA to hold a conference with State and local governmental and criminal justice officials to discuss issues related to crime and violence in America.

Technical Assistance and Training to State and Local Criminal Justice Agencies—\$1,500,000

This program will provide training and technical assistance to States, local, and Native American Indian jurisdictions in developing and implementing comprehensive strategies. It also encourages States to include the programs and strategies developed through BJA's Discretionary Program in their State violent crime and drug control strategies developed under the Formula Grant Program.

Peer Review Services—\$150,000

Applications submitted to BJA in response to a competitive program announcement are reviewed by a panel of independent experts who have experience and expertise in the subject area. A Peer Review Services contract provides administrative support and pays the expenses of the reviewers.

Department of Justice Response Center and BJA Clearinghouse—\$1,139,000

This program supports the BJA Clearinghouse which serves as an information and dissemination source for the criminal justice field. BJA is also responsible for the management of the Department of Justice Response Center, which provides timely and accurate information on Department of Justice initiatives.

Report Publication and Dissemination—\$200,000

This allocation enables BJA to produce and disseminate information to the criminal justice field about state-of-the-art programs and activities to improve the criminal justice system through publications and other media materials (e.g., brochures, pamphlets, videos, and updating electronic bulletin boards).

Regional Information Sharing Systems—\$14,500,000

The Regional Information Sharing Systems (RISS) program is composed of

six regional projects that share intelligence and coordinate efforts of State and local law enforcement against criminal networks that operate in many locations across jurisdictional lines. In FY 1995, all RISS projects will enhance gang and firearms intelligence, provide linkages within RISS and outreach linkages to other systems, and assist the U.S. Attorneys antiviolence initiative.

National White Collar Crime Information Center—\$1,400,000

The National White Collar Crime Center takes the lead in multi-State investigations of white collar crimes including but not limited to: Investment fraud, telemarketing fraud, securities fraud, boiler room operations, and advanced fee loans.

Immediate Response to Emerging Problems—\$1,500,000

This program will provide BJA the resources to respond quickly to emerging problems or target "hot spot" areas by providing programs, training, and/or technical assistance to State and local criminal justice agencies.

Automated Speech Recognition—\$200,000

BJA will provide an award to Advanced Solutions Group of South Carolina to develop automated speech storage and retrieval software and automated speech recognition for input into database fields, in order to reduce the time that law enforcement officers devote to preparing incident reports and to fulfilling other reporting requirements.

State and Local Evaluation Capacity Building Initiative—\$1,000,000

Technical assistance and training will be provided by the Justice Research and Statistics Association to State and local agencies responsible for implementing, monitoring, evaluating, and developing reporting mechanisms for violent crime and drug control programs implemented under the Byrne Formula Grant Program.

Nancy E. Gist,
Director, Bureau of Justice Assistance.

Office of Juvenile Justice and Delinquency Prevention Final Comprehensive Program Plan for Fiscal Year 1995 and Notification of the Availability of the FY 1995 Competitive Discretionary Assistance Program and Application Kit

Introduction

The Nation's juvenile justice system stands at a crossroads. We are faced with a disturbing increase in violent

crimes committed by juveniles and an alarming rise in abuse, neglect, and street violence perpetrated against American youth. In light of this emerging crisis, we can no longer afford a narrow focus by separate disciplines to attack this problem. To effectively address the rising levels of juvenile crime, participants from all community sectors, public and private, and across specializations, must plan collaboratively and comprehensively to reduce violence and build safer and healthier communities. Collectively, we must launch a two-pronged assault on juvenile delinquency and violence, and their causes. Prevention and early intervention programs, coupled with a strong focus on law enforcement and a comprehensive system of graduated sanctions are crucial to this battle.

The public's fear of youth violence is well founded. Assuming that juvenile violent crime arrest rates increase annually at the rate they have in the past decade, juvenile violent crime arrests would more than double by the year 2010. The Federal Bureau of Investigation's Uniform Crime Reports for 1992-1993 show that the greatest increase in arrests of violent offenders involves children under the age of 18. Offenders under the age of 15 show the greatest increase in offenses involving the use of weapons. No place is a haven. Our neighborhoods, our schools and our homes are becoming increasingly violent. In 1992, 1.55 million violent crimes were committed against juveniles age 12 to 17, a 23.4% increase since 1987. The increased use of weapons, particularly firearms, by juveniles has created a climate of fear both for and of our children.

An increased emphasis on law enforcement and corrections has been the most common response to rising levels of juvenile violent crime. Assuredly, our communities have a vital stake in ensuring that serious, violent and chronic offenders are removed from the street. However, providing more detention beds and secure commitment facilities and increasing prosecution of juveniles as adults can only protect our communities in the short term. Such measures alone cannot put an end to youth violence. While we need to take immediate steps to protect our communities today, programs that prevent delinquency and violence tomorrow are the greatest hope for the future.

We must intensify our efforts to prevent delinquency by seeking ways to target services to youth and families at risk and to intervene immediately to hold first time juvenile offenders accountable before they become serious,

violent, or chronic delinquents or graduate to become adult criminals. Working with our communities, we must integrate a system of support for families and children that will help them live in a safe and healthy environment. America's children should awaken each morning in homes that are free of child abuse and neglect; they should attend schools that are free of drugs, gangs, and guns; and after school, they should be able to play in parks that are safe and return to homes that provide a nurturing and supportive atmosphere.

Much of the public debate about juvenile delinquency centers on at-risk youth. If we are to provide early and effective intervention to prevent delinquency, we must begin by more precisely targeting at-risk children and families, but we should not exclude any child who needs services.

The road to adulthood has become increasingly hazardous in our society, and many families have broken apart. We must strengthen and preserve families. In particular, we must help families provide their children with the support that young people need to become productive and law abiding citizens.

If we are serious about combating crime, we must start early to ensure the healthy development of our children. We know that the early years of life are highly significant in a child's development. It is during that period that children learn empathy from caring adults with whom they have secure attachments and develop a sense of trust derived from parental responsiveness and loving attention.

Therefore, it is critical to:

- Offer parents the tools they need to nurture their children effectively, through parent training classes and home visitation programs, including parents of offenders and juvenile offenders who are teen parents.
- Enable children to enter kindergarten ready for school with a chance to succeed, through programs such as Head Start and HIPYPY (Home Instruction Program for Preschool Youngsters).
- Keep students in school, where they can acquire the tools to become self-sufficient through truancy and dropout prevention and intervention programs.
- Give youth a positive alternative to being out on the street and the violence this encourages through after-school activities and conflict resolution programs.
- Provide youth with positive role models through mentoring programs.

There are clear correlations between child abuse and neglect and increased delinquency and violence. A National Institute of Justice study on the cycle of violence reports that childhood abuse and neglect increase the likelihood of arrest as a juvenile and as an adult. The direct connection between violence and child neglect is striking: 12.5 percent of neglected children and 15.8 percent of physically abused children will be arrested for a violent offense by the age of 25. An ongoing OJJDP study on the causes and correlates of delinquency found that adolescents from families in which two or more forms of violence are present (e.g. child and spouse abuse) are almost twice as likely to report committing violent offenses as their peers from nonviolent families.

Thousands of alleged incidents of child abuse and neglect are reported to authorities every day. These reports must be handled within systems that are ill-equipped to properly investigate cases, report adequately to the court, or provide effective protective supervision, appropriate foster care, or timely permanent placement. As a result, children may be harmed by the very systems designed to protect them. The juvenile justice system's inability to properly deal with the deluge of abuse and neglect cases is devastating families.

In addition to manageable caseloads, child protective service workers, investigators, police officers, and others responsible for protecting children need expert training in child development and investigative techniques. This will enable them to gather the information needed to make legal determinations while displaying sensitivity to the child and the family. To effectively manage their cases, court counselors must have sufficient time to get the critical details needed to make appropriate recommendations regarding such matters as placement and future court action. Social workers must have adequate time to work with families, ensure compliance with court orders, and, above all, ensure the safety of children. Monitoring a child's status in foster care and minimizing the trauma of out-of-home placement is a time consuming responsibility. Judges need the time to thoughtfully and thoroughly deliberate in order to render informed decisions that are in the best interests of the child, justice and society. Finally, necessary resources to meet the treatment needs of the child and the family must be available in the community.

The juvenile justice system must also be strengthened if we are to reduce delinquency and juvenile violence.

There must be a full range of graduated sanctions designed to meet the needs of each juvenile in the juvenile justice system. We have learned that immediate intervention programs, based on a proper assessment, are a critical need the first time a juvenile commits an offense. A variety of innovative early intervention programs for first-time, nonviolent offenders have been implemented successfully. They include neighborhood resource teams, informal probation, peer mediation, community service, victim awareness programs, restitution, day treatment, alternative education, and outpatient alcohol and drug abuse treatment. These types of programs need to be replicated across America.

We must ensure that appropriate sanctions are available for more serious offenders and for offenders who have failed to benefit from the early interventions described above. Such sanctions include drug testing, weekend detention, intensive supervision for probationers, inpatient drug and alcohol abuse treatment, electronic monitoring, community-based residential programs and boot camps.

Secure facilities are needed for serious, violent, and chronic offenders who require a structured treatment environment or who threaten community safety. If a review of the nature of the offense, the offender's amenability to treatment, and the offender's record indicate that the juvenile justice system cannot provide appropriate services and adequately protect the community, the prosecution of such offenders in the criminal courts is both appropriate and necessary.

Finally, aftercare, or "community care," must be more than an afterthought. Such services must be an integral aspect of all dispositions involving residential placement and include the active involvement of the child's family. It makes little sense to intervene in a significant way in children's lives only to send those children back into the same environment without a support system for the family and child. OJJDP's intensive aftercare program is developing both the programmatic and policy underpinnings for enhancing our efforts in this vital area.

Existing research points to the efficacy of a community-wide, comprehensive, multi-dimensional approach. This approach should include family support, prevention programs, immediate and intermediate sanctions, small secure facilities for the most serious offenders, and sound re-entry and aftercare services. As a result of research and evaluation, we can now

point to a variety of program models proven to reduce delinquency and control youth violence. In these times of limited resources, program development should be predicated on this knowledge and innovative demonstration programs should be evaluated to measure their impact. Information, technical assistance, and training on the most promising programs should be provided as quickly and broadly as possible.

Protecting our communities and protecting our children: this two-part strategy lies at the heart of OJJDP's leadership of the Nation's efforts to prevent and combat delinquency and of the programs proposed in this plan. Community-based, collaborative efforts that involve comprehensive strategies aimed at reducing delinquency and youth violence will be critical to our success. Federal departments whose programs affect youth must work in an interdisciplinary manner, adopting this approach. With the tools now at hand—including enhanced community-oriented policing, delinquency prevention and intervention programs, and new correctional programs and facilities—we have an opportunity to build prevention and intervention strategies that can be implemented to reduce juvenile delinquency and violence across America.

OJJDP's Comprehensive Response

The Justice Department has called for an unprecedented national commitment of public and private resources to reverse the rising trend of juvenile violence and victimization. OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, which outlines the two principal components of prevention and intervention, is the centerpiece of this call for action.

The prevention component of the Strategy calls for establishing community-based planning teams and collaborative efforts between the juvenile justice system and other service systems, including mental health, health, child welfare, and education. To be effective, delinquency prevention programs should be based on a risk-focused approach in which communities systematically assess their delinquency problem in relation to known risk factors and implement programs to counteract them.

A key strategy to counter risk factors for delinquency in young people's lives is to enhance protective factors that fall into three basic categories: (1) Individual characteristics (having a resilient temperament or a positive orientation), (2) bonding (positive relationships with adult role models),

and (3) healthy beliefs and clear standards.

The intervention component of the Comprehensive Strategy is based on a model for the treatment and rehabilitation of delinquent offenders that combines accountability and sanctions with increasingly intensive treatment and rehabilitation. Families must be integrated into treatment and rehabilitative efforts at each stage of this continuum. Aftercare must be a formal component of all residential placements, actively involving the family and the community in supporting and reintegrating the juvenile into the community.

The intervention component also calls for a range of graduated sanctions to provide both immediate interventions and intermediate sanctions, including extensive use of nonresidential community-based programs. Many serious, violent, and chronic offenders will require the use of secure detention to protect the community and provide a structured treatment environment.

To expand implementation of the Comprehensive Strategy, OJJDP will fund several key initiatives in fiscal year 1995 designed to assist both urban and rural communities to address youth violence.

The National Council on Crime and Delinquency and Developmental Research and Programs have identified the most effective, promising programs for use in implementing the Comprehensive Strategy. Reports will be published on:

- ☐ Effective prevention strategies from birth to age six.
- ☐ Selected prevention strategies for early childhood and adolescence.
- ☐ Effective and promising graduated sanctions programs for serious, violent, and chronic juvenile offenders.
- ☐ Use of risk assessment and classification instruments.

These reports will be combined with an operations manual, which communities can use as a blueprint to assess their efforts in the areas of prevention and graduated sanctions to design and implement improvements that respond to community-identified needs.

Extensive efforts to coordinate and develop solutions to youth violence are ongoing at the Federal level. For example, a national conference, Solving Youth Violence: Partnerships that Work, was held in 1994. OJJDP is providing extensive technical assistance and training to four pilot jurisdictions in an interdepartmental initiative called Project PACT (Pulling America's Communities Together). The Denver metropolitan area, the District of

Columbia, the Atlanta metropolitan area, and the State of Nebraska are developing coordinated solutions to violence. Key officials and community leaders are being trained and assisted in assessing the local adult and juvenile violence problem and mobilizing their justice system responses and resources to develop system-wide solutions. Staff are being trained in establishing effective delinquency prevention programs using a risk-focused strategy and in intervention efforts employing a range of graduated sanctions for juveniles in the juvenile justice system.

OJJDP is participating in a collaborative effort with the Bureau of Justice Assistance called the Comprehensive Communities Program, in which cities or counties faced with high rates of drug-related crime and violence are developing a comprehensive strategy for crime- and drug-control that requires law enforcement and other government agencies to work in partnership with the community to address these problems by focusing on the environment that fosters them.

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Overview

OJJDP was established by the Juvenile Justice and Delinquency Prevention Act of 1974 (Pub. L. 93-415), as amended, to provide a comprehensive, coordinated approach to prevent and control juvenile crime and improve the juvenile justice system. Under Title II, OJJDP administers the State Formula Grants and State Challenge programs in 56 States and territories, funds more than 100 national, State and local projects through its Special Emphasis Discretionary Grant Program and its National Institute for Juvenile Justice and Delinquency Prevention, and funds projects under both Part D (Gangs) and Part G (Mentoring) programs.

OJJDP serves as the staff agency for the Coordinating Council on Juvenile Justice and Delinquency Prevention, coordinates the Concentration of Federal Efforts Program, and all Federal activities related to juvenile justice and delinquency prevention, and administers the Title IV Missing and Exploited Children's Program, the Title V Prevention Incentive Grants Program, and programs under the Victims of Child Abuse Act of 1990, as amended (42 U.S.C. 13001 *et seq.*).

1992 JJDP Act Amendments

The Juvenile Justice and Delinquency Prevention Amendments of 1992 (Public Law 92-586) expanded the role of OJJDP in Federal efforts to prevent and treat juvenile delinquency and improve the juvenile justice system by including

three new priorities: strengthening the families of delinquents; improving State and local administration of justice and services to juveniles; and assisting States and local communities in preventing youth from entering the justice system. The Amendments encourage coordination of services, interagency cooperation, and parental involvement in treatment and services for juveniles. Seven new studies were mandated. The Comptroller General is in the process of completing five of these studies: (1) Juveniles waived, certified, or transferred to adult court, (2) Admissions of juveniles with behavior disorders to private psychiatric hospitals, (3) Gender bias in State juvenile justice systems, (4) Native American pass-through under the Formula Grants Program, and (5) Access to counsel in juvenile court proceedings. OJJDP is conducting the other two studies: one on the incidence, nature, and causes of violence committed by or against juveniles in urban and rural areas, and a second on the extent and characteristics of juvenile hate crimes.

The JJDP Act Amendments of 1992 authorized OJJDP to administer several new grant programs.

Part E, State Challenge Activities, authorizes grants to States participating in the Part B Formula Grants Program that provide up to 10 percent of a State's Formula Grants Program allocation for each of 10 challenge activities in which the State participates.

Part F, Treatment for Juvenile Offenders Who are Victims of Child Abuse or Neglect, authorizes grants to public and nonprofit private organizations for treatment of juvenile offenders who are victims of child abuse or neglect, transitional services, and related research.

Part G, Mentoring, authorizes three-year grants to local education agencies, or to private nonprofit or organizations working in partnership with such agencies, for mentoring programs designed to link at-risk youth with responsible adults to discourage youth involvement in criminal and violent activity.

Part H, Boot Camps, authorizes grants to establish up to 10 military-style boot camps for delinquent juveniles.

Title V, Incentive Grants for Local Delinquency Prevention Programs, authorizes grants to local governments for a broad range of delinquency prevention activities targeting youth who have had contact with, or are at-risk of contact with, the juvenile justice system.

In fiscal year 1995, funds were appropriated for three of the five programs cited above: Part G, Mentoring (\$4 million), Title V, Prevention Grants (\$20 million), and Part E, State Challenge Activities (\$10 million). These programs are not included in this Plan (except for \$1 million of Part G and \$1 million of Title V funds committed to the SafeFutures Program), nor are programs authorized and funded under the Title IV Missing Children's Assistance Act and the Victims of Child Abuse Act of 1990, as amended.

Fiscal Year 1995 Program Planning Activities

The OJJDP program planning process for fiscal year 1995 has been coordinated with the Assistant Attorney General, Office of Justice Programs (OJP), and the four other OJP Program Bureaus: The Bureau of Justice Assistance (BJA); the Bureau of Justice Statistics (BJS); the National Institute of Justice (NIJ); and the Office for Victims of Crime (OVC). OJJDP's program planning process involved the following steps:

- 1. Internal review of existing programs by OJJDP staff.
- 2. Internal review of proposed programs by OJP bureaus and selected Department of Justice components.
- 3. Review of information and data from OJJDP grantees and contractors.
- 4. Review of information contained in State comprehensive plans.
- 5. Review of comments by youth services providers, juvenile justice practitioners, and researchers.
- 6. Consideration of suggestions made by juvenile justice policy makers concerning State and local needs.
- 7. Consideration of all comments received during the period of public comment on the Proposed Comprehensive Plan.

An example of the intra-agency coordination between OJP Program Bureaus involves OJJDP and Bureau of Justice Assistance (BJA) gang initiatives. Although these programs are being implemented in a similar manner, the two initiatives are different in their theoretical approach and program targets.

BJA's fiscal year 1995 Comprehensive Gang Initiative is based on a prototype developed through a grant to the Police Executive Research Forum in 1992. The prototype emphasizes prevention, intervention, and suppression and encompasses strategies which bring together cooperative and coordinated efforts of the police, other criminal justice agencies, human service providers, and community programs. This initiative is primarily designed

focus on older teens and adults. In fiscal year 1995, this program is featured in BJA's Comprehensive Communities program.

OJJDP's fiscal year 1995 Gang-Free Schools and Communities Program is based on a prevention-based community mobilization model derived from the research of Dr. Irving Spergel and colleagues. This model specifically focuses on juveniles and young adults under age 22. This fiscal year, the program has a specific focus on gang-free schools and public or federally subsidized housing. Another differentiating factor is that OJJDP's fiscal year 1995 initiative will be concentrated within the overarching SafeFutures demonstration program, as part of the comprehensive continuum of care that the program is designed to establish.

Discretionary Program Activities

Discretionary Grant Continuation Policy

OJJDP has listed on the following pages continuation projects currently funded in whole or in part with Part C and Part D funds and eligible for funding in fiscal year 1995, either within an existing project period or through an extension for an additional project period. A grantee's eligibility for continued funding for an additional budget period within an existing project period depends on the grantee's compliance with funding eligibility requirements and achievement of the prior year's objectives.

Consideration for continuation funding for an additional project period for previously funded discretionary grant programs is based upon several factors, including:

- The extent to which the project responds to the applicable requirements of the JJDP Act.
- Responsiveness to OJJDP and Department of Justice fiscal year 1995 program priorities.
- Compliance with performance requirements of prior grant years.
- Compliance with fiscal and regulatory requirements.
- Compliance with any special conditions of the award.
- Availability of funds (based on program priority determinations).

In accordance with section 262 (d)(1)(B), 42 U.S.C. 5665a, the competitive process for the award of Part C funds shall not be required if the Administrator makes a written determination waiving the competitive process:

1. With respect to programs to be carried out in areas in which the President declares under the Robert T.

Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 *et seq.*) that a major disaster or emergency exists, or

2. With respect to a particular program described in part C that is uniquely qualified.

In implementing the fiscal year 1995 Program Plan, OJJDP will continue the process of developing, testing, and demonstrating both the prevention efforts and the graduated sanctions concept throughout its programs, such as in SafeFutures: Partnerships to Reduce Youth Violence and Delinquency, while also prioritizing support for applicants that reflect the coordinated, interdisciplinary approaches found in Weed and Seed sites and Empowerment Zones and Enterprise Communities. This support will be provided through:

- New competitive programs to be funded at the State or local level and new programs that provide funds to national organizations to provide services at the State and local level.

Continuation awards, under which OJJDP will negotiate with grantees and task contractors to identify and ensure the provision of site specific technical assistance, training, information, and direct program services to Weed and Seed sites, Empowerment Zones and Enterprise Communities, and jurisdictions adopting a continuum of care program approach.

OJJDP Funding Policy

OJJDP focuses its assistance on the development and implementation of programs with the greatest potential for reducing juvenile delinquency and crime and that create and strengthen partnerships with State and local organizations. To that end, OJJDP has defined four programmatic themes that constitute the major elements of a sound policy for juvenile justice and delinquency prevention:

- Strengthening the Juvenile Justice System.
- Public Safety and Law Enforcement.
- Juvenile Delinquency Prevention and Intervention.
- Missing, Exploited and Abused Children.

OJJDP will also fund a new overarching demonstration program, SafeFutures: Partnerships To Reduce Youth Violence and Delinquency, which builds on the knowledge accumulated over 30 years of juvenile justice research. This overarching program builds upon broad-based community planning and support from all sectors and systems to provide a continuum of programs that focus on

ameliorating known community risk factors. It stresses addressing the problems of youth along a continuum of prevention and intervention activities, from those aimed at the at-risk child to the serious and violent juvenile offender. Other overarching programs, both new and continuation, that cross programmatic themes will also receive OJJDP funding under this Plan.

Application and Further Information

Program inquiries are to be addressed to the attention of the OJJDP staff contact person identified in the FY 1995 Competitive Discretionary Program Announcements and Application Kit. For general information, contact Marilyn Silver, Management Analyst, Information Dissemination Unit, (202) 307-0751. This is not a toll-free number. Due dates for all competitive programs are contained in the FY 1995 Competitive Discretionary Program Announcements and Application Kit. Please call the Juvenile Justice Clearinghouse, toll-free, 24 hours a day, (800) 638-8736 to obtain a copy.

Applications are invited from eligible public and private agencies, organizations, institutions, individuals, or combinations thereof. Eligibility differs from program to program. Please consult the FY 1995 Competitive Discretionary Program Announcements and Application Kit for individual competitive program announcements and specific eligibility requirements. Where eligible for an assistance award, private for profit organizations must agree to waive any profit or fee. Joint applications by two or more eligible applicants are welcome, as long as one organization is designated as the primary applicant and the other(s) as co-applicant(s). Applicants must demonstrate that they have experience in the design and implementation of the type of program or program activity for which they are an applicant.

Strengthening of the Juvenile Justice System

All parts of the juvenile justice system are straining under the burden of increasing numbers of juvenile offenders. In 1992, the juvenile-arrest rate was the highest in 20 years. Between 1982 and 1992, juvenile courts saw a 26% increase in the number of delinquency cases. In 1990, a congressionally mandated study identified several areas in which problems in secure juvenile facilities are substantial and widespread, most notably living space (crowding), health care, security, and control of suicidal behavior. OJJDP is continuing to fund

several programs that aggressively address these issues.

The limited resources of the juvenile justice system must continue to target the most difficult and intractable problems of juvenile crime. Strengthening the system requires support of all parts of the justice system, including law enforcement, prosecutors and the courts, as well as detention and corrections, including alternative residential placements and aftercare. A sound policy includes the assessment of each offender's needs and risks to the community, and concentrates the more formal, expensive, and restrictive options of the juvenile justice system in two areas:

☐ Youth behavior that is most serious and least amenable to preventive measures and community responses.

☐ Problems of youth and their families that exceed community resources and require more stringent legal resolution. This approach should promote accountability on the part of individual juvenile offenders to their victims.

Public Safety and Law Enforcement

The epidemic of youth violence is striking fear in communities across the Nation. While violent crime statistics are generally down, violent criminal activity is increasing among the young. Juvenile arrests for violent crime increased 57% between 1983 and 1992. The nearly 54,200 juvenile weapons arrests in 1992 accounted for nearly 1 of 4 weapons arrests. Violent youth gangs, often associated with large urban areas, are emerging in smaller cities.

While ultimately the reduction in youth violence depends on overcoming or changing those societal factors that propel troubled youth toward violent behavior, immediate public safety issues require the justice system to incapacitate the small number of serious, violent and chronic offenders responsible for the majority of juvenile violence. However, a sound policy for combating juvenile crime must not indiscriminately treat children as small versions of adults. Law enforcement training on how to deal with juvenile offenders and victims and how to address the problems of youth gangs and the increasing use of guns by juveniles is an integral part of a comprehensive response to the escalating violence.

Delinquency Prevention and Intervention

By the year 2005, the total population of youths from 15 to 19 years old will grow by an estimated 23 percent. Research has shown that the peak age of

arrest for serious violent crime is 18 years. It has also shown that we must focus on addressing the root causes of delinquency as well as the symptoms. OJJDP programs encourage a risk-focused approach based on public health and social development models.

Communities cannot afford to place responsibility for juvenile crime entirely on the juvenile justice system. We must maximize the use of a community's less formal, less expensive, and less alienating responses to youthful misbehavior, while at the same time maintaining the safety of the public. The science of prevention has taught us that a sound policy for juvenile delinquency prevention must strengthen the most powerful contributing factor to good behavior: A productive place for young people in a law-abiding society. This type of preventive measure can operate on a large scale, providing gains in youth development while reducing juvenile delinquency.

Missing, Exploited and Abused Children

The Missing Children's Assistance Act of 1984 (42 U.S.C. 5771-5780, Title IV of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended) established OJJDP as the lead federal agency in matters pertaining to missing and exploited children. The fiscal year 1995 Competitive Discretionary Grant Programs for Title IV Missing and Exploited Children's Program and Application Kit Notice was published in the Federal Register on January 5, 1995.

Fiscal Year 1995 Programs

Brief summaries of each of OJJDP's new and continuation programs for fiscal year 1995 are provided below. The programs are organized according to the four areas that constitute the major elements of OJJDP's comprehensive approach to preventing juvenile justice and improving public safety.

A number of programs have been identified for funding by Congress with regard to the grantees(s), the amount of funds, or both. Such programs are indicated by an asterisk (*). The 1995 Appropriations Act Conference Report for the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies Programs identified 13 programs for OJJDP to examine and fund if warranted. Three of the programs are included in this Plan for continuation funding. Nine of the remaining ten have been reviewed and will receive consideration for funding in fiscal year 1995 at the levels indicated in the Final Plan.

OJJDP's new overarching demonstration program, SafeFutures:

Partnerships to Reduce Youth Violence and Delinquency Program, is presented first since it addresses the major elements that must be present in an effective strategy to prevent and control delinquency and provide the juvenile justice system with the program resources needed to do its job effectively. This new program focuses on a variety of services and funding resources. Other overarching programs are then presented, followed by programs that seek to strengthen juvenile justice, enhance public safety and law enforcement, prevent delinquency, and address the problem of missing, exploited and abused children.

Fiscal Year 1995 Program Listing Overarching Programs

New Programs

SafeFutures: Partnerships to Reduce Youth Violence and Delinquency—\$7,200,000

Information and Statistics Projects—525,000

OJJDP Management Evaluation Contract—360,000

Technical Assistance For State Legislatures—262,500

Contra Costa County, California: Continuum of Care Program*—247,000

Evaluation of SafeFutures: Partnership to Reduce Youth Violence and Delinquency Program—150,000

Overarching Programs

Continuation Programs

Juvenile Justice Clearinghouse—\$1,031,167

Coalition for Juvenile Justice*—700,000

OJJDP Technical Assistance Support Contract: Juvenile Justice Resource Center—650,000

National Juvenile Court Data Archive*—611,000

Juvenile Justice Statistics and Systems Development—550,000

Insular Area Support*—511,000

Development of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders—500,058

Research Program on Juveniles Taken Into Custody-NCCD—450,000

Children in Custody-Census—450,000

Contract for the Evaluation of OJJDP Programs—290,000

Pulling America's Communities Together (PACT) Program Development—261,000

Juveniles Taken Into Custody (JTIC): Interagency Agreement—200,000

Juvenile Justice Data Resources—25,

Strengthening Juvenile Justice**New Programs**

- Mental Health in the Juvenile Justice System—\$750,000
Bethesda Day Treatment Center—320,000
Interventions to Reduce Disproportionate Minority Confinement in Secure Detention and Correctional Facilities (The Deborah M. Wysinger Memorial Program)—300,000
The Juvenile Justice Prosecution Center—300,000
Technical Assistance to Juvenile Corrections and Detention (The James E. Gould Memorial Program)—200,000

Strengthening Juvenile Justice**Continuation Programs**

- Serious, Violent, and Chronic Juvenile Offender Treatment Program—\$1,500,000
Juvenile Court Training—1,074,000
Intensive Community-Based Aftercare Demonstration and Technical Assistance Program—620,000
Native American Alternative Community-Based Program—600,000
Training for Juvenile Corrections and Detention Staff—500,000
Technical Assistance to the Juvenile Courts—389,943
Due Process Advocacy Program Development—250,000
Improvement in Correctional Education for Juvenile Offenders—250,000
Robeson County, North Carolina—202,645
P.A.C.E., Center for Girls, Inc.—150,000
Juvenile Restitution: Balanced Approach—100,000
Evaluation of Intensive Community-Based Aftercare Demonstration and Technical Assistance Program—80,000
Douglas County, Nebraska—67,055
Professional Development for Youth Workers—50,000
Lackawanna County, Pennsylvania—50,000

Public Safety and Law Enforcement**New Programs**

- Gangs and Delinquency Research—\$500,000
Field-Initiated Gang Research Program—300,000
Juvenile Transfers to Criminal Court Studies—275,000
Innovative Firearms Program—250,000
Gangs, Groups, Individuals, and Violence Intervention—250,000
Youth Handgun Study/Model Juvenile Handgun Legislation—202,838

Public Safety and Law Enforcement**Continuation Programs**

- Law Enforcement Training and Technical Assistance Program—\$1,504,924
Comprehensive Communities Program—Comprehensive Gang Initiative—799,345
Targeted Outreach with a Gang Prevention and Intervention Component (Boys and Girls Clubs)—600,000
Comprehensive Gang Initiative—600,000
Violence Studies—500,000
Violence Study—Causes and Correlates—300,000
Child Centered Community-Oriented Policing—300,000
National School Safety Center—250,000
Enhancing Enforcement Strategies for Juvenile Impaired Driving Due to Alcohol and Other Drug Use—150,000
Training in Cultural Differences for Law Enforcement/Juvenile Justice Officials—100,000

Delinquency Prevention**New Programs**

- Community-Based Gang Intervention—\$2,000,000
Family Strengthening and Support—Including Non-English Speaking—1,000,000
Comprehensive Community-Based Services for At-Risk Girls and Adjudicated Juvenile Female Offenders—600,000
Innovative Approaches in Law-Related Education—600,000
Training in Risk-Focused Prevention Strategies—500,000
Pathways to Success—450,000
Truancy—400,000
North Omaha B.E.A.R.S. (Building Esteem and Responsibility Systematically) Program—300,000
Training and Technical Assistance for Family-Strengthening Services—250,000
Youth-Centered Conflict Resolution—200,000
ASAP: Athlete Student Achievement Pact—150,000
Project Mister/Project Sister—146,500
Facing History and Ourselves—100,000
La Nueva Vida—64,000
Henry Ford Health System—58,000
Anti-Crime Youth Council—50,000
- Delinquency Prevention**
- Continuation Programs**
- Law-Related Education (LRE)—\$2,800,000
Teens, Crime, and Community: Teens in Action in the 90s—1,000,000

- Satellite Prep School Program and Early Elementary School for Privatized Public Housing—720,000
Children at Risk—350,000
Nonviolent Dispute Resolution—300,000
The Congress of National Black Churches: National Anti-Drug Abuse Program—250,000
"Just Say No" International—250,000
Jackie Robinson Center (JRC)—250,000
Cities in Schools—Federal Interagency Partnership—200,000
Hate Crimes—200,000
Community Anti-Drug Abuse Technical Assistance Voucher Project—200,000
Race Against Drugs—150,000

Missing, Exploited and Abused Children**New Programs**

- Lowcountry Children's Center, Inc.—\$250,000
KidsPeace—140,000
Multipurpose Educational Curriculum for Young Victims—75,000

Missing, Exploited and Abused Children**Continuation Programs**

- Parents Anonymous, Inc.—\$250,000
Permanent Families for Abused and Neglected Children—225,000
Children as Witnesses to Community Violence—170,658

Overarching Programs**New Programs**

- SafeFutures: Partnerships to Reduce Youth Violence and Delinquency—\$7,200,000

Background

The SafeFutures: Partnerships to Reduce Youth Violence and Delinquency Program rests on two important premises: The first is that public safety can be improved by providing prevention, intervention and treatment services to all at-risk youth. These three elements constitute a continuum of care that should be directed at youth throughout their development. The second premise is that the strategy for implementing this continuum of care lies with a comprehensive, customer-focused approach in which there is broad collaboration between all service agencies, all levels of government, and the public and private sectors. Availability of services, community responsiveness, and partnerships leading to increased public safety constitute the heart of the SafeFutures Program.

Many communities throughout the country have been engaged in reform efforts to develop a comprehensive, community-based service delivery

system for disadvantaged children. OJJDP's Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders presents a similar approach. Under this strategy, a broad-based community planning board systematically assesses the risk factors present in the environment that are best known to foster delinquent behavior in children. The community then develops a strategy to address identified risk factors for delinquency and increase protective factors that promote healthy and productive behavior. In addition, the board develops a full range of graduated sanctions, beginning with immediate interventions, that are designed to hold juvenile delinquents accountable to the victim and the community, ensure community security and provide a continuum of services that responds appropriately to the needs of each juvenile offender.

SafeFutures builds on and expands the model presented in the Comprehensive Strategy. Five sites will be selected: Three urban, one rural, and one Native American site. Each must have completed risk assessments and developed a comprehensive delinquency prevention, intervention and treatment plan prior to application to the SafeFutures program. At least one of the sites will be an Empowerment Zone or Enterprise community. Each must have established a multi-disciplinary community team to oversee implementation efforts. Finally, each site must have forged partnerships between government, local businesses and civic organizations, and leveraged resources from a variety of sources. The Native American site must have a Tribal Court.

SafeFutures is geared toward communities who have made significant progress in reforming their systems and implementing a strategy to reduce youth violence and juvenile delinquency. It will provide them with additional resources to expand existing efforts and fill in the gaps in service each has identified.

Program Goals

Specifically, SafeFutures will assist communities to:

1. Control and prevent juvenile violence and delinquency by—
 - a. Reducing risk factors and increasing protective factors
 - b. Developing a full range of graduated sanctions, beginning with intermediate interventions that are designed to hold delinquents accountable to the victim and ensure community safety

c. Providing a continuum of services for all youth, with appropriate treatment for juvenile offenders

2. Develop a more efficient and effective service delivery system for at-risk youth and their families, capable of meeting their needs at any point of entry into the system.

3. Build the capacity to institutionalize and sustain coordinated efforts through streamlining the service delivery system, and expanding, and diversifying its sources of funding.

4. Determine what outcomes have been achieved and whether a comprehensive strategy involving a concentration of effort and resources is successful at preventing and controlling juvenile delinquency.

Many communities have begun this process on their own, while others throughout the country have received support for these planning and implementation activities through OJJDP's Title V Prevention Program and programs designed to intervene with delinquent juveniles. Failure to previously participate under Title V, however, does not preclude selection as a SafeFutures applicant as long as the requirements described in the next section are met.

OJJDP will provide each site with up to \$1.44 million the first year, with subsequent funding anticipated for four additional years. This amount includes not only OJJDP program dollars, but other federal sources of support which OJJDP has leveraged. In addition, OJJDP will offer all sites a comprehensive technical assistance package.

Grant Programs

Units of general local government or combinations thereof are eligible to apply. Successful applicants must demonstrate the capacity to establish and sustain a continuum of care for the jurisdiction's at-risk and delinquent youth and their families. If the size or makeup of the applicant's local unit(s) does not make jurisdiction-wide services practical or desirable, the applicant may request resources for an identified local area(s) or neighborhood.

The applicant must provide evidence of the following:

- The presence of risk factors for delinquency in the target area such as high rates of crime, poverty, teenage pregnancy, child abuse and neglect, dysfunctional or single parent families, school drop-outs, unemployment or other risk factors the community identifies;
 - An established planning board in existence, with balanced representation of public and private agencies,

community organizations and residents, including youth representation;

- Completion of a needs and resources assessment;
- A comprehensive delinquency prevention, intervention, and graduated sanction plan for their jurisdiction;
- Federal, State, local and private partnerships, and a commitment to leverage additional resources and coordinate the necessary systemic changes to both the juvenile justice and social services system of care.

In addition to providing overall administrative support for the coordination and implementation activities, SafeFutures provides specific support for ten program components. The applicant's proposal must demonstrate how each of the components described below will be implemented, its relationship to others within the continuum of care, and its impact upon at-risk youth and their families. Applicants that can demonstrate that they have adequately addressed, with their own resources, specific program components funded with Part C monies, will have the flexibility to use those designated funds (with the exception of the Day Treatment component) for alternative delinquency prevention activities. Each of the components is grouped below according to major OJJDP goals. Each is described in greater detail under these same goal areas in the Fiscal Year 1995 Program Plan.

Strengthening the Juvenile Justice System and Law Enforcement

- Serious, Violent, and Chronic Juvenile Offender Accountability and Treatment Programs (Part C—\$500,000).
- Comprehensive Community-Based Services for At-Risk Girls and Adjudicated Female Juvenile Offenders (Part C—\$600,000).
- Day Treatment Services (Part C—\$150,000).
- Intensive Community-Based Aftercare Program (Part C—Technical Assistance).
- Community-Based Gang Intervention (Part D—\$2,000,000).
- Mental Health Services for At-Risk and Adjudicated Youth, including treatment services for juvenile sex offenders and victims of sexual abuse (Part C—\$750,000).

Providing Opportunities and Role Models for High-Risk Youth

- Youth Skills/Pathways to Success (Part C—\$200,000).
- Mentoring (Part G—\$1,000,000).

Breaking the Cycle of Violence Through Prevention

- Family Strengthening, including services for non-English speaking families (Part C—\$1,000,000).
- Delinquency Prevention Program (Title V—\$1,000,000).

Sites funded under this initiative will be eligible for program implementation, training, and technical assistance directly from OJJDP grantees and contractors. In addition, sites will receive training and technical assistance from:

Boys and Girls Clubs of America, to develop or enhance a Boys and Girls Club in the target area;

National Association of Service and Conservation Corps, to develop or enhance a Juvenile Youth Corps Program; and the

Home Builders Institute, to develop an apprenticeship program for high-risk youth in sites which have a local association of home builders.

In addition, the Departments of Health and Human Services (HHS), Housing and Urban Development (HUD), Education (DOE), and Labor (DOL), AmeriCorps, and the National Endowment for the Arts have agreed to participate in the SafeFutures Program by making available resources, technical assistance, and linkages to existing grant programs. OJJDP is also seeking other public and private partnerships to support substance abuse prevention, jobs skills development, individual youth assessment and evaluation activities by the SafeFutures sites.

Evaluation

Sites will be expected to demonstrate a strong capacity for data collection and analysis in order to support a requisite and stringent evaluation component addressing both process and outcome measures. Partnerships with academic institutions to enhance evaluation efforts are also encouraged.

Collaboration

Applicants are expected to demonstrate how they have linked their activities with other Federal, State, and local programs; national and community foundations; and private sector programs. Federal programs include: HUD's Empowerment Zones/Enterprise Communities and Hope Six; HHS's Family Preservation and Support Services; DOE's Safe and Drug Free Schools; DOL's Youth Fair Chance; and the Department of Justice's (DOJ) Operation Weed and Seed, PACT, Community Oriented Policing Services, Boot Camps, Drug Courts, Comprehensive Communities programs;

and the U.S. Attorneys' anti-violence strategies.

Application Process

OJJDP will utilize a two stage process to select grantees. All applicants will first submit concept papers. Jurisdictions will be required to document existing legislation, executive orders, memoranda of understanding, and other formal commitments of bona fide partnerships. Preference will given to jurisdictions that demonstrate linkages with other Federal, State and local programs as well as the ability to secure additional financial and programmatic resources. Those best demonstrating an ability to qualify for funding will then be invited to submit full applications.

Prospective applicants should obtain a copy of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders and the forthcoming Implementation Guide for the Comprehensive Strategy. The Guide identifies promising programs, suggests effective community assessment tools and in general offers guidance to communities implementing a continuum of care model. Copies of the Guide will be available from OJJDP in May 1995.

OJJDP plans to conduct several workshops to answer questions about SafeFutures requirements prior to the concept paper submission date. To obtain more information regarding these workshops, please contact the Juvenile Justice Clearinghouse.

Information and Statistics Projects—\$525,000

OJJDP recently conducted an independent review of its Information and Statistics Program to help the Office develop a 5-year plan for information and data collection. As a result of this review, \$525,000 will be allocated to the following new projects: National Juvenile Statistics Analysis Center; National Indicators of Risk and Protective Factors; Juveniles in the Criminal Justice System; National Program Directory; and Integrated Juvenile Justice, Mental Health, and Child Welfare Data Collection.

National Juvenile Statistics Analysis Center—(\$200,000)

OJJDP is considering the establishment of a center devoted to collecting and analyzing statistics generated by OJJDP programs, State agencies, academic research, and other Federal agencies and programs. This National Juvenile Statistics Analysis Center would focus on two principal activities: (1) Retrieving Federal, State

and local research and data, and (2) providing quick analyses to inform Federal, State, and local policy and program decisions. The impetus for the Center comes from the recognition that many States are collecting data and performing statistical analyses of their delinquency and juvenile justice systems and that other jurisdictions can benefit greatly from access to this information. The Center would function as a collection point for this research. With an increased national emphasis on juvenile justice issues, there is more need for specific and quick analyses of particular issues. The Center would provide such analyses on a wide range of subjects.

Other statistical activities identified as important include:

- Analyzing demographic, delinquency, and violence trends, including surveys of delinquency and related youth problems, Uniform Crime -Report data, and victimization surveys.
- Analyzing violent behavior trends and patterns, particularly assaults and robberies, to increase our understanding of these phenomena.
- Maintaining national data sets on juvenile justice system handling of juveniles. State studies of disproportionate minority confinement and gender bias being conducted pursuant to the JJDP Act would be of particular interest.
- Retrieving statewide data sets for analysis and cultivating State resources for information and statistics.
- Maintaining data sets produced under major studies of delinquency and related juvenile problems.
- Distributing the results of statistical analyses conducted by others at the State and local level.

Once OJJDP determines the specific nature of this project, a subsequent announcement will be made.

National Indicators of Delinquency, Risk and Protective Factors—(\$225,000)

Widespread adoption of the public health model has stimulated interest in viewing juvenile delinquency and other problem behaviors in terms of risk and protective factors. At the same time, interest in developing social indicators of delinquency has grown. Because of these two developments, the collection and analysis of national indicators of risk and protective factors will be explored. State and community level baselines would enable measurement of the impact of delinquency prevention programs on risk and protective factors. A national baseline, with annual comparisons, would permit forecasts of changes in delinquency and youth violence levels and trends.

Several projects have laid the foundation for national and state-by-state baselines: Kids Count, the National Youth Survey, OJJDP's Causes and Correlates Research Program, the Six State Communities that Care Pilot Program, and InfoNation. The key issue concerns the feasibility of nationwide establishment, at the State level, of reporting requirements necessary to generate comparable data.

OJJDP will explore the feasibility of establishing comparable measurements of risk and protective factors, and prevalence measures for delinquency and other problem behaviors, at the individual, community, State, and national levels. This effort will involve a wide range of expertise, including researchers, practitioners, and policymakers. OJJDP will examine the most direct and efficient manner of gathering these indicators. In particular, OJJDP will explore cooperation with other Federal agencies. Once the nature of this project has been finalized, OJJDP will make a subsequent announcement.

Juveniles in the Criminal Justice System

Policymakers and legislators seeking data on how juveniles get to criminal court and on rates of conviction and sentencing, treatment, and conditions of confinement have found that existing information is often inadequate to help them make decisions about legislation, policy, and program development.

OJJDP, in cooperation with the National Institute of Justice (NIJ) and the Bureau of Justice Statistics (BJS), seeks to identify and fill these data gaps by working collaboratively with interested State and local officials. Through OJJDP's Juvenile Justice Statistics and Systems Development Program, a series of meetings will be convened involving prosecutors, judges, corrections officials, State Statistical Analysis Centers, researchers, and staff from OJJDP, NIJ, and BJS. The purpose of the meetings will be to plan multi-jurisdictional studies of the transfer process and its outcomes. The project also will identify information needs to recommend for inclusion in the BJS National Survey of State Prosecutors.

A number of multi-agency planning teams will be invited to assist in the collaborative design of the studies by identifying core data elements and definitions for cross-jurisdictional collection and analysis. The design process will be informed by a literature review and the identification of existing studies and data sets for secondary analysis to fill immediate gaps. A detailed review of the Government Accounting Office's pending waiver study will inform the project as to the

feasibility of certain options. No funds will be awarded in fiscal year 1995.

National Program Directory—\$100,000

To further develop OJJDP's statistical capability, OJJDP will create a National Program Directory. This directory will contain the names and addresses of specific juvenile justice programs along with important identifying information and will include prosecutors, juvenile probation departments, juvenile court judges, mental health agencies, youth welfare agencies, and other executive branch juvenile justice agencies. OJJDP will use the directory as a sampling frame for future surveys.

An important feature of this project is a series of Quick Response Surveys (QRS). Each QRS addresses a specific problem and is directed to a specific group of respondents. The goal of each QRS will be to provide vital information quickly on emerging problems and issues. QRS' will be made possible through Census Bureau development of program and facility directories on juvenile courts, detention centers, and long-term State confinement facilities. These surveys will address such issues as: characteristics of assaultive behaviors, juveniles in police lock-ups, juvenile sex offenders, family issues, and overcrowding.

The initial phase of this project will focus on developing a directory structure, collecting core information, and developing a QRS strategy. These funds will be transferred to the Census Bureau through an interagency agreement.

Integrated Juvenile Justice, Mental Health and Child Welfare Data Collection

Recent research has documented the co-occurrence of delinquency, mental health problems, drug and alcohol abuse, and child abuse and neglect. However, linkage of client data from the juvenile justice system with data from the mental health and child welfare systems is not possible with current data collection mechanisms.

Information is needed on how the child welfare and mental health systems function as diversion programs and as providers of alternative incarceration for problem youth not served by the juvenile justice system. Ways of linking these data collection systems would be explored in order to: (1) Understand the interrelationships of the three systems, (2) develop models that coordinate the actions of the three systems, and (3) integrate them into a continuum of care.

OJJDP will support a planning effort to map out steps toward integrated juvenile justice, mental health, and

child welfare data collection. OJJDP will carry this work out in collaboration with other Federal agencies that have an interest in the objectives of this program, including the National Institute of Mental Health; the Center for Mental Health Services; the National Institute on Drug Abuse; the National Institute on Alcohol Abuse; the Administration on Children, Youth and Families; and the Social Security Administration. This project will also involve practitioners and researchers from the mental health, juvenile justice, and child welfare fields. OJJDP's Statistics and Systems Development Program will provide staff support for this planning activity, including conducting a literature review, identifying useful data sets for secondary analysis, and convening planning meetings. The results will include recommendations for future implementation steps.

OJJDP's current Statistics and System Development Program grantee, the National Center for Juvenile Justice, will conduct this program activity. No funds will be awarded in fiscal year 1995.

OJJDP Management Evaluation Contract—\$360,000

The purpose of this contract is to provide OJJDP with an expert resource capable of performing independent, management-oriented evaluations of selected OJJDP programs. Evaluations will determine the effectiveness and efficiency of either individual projects or groups of projects.

Evaluations could include demonstrations, tests, training, and technical assistance programs. Evaluations will be requested through work orders issued by OJJDP and carried out in accordance with work plans prepared by the contractor and approved by OJJDP. Each evaluation will be defined by OJJDP and costs, method, and timetable determined through negotiation between OJJDP and the contractor. The contract will be funded through a competitive award in fiscal year 1995.

Technical Assistance for State Legislatures—\$262,500

State legislatures are being pressed to respond to public fear of juvenile crime, and a loss of confidence in the capability of the juvenile justice system to respond effectively. For the most part, State legislatures have had insufficient information to properly address juvenile justice issues. Consequently, OJJDP will award a grant to the National Conference of State Legislatures to identify, analyze, and disseminate information to help State legislatures

make more informed decisions about legislation affecting the juvenile justice system. A complementary task will involve supporting increased communication between State legislators and State and local leaders who influence decisionmaking regarding juvenile justice issues. A \$262,500 grant will be awarded to the NCSL in fiscal year 1995. No additional applications will be solicited in fiscal year 1995.

**Contra Costa County, California:
Continuum of Care Program*—\$247,000**

The purpose of this program is to develop and implement a model continuum of care program for youth in the Juvenile Justice System. The model proposes three specific components: (1) Development of risk and needs assessment instruments that reflect law enforcement and juvenile justice consensus; (2) establishment of linkages and coordination among several major planning efforts; and (3) the implementation and coordination of existing programs.

Grant funds will be used to fund several positions charged with building the continuum of care infrastructure, improving coordination, and managing the implementation. This grant will also contribute funding to an Employment Aftercare Program for youth returning to the community from secure institutional confinement and will provide technical support for a community education effort, designed to build public awareness and involvement in the reform of the juvenile justice system and the provision of services.

Evaluation of SafeFutures: Partnerships to Reduce Youth Violence and Delinquency—\$150,000

OJJDP will fund five communities (three urban, one rural, and one Native American) under the SafeFutures: Partnerships to Reduce Youth Violence and Delinquency. SafeFutures will provide a range of coordinated services to meet the needs of at-risk youth and families and juveniles in the juvenile justice system. This Program will also serve to strengthen the juvenile justice system and develop the ongoing sustainability of service collaboration within the jurisdiction.

The evaluation of each of the five sites will be supported by this Program and will consist of both process and impact components. The process evaluation, to begin during the first year, will include an examination of planning procedures and the extent to which the sites' implementation is consistent with the principles of a continuum of care/ graduated sanctions model. The

evaluation process will identify the key factors responsible for successful implementation. It will also be important for the evaluation to identify substantial obstacles to successful implementation of the SafeFutures continuum model.

The selected evaluator will be responsible for developing a cross-site monograph that discusses Program implementation for use by other communities that want to develop and implement a community strategy to address serious, violent, and chronic delinquency.

The evaluator will develop a research design for the impact evaluation within the first year. Data collection for the impact evaluation would begin during the second year of the evaluation and will address the effects of the community's SafeFutures Program on the clients served. Furthermore, it will address the efficacy of the structure and operation of the SafeFutures model.

OJJDP will award a single cooperative agreement for up to \$150,000 for first-year funding of this multiyear evaluation program. Significant funding for the evaluation is anticipated in the second and subsequent years of this evaluation.

OVERARCHING PROGRAMS

Continuation Programs

**Juvenile Justice Clearinghouse—
\$1,031,167**

As part of the National Criminal Justice Reference Service (NCJRS), the Juvenile Justice Clearinghouse provides support to OJJDP in: (1) Collecting, synthesizing, and disseminating information to the public on all aspects of juvenile delinquency; (2) developing publications; and (3) preparing specialized responses to information requests from the public. The Clearinghouse maintains a toll-free number for information requests. It also reviews reports, data, and standards relating to the juvenile justice system in the United States and develops specialized resource products for the juvenile justice community.

The Clearinghouse serves as a center for acquiring and disseminating information on juvenile delinquency, including State and local juvenile delinquency prevention and treatment programs and plans; availability of resources; training and educational programs; statistics; and other pertinent data and information. It also serves as an information bank for the collection and synthesis of data and knowledge obtained from research and evaluation conducted by public and private agencies, institutions, or individuals

concerning all aspects of juvenile delinquency.

Recognizing the critical need to inform juvenile justice practitioners and other policymakers on promising program approaches, the Clearinghouse continually develops and recommends new strategies to communicate the research findings and program activities of OJJDP and the field to the practitioner community.

The entire NCJRS, of which the OJJDP-funded Juvenile Justice Clearinghouse is a part, is administered by the National Institute of Justice under a competitively awarded contract.

Coalition for Juvenile Justice—\$700,000

The Coalition for Juvenile Justice supports and facilitates the purposes and functions of each State's Juvenile Justice State Advisory Group (SAG). The Coalition, acting as a Federal advisory committee, reviews Federal policies and practices regarding juvenile justice and delinquency prevention, prepares and submits an annual report and recommendations to the President and Congress, and provides advice to the OJJDP Administrator. The coalition is also authorized to develop an information center for the SAGs and to conduct an annual conference to provide training for SAG members. The program will be implemented by the current grantee, the Coalition for Juvenile Justice. No additional applications will be solicited in fiscal year 1995.

**OJJDP Technical Assistance Support
Contract: Juvenile Justice Resource
Center—\$650,000**

This contract provides technical assistance and support to OJJDP, its grantees, and the Coordinating Council on Juvenile Justice and Delinquency Prevention in the areas of program development, evaluation, training, and research. Support of this program will be supplemented in fiscal year 1995.

**National Juvenile Court Data Archive*—
\$611,000**

The National Juvenile Court Data Archive collects, processes, analyzes, and disseminates automated data and published reports from the Nation's juvenile courts. The Archive's reports examine referrals, offenses, intake, and dispositions in addition to specialized topics such as minorities in juvenile courts and specific offense categories. The Archive also provides assistance to jurisdictions in analyzing their juvenile court data. In fiscal year 1995, the Archive will enhance the collection, reporting, and analysis of more detailed data on detention, dispositions, risk

factors, and treatment data using offender-based data sets from a sample of juvenile courts.

The program will be implemented by the current grantee, the National Center for Juvenile Justice. No additional applications will be solicited in fiscal year 1995.

Juvenile Justice Statistics and Systems Development—\$550,000

The purpose of the Juvenile Justice Statistics and Systems Development (SSD) Program is to improve Federal, State, and local juvenile justice statistics on juveniles as victims and offenders. The SSD Program helps OJJDP to formulate a comprehensive program for the collection, analysis and dissemination of national statistics on juveniles as victims and offenders, and to document the juvenile justice system's response. A major product to be completed will be a national report on juvenile offending and victimization. Work on this product will consist mainly of report production followup, including the completion of a detailed technical appendix and preparation of additional products for dissemination. The SSD program will focus on the following areas in fiscal year 1995: (1) juveniles in the criminal justice system; (2) development and testing of a training curriculum for improving information systems; (3) integration of juvenile justice, mental health, and child welfare data collection; and (4) improving information on juvenile detention.

The program will be implemented by the current grantee, the National Center for Juvenile Justice. No additional applications will be solicited in fiscal year 1995.

Insular Area Support*—\$511,000

The purpose of this program is to provide supplemental financial support to the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands (Palau), and the Commonwealth of the Northern Mariana Islands. Funds are available to address the special needs and problems of juvenile delinquency in these insular areas, as specified by section 261(e) of the JJDP Act, 42 U.S.C. 5665(e).

Development of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders—\$500,058

The National Council on Crime and Delinquency (NCCD), in collaboration with Developmental Research and Programs, Inc. (DRP), has completed Phase I of a collaborative effort to support development and implementation of OJJDP's Comprehensive Strategy for Serious,

Violent, and Chronic Juvenile Offenders. This effort involved assessing existing and previously researched programs in order to identify effective and promising programs which can be used in implementing the Comprehensive Strategy. A series of reports, which will be combined into a Guide to the Comprehensive Strategy, has been completed on early intervention for ages 0 to 6, prevention from childhood to adolescence, graduated sanctions, risk and needs assessments, and an operations manual. Phase II, to be carried out in fiscal year 1995, will include: (1) convening a national forum on youth violence; (2) information dissemination; (3) program development and implementation activities; (4) providing information to national, State and local organizations; (5) providing training and technical assistance to Title V Prevention, Serious, Violent, and Chronic Juvenile Offender Treatment and SafeFutures sites; and (6) conducting a series of regional training sessions for representative groups of key leaders. The national forum and regional training sessions will contribute to implementation of the National Juvenile Justice Action Plan being formulated by the Coordinating Council on Juvenile Justice and Delinquency Prevention.

The program will be implemented by NCCD (\$274,627) and DRP (\$225,431) under cooperative agreements. No additional applications will be solicited in fiscal year 1995.

Research Program on Juveniles Taken Into Custody—NCCD—\$450,000

The Research Program on Juveniles Taken Into Custody was designed in response to a statutory requirement to produce a detailed annual summary of juvenile custody data. During the next 24-month period, the National Council on Crime and Delinquency (NCCD) will continue to implement and refine the State Juvenile Correctional System Reporting Program. It is anticipated that individual-level data for 1993 will be representative of more than 75 percent of the at-risk juvenile population. In addition, NCCD will prepare two additional reports for OJJDP. These reports will provide a detailed summary and analysis of the most recent data regarding: (1) The number and characteristics of juveniles taken into custody; (2) the rate at which juveniles are taken into custody; and (3) the trends demonstrated by the data.

The 1994 data collection will expand coverage by collecting data from several small, nonautomated State systems. In order to better understand the data collected under the State Juvenile

Correctional System Reporting Program, NCCD will conduct a State Juvenile Corrections Organizational Survey to identify critical dimensions of corrections administration that may explain variation in results. NCCD, in cooperation with the National Center for Juvenile Justice, will assess the proportion of all court commitments that are covered by the State Juvenile Corrections Reporting Program as compared with direct commitments by local authorities. NCCD will also conduct a pilot data collection and research effort on a small sample of detention centers to generate data and information on juveniles in detention.

This program will be implemented by the current grantee, NCCD. No additional applications will be solicited in fiscal year 1995.

Children in Custody—Census \$450,000

Under this ongoing collaborative program between OJJDP and the U.S. Bureau of the Census, OJJDP proposes to transfer funds to the Census Bureau to conduct the 1995 biennial census of public and private juvenile detention, correctional, and shelter facilities. The census describes juvenile custody facilities in terms of their resident population, programs, and physical characteristics. It provides information on trends in the use of juvenile custody facilities for delinquent juveniles and status offenders. The Census Bureau's Center for Survey Methods Research will also continue to develop and test a roster-based data collection system designed to significantly improve information on juveniles in custody. The Bureau's Governments Division will create a new directory of facilities.

The program will be implemented under an interagency agreement with the U.S. Bureau of the Census. No additional applications will be solicited in fiscal year 1995.

Contract for the Evaluation of OJJDP Programs—\$290,000

This contract will be extended and supplemented in the amount of \$290,000 to complete evaluation reports on OJJDP's Boot Camp Pilot Program, to continue the evaluation of the Disproportionate Minority Confinement and Title V Prevention Program evaluations, and to provide other evaluation services required by OJJDP prior to the award of a new competitive contract.

The contract supplement will be awarded to Caliber Associates. A new competitive contract will be solicited in fiscal year 1995.

Pulling America's Communities Together (PACT) Program Development—\$261,000

Project PACT is an initiative through which Federal agencies work with State and local agencies and communities to develop a strategic plan to help reduce crime and violence by building healthier communities. The role of the Federal government in Project PACT is to support the community's identification of needs, formulation of a coordinated community response, and development of resources to implement a community action plan. OJJDP will continue to provide PACT cities with technical assistance and information on programs and services that offer the best hope for success in the development of antiviolence strategies for juvenile offenders and victims.

The National Council on Crime and Delinquency (NCCD) has provided the Project PACT jurisdictions of Metro Atlanta, Metro Denver, Nebraska, and Washington, D.C., with technical assistance for the past year. NCCD will continue to provide such assistance through fiscal year 1995 by responding to requests for assistance in implementing juvenile justice reform through OJJDP's *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*.

This program will be implemented by NCCD. No additional applications would be solicited in fiscal year 1995.

Juveniles Taken Into Custody (JTIC): Interagency Agreement—\$200,000

The U.S. Bureau of the Census is working with OJJDP and the National Council on Crime and Delinquency to develop a comprehensive national statistical reporting system that is responsive to the information requirements of the JJDP Act, the needs of the juvenile justice field for data on juvenile custody populations, and the needs of State legislatures and juvenile justice professionals for data to assist in making informed planning and policymaking decisions.

The Census Bureau acts as the data collection agent for the JTIC program under an interagency agreement. No additional applications will be solicited in fiscal year 1995.

Juvenile Justice Data Resources—\$25,000

This program enhances the availability of juvenile justice data sets for secondary analysis. The project takes data files from OJJDP research and statistical programs and prepares them for use by other researchers. Data files made available during fiscal year 1994

include the 1993 Children in Custody Census, Juveniles Taken Into Custody, and the Causes and Correlates Research Program.

This program will be implemented under an interagency agreement with the University of Michigan. No additional applications will be solicited in fiscal year 1995.

Strengthening Juvenile Justice New Programs

Mental Health in the Juvenile Justice System—\$750,000

This program addresses the mental health and juvenile justice systems' lack of coordinated and adequate mental health treatment for at-risk and delinquent youth. The program will target juveniles with mental health problems and impairments (including learning disabilities), those who are at risk of becoming status or delinquent offenders, status offenders, and delinquents with undiagnosed or untreated mental health problems, including offenders in secure and non-secure residential care.

Fiscal year 1995 funds will provide up to \$150,000 to each of the five jurisdictions participating in the SafeFutures Program. Their planning process would be expected to provide comprehensive, coordinated, and collaborative approaches among juvenile justice, youth service, and mental health agencies to improve mental health services for juveniles in these five communities. A particular focus of the fiscal year 1995 funding will be to target victims of child abuse and juvenile sex offenders.

Bethesda Day Treatment Center—\$320,000

Pennsylvania's Bethesda Day Treatment Center is a private nonprofit agency established to provide intensive day treatment and a variety of other services that promote the social adjustment of juvenile offenders in the community.

For four years, OJJDP has provided funds to the Center to develop and document intensive, outpatient, community-based treatment and care centers for juveniles at risk of delinquency and those who have been referred to court and are in the preadjudication or postadjudication stages of the juvenile justice system. Center services were initially designed to help youth in rural areas or small towns who committed offenses related to family supervision and control. More recently, the program has demonstrated its effectiveness in larger cities, including Kalamazoo, Michigan and

Philadelphia, Pennsylvania, with juveniles who commit serious delinquent acts.

Bethesda Day Treatment Center's services include intensive supervision, counseling, and coordination of a range of services necessary to develop skills that enable youth to function appropriately in the community. Services are client, group, and family focused. Client-focused services include intake, casework, service and treatment planning, individual counseling, intensive supervision, and study skills. Group-focused services include group counseling; life and jobs skill training, cultural enrichment, and physical education. Family-focused activities include family counseling, home visits, parent counseling, and family intervention services.

Day treatment services cost about 50 percent less than secure placement, pose a minimal risk to community safety, and can be implemented quickly. With management systems and funding in place, it takes only 6 to 9 months from startup to full implementation of a program.

The Bethesda Day Treatment Center will offer to replicate the day treatment model in the five SafeFutures sites. Successful applicants will be eligible to submit applications to the Bethesda Day Treatment Center for up to \$30,000, with a \$30,000 local contribution, in training and technical assistance services. Other local jurisdictions will also be eligible to receive services from the grantee under the same terms. Interested jurisdictions should contact the Bethesda Day Treatment Center at (717) 568-1131. No additional applications will be solicited in fiscal year 1995.

Interventions to Reduce Disproportionate Minority Confinement in Secure Detention and Correctional Facilities (The Deborah Wysinger Memorial Program)—\$300,000

National data and studies have demonstrated that minority juveniles are over-represented in secure facilities across the country. In response to this problem, OJJDP issued regulations in 1989 requiring States participating in the Formula Grants Program to gather and assess data to determine the existence of disproportionate minority confinement and, if it existed, to design strategies to address the problem. To date, 47 States have completed the required data analyses, with all but five determining that minority juveniles are overrepresented in secure facilities. Analysis of the data indicates that in a majority of States minority juveniles are disproportionately represented at

several points of decision-making in the juvenile justice system.

This competitive Special Emphasis program will provide funds to States, local units of government, and nonprofit organizations to demonstrate effective interventions designed to eliminate the disproportionate confinement of minority juveniles in secure detention or correctional facilities, adult jails and lockups, and other secure institutional facilities. Activities appropriate for funding under this initiative include such programs as:

- o Training and education programs for law enforcement and juvenile justice practitioners.

- o Diversion programs for minority youths who come in contact with the juvenile justice system.

- o Prevention programs in communities with high numbers of minority residents.

- o Programs to increase the capacity of community-based organizations to provide alternatives to detention and incarceration for minority youths.

- o Aftercare programs designed to assist minority youths returning to their communities from secure institutions.

Grants will be available in amounts ranging from \$50,000 to \$100,000 for the implementation and evaluation of interventions designed to reduce disproportionate minority confinement. In addition to the general selection criteria applied to all OJJDP competitive applications, OJJDP will consider the relationship of the application to the State's development of multiple strategies to address the State's problem based on minority overrepresentation indices as identified in the Phase I data collection analysis. Three to six competitive applications will be funded in fiscal year 1995 at \$50,000 to \$100,000 each.

The Juvenile Justice Prosecution Center—\$300,000

For several years, OJJDP has supported prosecutor training activities through the National District Attorneys' Association (NDAA). This project will establish a Juvenile Justice Prosecution Center to provide prosecutor training and implement workshops on juvenile justice related executive policy, leadership, and management for chief prosecutors and juvenile unit chiefs, and provide background information to prosecutors on juvenile justice issues and programs.

The project will be implemented by the American Prosecutors Research Institute (APRI), based on planning and input by prosecutors familiar with juvenile justice needs. APRI is the research and technical assistance

affiliate of NDAA. The project will utilize a working group of chief prosecutors and juvenile unit chiefs to support the project's staff in providing training, technical assistance, and juvenile justice related research and program information to practitioners nationwide. The expectation is that within the next three years a self-supporting Juvenile Justice Prosecution Center will be established through links with State prosecutor training programs.

The award for the Juvenile Justice Prosecution Center will be made to APRI. No additional applicants will be considered in fiscal year 1995.

Technical Assistance to Juvenile Corrections and Detention (The James E. Gould Memorial Program)—\$200,000

The purpose of this program is to continue OJJDP's capability to provide technical assistance for juvenile corrections and detention. A major responsibility of the grantee will be to plan and convene the annual Juvenile Corrections and Detention Forum. The forum provides an opportunity for 100 juvenile corrections and detention leaders to meet and discuss issues, problems, and solutions to corrections and detention problems. A second objective is to provide workshops and training conferences on current and emerging national issues in the field of juvenile corrections and detention. The grantee will provide limited technical assistance through document dissemination. OJJDP will award a competitive grant to an organization experienced in this area of expertise to provide these services.

Strengthening Juvenile Justice

Continuation Programs

Serious, Violent, and Chronic Juvenile Offender Treatment Program—\$1,500,000

In fiscal year 1993, under a competitive announcement, OJJDP awarded funds to enable two jurisdictions (Allegheny County, Pennsylvania and Washington, DC) to develop a plan for systematic graduated sanctions for juvenile offenders. The plan combines accountability and sanctions with increasingly intensive community-based intervention, treatment, and rehabilitation services as the seriousness of a juvenile's offenses increases or a particular offense warrants. The plan's basic elements are to: (1) Assess the existing continuum of secure and nonsecure intervention, treatment, and rehabilitation services in each jurisdiction; (2) define the juvenile offender population; (3) develop and implement a program strategy; (4)

develop and implement an evaluation; (5) integrate private nonprofit, community-based organizations into juvenile offender services; (6) incorporate an aftercare program as a formal component of all residential placements; (7) develop a resource plan to enlist the financial and technical support of other Federal, State, and local agencies, private foundations, or other funding sources; and (8) develop a victim assistance component using local organizations.

In fiscal year 1994, these jurisdictions each qualified for \$500,000 implementation grants. Two additional jurisdictions are being selected for combined planning and implementation awards of \$500,000 each under a fiscal year 1994 competitive program.

In fiscal year 1995, each of the original jurisdictions will receive continuation awards of \$500,000 for second year implementation. Also in fiscal year 1995, up to \$100,000 will be available to each of the five SafeFutures sites to refine and implement action plans for graduated sanctions systems in the target areas. The Bureau of Justice Assistance will transfer \$1,500,000 to OJJDP to implement this program in fiscal year 1995. No additional applications will be solicited in fiscal year 1995.

Juvenile Court Training*—\$1,074,000

The primary purpose of this project to continue and refine the training and technical assistance program offered by the National Council of Juvenile and Family Court Judges. The training objectives are to supplement law school curricula and provide judges with current information on developments in juvenile and family case law and available options for sentencing and treatment. Emphasis will also be placed on drug testing, gangs and violence, and intermediate sanctions. The project will provide both basic training to new juvenile and family court judges and specialized training to experienced judges.

The program will be implemented by the current grantee, The National Council of Juvenile and Family Court Judges. No additional applications will be solicited in fiscal year 1995.

Intensive Community-Based Aftercare Demonstration and Technical Assistance Program—\$620,000

This initiative is designed to support implementation, delivery of training and technical assistance, and evaluation for a statewide intensive community-based aftercare model in four states competitively selected to participate in this demonstration program.

In fiscal year 1994, the Johns Hopkins University was awarded funds to test its intensive community-based aftercare model in four demonstration sites in Denver, Colorado; Clark County (Las Vegas), Nevada; Camden and Newark, New Jersey; and Richmond, Virginia. Each of the four sites will receive up to \$100,000 to support program implementation in fiscal year 1995. An independent evaluation contractor is providing an initial evaluation design and documenting the implementation process under a separate grant.

The Johns Hopkins University will receive a supplemental award of \$220,000 to provide training and technical assistance to the four selected sites and to OJJDP's Youth Environmental Service Program, Boot Camp Pilot Program, and SafeFutures Program sites. This is the second budget period of a three-year project. BJA will contribute \$500,000 to the support of this program in fiscal year 1995.

Native American Alternative Community-Based Program—\$600,000

This program is designed as a collaborative effort between OJJDP and other public and private organizations concerned about juvenile delinquency among Native Americans. Its purpose is to develop community-based alternative programs for Native American youth who are adjudicated delinquent and to develop a re-entry program for Native American delinquents returning from institutional placements. A multicomponent design has been developed in the four project sites. Fiscal year 1995 funding will support continued implementation of these projects. Training and technical assistance will also be provided to integrate the critical elements of OJJDP's intensive supervision and community-based aftercare programs with cultural elements traditionally used by Native Americans to control and rehabilitate offending youths.

The Red Lake Band of Chippewa Indians, the Navajo Nation, the Gila River Indian Community, and the Pueblo of Jemez are the project sites initially funded in fiscal year 1992. The National Indian Justice Center provides the sites with training and technical assistance. No additional applications will be solicited in fiscal year 1995.

Training for Juvenile Corrections and Detention Staff—\$500,000

OJJDP will continue the development and implementation of a comprehensive training program for juvenile corrections and detention management staff through its interagency agreement with the National Institute of Corrections (NIC).

The program is designed to offer a core curriculum for juvenile corrections and detention administrators and mid-level management personnel in such areas as leadership development, management, training of trainers, legal issues, cultural diversity, the role of the victim in juvenile corrections, gang activity, juvenile programming for specialized needs of offenders, and overcrowding. The training is conducted at the NIC Academy and regionally. This program is a continuation activity, implemented in fiscal year 1995 under an interagency agreement with NIC. No additional applications will be solicited in fiscal year 1995.

Technical Assistance to the Juvenile Courts*—\$389,943

The National Center for Juvenile Justice (NCJJ), the research division of the National Council of Juvenile and Family Court Judges, provides four types of technical assistance under this grant: (1) Information resources; (2) onsite consultation; (3) off-site consultation; and (4) a cross-site consultation. Emphasis will be placed on intermediate sanctions for handling juveniles involved in drug-related offenses and gang activities and other emerging issues confronting the juvenile court.

The current grantee, the National Center for Juvenile Justice, will implement the program. No additional applications will be solicited in fiscal year 1995.

Due Process Advocacy Program Development—\$250,000

In fiscal year 1993, OJJDP funded the American Bar Association (ABA), in partnership with the Juvenile Law Center (JLC) of Philadelphia, Pennsylvania, and the Youth Law Center (YLC) of San Francisco, California to develop due process advocacy program strategies. The goals of the program are: (1) To increase juvenile offenders' access to legal services; (2) to improve the quality of preadjudication, adjudication, and dispositional advocacy for juvenile offenders; and (3) to ensure due process to all juveniles in the juvenile justice system. The strategies will be made available to State and local bar associations and other relevant organizations so that they can develop approaches to increase the availability and quality of counsel for juveniles. The ABA, JLC, and YLC have completed an assessment of the current state of the art with regard to legal services, training, and education. In fiscal year 1995, they will develop strategies to improve access, availability, and the quality of

counsel and provide a comprehensive report on these issues. During this second funding cycle, training materials will be developed and tested in selected sites. Training materials will be adjusted based on experience in the test sites and a dissemination strategy developed. The ABA will establish mechanisms for networking with legal service providers such as public defender offices and children's law centers. Fiscal year 1995 funding will support the second six months of the second year budget for this 3-year effort. No new applications will be solicited in fiscal year 1995.

Improvement in Correctional Education for Juvenile Offenders—\$250,000

The purpose of this program is to assist juvenile corrections administrators in planning and implementing improved educational services for detained and incarcerated juvenile offenders.

In fiscal year 1992, the National Office for Social Responsibility (NOSR) was awarded a three-year cooperative agreement to conduct a comprehensive assessment of the literature and to produce a report documenting state of the art practices in educational reform. The results of this effort were utilized to develop a training and technical assistance program to improve educational services for incarcerated juveniles.

In fiscal year 1995, NOSR will be awarded up to \$250,000 to provide training and technical assistance to three sites to be competitively selected. No additional applications would be solicited for this training and technical assistance program during fiscal year 1995.

Robeson County, North Carolina*—\$202,645

This grant to the State of North Carolina will continue implementing a pilot program for African-American males, ages 12 to 15, who, in lieu of confinement, will be supervised in the community and assigned to a weekend academy where they will receive intensive services including counseling, tutoring, conflict resolution, and job training. In the first year, 100 juveniles were expected to be served. Second-year funds will be used to continue and expand the program.

P.A.C.E. Center for Girls, Inc.*—\$150,000

The P.A.C.E. Center for Girls, Inc., headquartered in Orlando, Florida, will expand its program to several new sites and provide technical assistance to jurisdictions that wish to adopt the P.A.C.E. program model. P.A.C.E.

provides juvenile court judges with an alternative program for at-risk teenage girls arrested for status and minor delinquent offenses. Fiscal year 1995 funds will support the second year of implementation.

Juvenile Restitution: Balanced Approach—\$100,000

OJJDP will continue to support the juvenile restitution training and technical assistance program in fiscal year 1995. The project design is based on practitioner recommendations for current needs in the field. OJJDP initiated a survey on how best to integrate and institutionalize restitution as a key component of juvenile justice dispositions. In addition to the survey, a working group was convened to help map out the course of OJJDP's support for optimum development of the components of restitution. These components include community service, victim reparation, victim-offender mediation, offender employment and supervision, employment development, and potential program elements designed to establish restitution as an important alternative in improving the juvenile justice system. This project is guided by the need to provide a balance of community protection and offender competency development and accountability in the provision of community-based sanctions.

The Division of Applied Research of Florida Atlantic University was competitively selected in fiscal year 1992 to implement this project. The grant will be extended into fiscal year 1995 to enable the grantees to provide technical assistance and support to States and localities seeking to implement the balanced approach. No additional applications will be solicited in fiscal year 1995.

Evaluation of Intensive Community-Based Aftercare Demonstration and Technical Assistance Program—\$80,000

This supplement will allow the evaluation grantee, the National Council on Crime and Delinquency (NCCD), to provide additional assistance in data collection in fiscal year 1995 to the four States implementing the Intensive Community-Based Aftercare Demonstration and Technical Assistance Program.

The initial stage of this evaluation will assess the process used by the four demonstration states to implement an intensive community-based aftercare program, evaluate technical assistance provided to these States, and develop a preliminary impact evaluation research design. This supplemental award will

provide for the initiation of data collection efforts as soon as the research design for the impact evaluation is completed.

This program will be implemented by NCCD. No additional applications will be solicited in fiscal year 1995.

Douglas County, Nebraska*—\$67,055

This grant for a youth pre-trial diversion program in Douglas County, Nebraska was initially funded in fiscal year 1994 for a two-year project period. Fiscal year 1995 funding will support second-year implementation.

Professional Development for Youth Workers—\$50,000

The primary purpose of this program is to promote professional development of youth service and juvenile justice system providers through formal training. The program will include an inventory of existing training programs and their effectiveness, a needs assessment training survey, development of curricula for several program settings, design of a dissemination strategy, and an implementation plan for the third year of a three-year program.

Initially funded in fiscal year 1992, the Academy for Educational Development, Inc., located in Washington, D.C., will continue the project for six months to train trainers in the new curricula. No additional applications will be solicited in fiscal year 1995.

Lackawanna County, Pennsylvania*—\$50,000

With fiscal year 1994 funds, the District Attorney's Office in Lackawanna County created a Comprehensive Juvenile Crime Unit to investigate, prosecute, and prevent juvenile crime and to coordinate with other county agencies that are helping youth avoid delinquent behavior and become productive citizens. The primary activity will be to establish a Juvenile Justice Task Force to work with the Juvenile Probation Office to assess the needs and services of Lackawanna County. The Task Force will also review the last five years of the Juvenile Probation Office files to determine demographics, numbers of juvenile crimes committed, recidivism, and school district disciplinary and rehabilitation programs. Fiscal year 1995 funds will complete implementation of this program.

Public Safety and Law Enforcement
New Programs

Gangs and Delinquency Research—\$500,000

In fiscal year 1994, OJJDP channeled its gang-related activities into the Comprehensive Gang Program, made possible by an increased Part D appropriation. The National Gang Assessment and Resource Center, funded under the fiscal year 1994 Program Plan, will provide a national baseline study of the presence and characteristics of violent gangs. This year, OJJDP proposes to supplement this baseline study with two studies designed to develop detailed information on various aspects of gangs in gang-plagued cities identified in the baseline studies. The main purpose of these supplemental studies is to examine gang behavior as a subset of overall delinquency. This program will fund the addition of gang studies to ongoing studies of juvenile delinquency, including serious, violent, and chronic delinquency. Specific issues to be examined include assessing the relationship of gang participation to other forms of delinquency and violence associated with gang membership and determining the proportion of violent youth crime accounted for by youth gangs. Proposals are encouraged that incorporate gang studies into ongoing studies of large samples of juveniles.

OJJDP will provide up to four assistance awards in amounts ranging from \$100,000 to \$150,000 each under this program.

Field-Initiated Gang Research Program—\$300,000

OJJDP's Field-Initiated Research Program offers support for research ideas generated in the field rather than by OJJDP. Fiscal year 1995 Field-Initiated Research Program funding will be directed to the support of research on gangs, reflecting the growth in violence among youth gangs. Priority research topics include evaluation of prevention and intervention approaches aimed at diverting at-risk youth from becoming gang members, factors related to joining and leaving gangs, ethnographic studies on the dynamics of gang creation or joining, or other topics identified by applicants.

OJJDP will provide up to three assistance awards ranging from \$75,000 to \$125,000 each under this program.

Juvenile Transfers to Criminal Court Studies—\$275,000

States are increasingly enacting new legislation mandating transfer of

juveniles to criminal courts. This trend includes the development of innovative procedures such as blending traditional features of juvenile and criminal justice procedures and sanctions and statutes that categorize juvenile offenders into different classes according to the seriousness of the offense, designating juvenile or criminal court for each class. Research in this area has been limited. Few studies have evaluated juvenile and criminal court handling of serious or violent juvenile offenders.

OJJDP proposes to support two studies in fiscal year 1995. The first will compare juvenile and criminal court handling of juveniles. This comparison would be made between a State(s) that allows for judicial waiver of serious or violent juvenile offenders and a State(s) that mandates criminal court handling for specified categories of offenders. The second study will evaluate an innovative system of blending criminal and juvenile justice systems to handle serious or violent juvenile offenders.

Funding for the initial phase of each of these studies will be competitively awarded and will be up to \$150,000 each for up to two grant awards.

Innovative Firearms Program—\$250,000

The purpose of the Innovative Firearms Program is to assist State and local jurisdictions to develop and implement new or enhanced projects to prevent the possession and use of firearms by juveniles and control illicit firearm trafficking. Law enforcement, prosecutorial agencies, schools, community groups, and juvenile justice system representatives may participate in the program. The grantee(s), in cooperation with the Bureau of Justice Assistance (BJA), OJJDP, and the Bureau of Alcohol, Tobacco and Firearms, will also work with U.S. Attorneys to develop and implement State and local projects related to the new Youth Handgun Safety Act that prohibits the possession of a handgun or ammunition by, or the private transfer of a handgun or ammunition to, a juvenile. BJA and OJJDP will also work with local jurisdictions to develop a program to reduce firearms crimes by juvenile gangs through improved enforcement of firearms laws and other laws and regulations, such as tax and business laws, that are used to control firearm sales. OJJDP and BJA will jointly fund this program at \$500,000. BJA will administer the program.

Gangs, Groups, Individuals, and Violence Intervention—\$250,000

Little is known about the interrelationships among gang participation, group delinquency, and

individual violence. The dynamics of a juvenile's movement in and out of these relationships is not well understood. How these patterns of delinquency contribute to the careers of serious and violent offenders is also unknown. Nor do we have a clear understanding of the prevention and intervention program implications of these patterns of delinquency.

This project will involve a systematic review, assessment, and synthesis of existing research results on gangs, other types of group involvement, and individual serious and violent delinquency to determine the implications for prevention and juvenile/criminal justice system interventions. The framework to be used in conducting this review of existing knowledge is a criminal career model, including onset, acceleration, maintenance, and desistance elements.

Implications for OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders project will be drawn. Recommendations will be made for prevention programs and interventions in the juvenile and criminal justice systems that take into account meta-analyses of prevention and intervention programs. One cooperative agreement will be competitively awarded to implement this project in fiscal year 1995.

The results of this program will be of interest to other OJP agencies addressing serious, violent and chronic offender careers. The results also will be shared with OJP agencies through the Gangs Working Group and with other Federal agencies through the National Gang Consortium.

Youth Handgun Study/Model Juvenile Handgun Legislation—\$202,838

Reducing and preventing gun violence is a primary concern of Federal, State, and local governments. This violence affects youth not only as perpetrators but also as victims and witnesses. There is a need to know about the various State laws concerning youth and handguns. This project will collect, analyze, and compare selected provisions of State firearms codes, particularly as they pertain to juveniles. The purpose is to develop a body of information about key provisions of State firearms codes. The results of this study will assist in formulating laws, policies, and programs to reduce firearms-related violence.

The product to be developed is a guide to selected State firearm provisions. This study, and the development of a model juvenile handgun law, are mandated by the

Violent Crime Control and Law Enforcement Act of 1994. In order to immediately begin collecting study data to assist in developing the model law, a total of \$75,290 was transferred to the Bureau of Justice Assistance for a joint award to the National Criminal Justice Association for the purpose of collecting, examining, and analyzing existing and proposed State firearms codes. The Crime Act requires the Attorney General, through the Administrator and the National Institute for Juvenile Justice and Delinquency Prevention, to develop a Constitutional and enforceable model juvenile handgun law. This model law will guide the States in their development of laws concerning juvenile handgun possession. The model law will be stated in a format designed to enable States to determine which provisions are best suited to their individual needs. This effort is being assisted by the National Criminal Justice Association under a grant in the amount of \$127,548. No additional applications will be solicited in fiscal year 1995.

Public Safety and Law Enforcement Continuation Programs

Law Enforcement Training and Technical Assistance Program—\$1,504,924

This continuation award will supplement the contract between OJJDP and Fox Valley Technical College in Appleton, Wisconsin. Fiscal year 1995 funds will be used to conduct a nationwide training and technical assistance program designed to improve law enforcement's capability to respond to serious juvenile crime, to contribute to delinquency prevention, and to address issues of missing and exploited children and child abuse and neglect. Technical assistance under this contract is provided in response to a wide variety of requests from Federal, State, local, and county agencies with responsibility for the prevention and control of juvenile delinquency and juvenile victimization. The contract supports continuation of the Police Operations Leading to Improved Children and Youth Services (POLICY) series of training programs and other law enforcement training programs offered by OJJDP. No additional applications will be solicited in fiscal year 1995.

Comprehensive Communities Program—Comprehensive Gang Initiative—\$799,345

Under the Comprehensive Communities Program, the Bureau of Justice Assistance (BJA) provides funds

to communities to implement a Comprehensive Gang Initiative. Funding for fiscal year 1995 would be a joint BJA and OJJDP effort, with OJJDP transferring \$799,345 to BJA to support continued implementation of the Comprehensive Gang Initiative. The program includes a training curriculum and the provision of technical assistance to model demonstration sites by the Police Executive Research Forum (PERF). Four competitively selected demonstration sites were funded during fiscal year 1993 with technical assistance provided by PERF. Four additional sites will be funded in fiscal year 1995 through a competitive process. Applications will be solicited by BJA.

Targeted Outreach With a Gang Prevention and Intervention Component (Boys and Girls Clubs)—\$600,000

This program is designed to enable local Boys and Girls Clubs to prevent youth from entering gangs and to intervene with gang members in the early stages of gang involvement to divert them from gang activities and into more constructive programs. The National Office of Boys and Girls Clubs will provide training and technical assistance to existing Gang Prevention and Intervention sites and expand the gang prevention and intervention program to other Boys and Girls Clubs, including those in the SafeFutures sites. The program will be implemented by the current grantee, the Boys and Girls Clubs of America. No additional applications will be solicited in fiscal year 1995.

Comprehensive Gang Initiative—\$600,000

Under the Comprehensive Gang Initiative, BJA has developed a model comprehensive approach to gang issues that carefully balances prevention, intervention, and suppression approaches. The model incorporates strategies that bring together cooperative and coordinated efforts of the police, other criminal justice agencies, human services providers, and community programs. Funds in the amount of \$600,000 will be transferred to the Bureau of Justice Assistance (BJA). In fiscal year 1995, BJA will provide continuation funding for the four currently funded project sites.

Violence Studies*—\$500,000

The 1992 Amendments to the JJDP Act required OJJDP to conduct studies on violence. Sites were selected and grants awarded in Columbia, South Carolina; Los Angeles, California; Milwaukee, Wisconsin; and

Washington, DC. Building on the results of OJJDP's Program of Research on Causes and Correlates, these studies address the incidence of violence committed by or against juveniles in urban and rural areas of the United States. In fiscal year 1993, OJJDP initiated these studies by supporting a planning phase and providing funding to each of four programs with fiscal year 1994 funds. Awards will be required to continue studies in two of the four designated sites in fiscal year 1995. No additional applications would be solicited in fiscal year 1995.

Violence Study—Causes and Correlates—\$300,000

OJJDP proposes to support additional analyses of data collected under its Program of Research on the Causes and Correlates of Delinquency, conducted at the State University of New York at Albany, the University of Pittsburgh, and the University of Colorado. Because of the richness and scope of the data base, many issues have yet to be addressed. The main purpose of additional analyses to be conducted under this program is to inform the further development of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. In addition to conducting analyses specifically related to the Comprehensive Strategy, the grantees will produce an updated summary of their research results.

This program will be implemented by the grantees noted above. No additional applications will be solicited in fiscal year 1995.

Child Centered Community-Oriented Policing—\$300,000

In fiscal year 1993, OJJDP provided support to the New Haven, Connecticut, Police Department and the Yale University Child Development Center to document a child-centered community-oriented policing model, which is being implemented in New Haven. The basic elements of the model are a 10-week training course in child development for all new police officers, and child development fellowships for all community-based district commanders who direct neighborhood police teams. The fellowships provide 4 to 6 hours of training each week over a 3-month period at the Child Study Center. The program also includes: (1) 24-hour consultation from a clinical professional and a police supervisor to patrol officers who assist children in violent situations; (2) weekly case conferences with police officers, educators, and child study center staff; and (3) open police stations, located in

neighborhoods and accessible to residents for police and related services, community liaison, and neighborhood foot patrols.

In fiscal year 1994, Community Policing funds transferred from the Bureau of Justice Assistance supported a technical assistance and training grant to allow the Yale/New Haven project to serve as a host site for jurisdictions interested in replicating the essential elements of the model. In fiscal year 1995, OJJDP funds will support the continuation of this project in two to four replication sites. No additional applications will be solicited in fiscal year 1995.

National School Safety Center—\$250,000

The purposes of this collaborative program between OJJDP and the Department of Education are: (1) To provide training and technical assistance regarding school safety for elementary and secondary schools and, (2) to identify methods for diminishing crime, violence, and illegal drug use in schools and on campuses, with special emphasis on gang-related crime. The National School Safety Center maintains a library and clearinghouse with specialized information, does research on school safety issues, and develops publications and training programs. The program focuses on preventing drug abuse and violence in schools and providing State personnel trained in school safety to give technical assistance to localities.

The Department of Education contributed \$1 million to the program in fiscal year 1994. The program will be implemented by the current grantee, the National School Safety Center at Pepperdine University. No additional applications will be solicited in fiscal year 1995.

Enhancing Enforcement Strategies for Juvenile Impaired Driving Due to Alcohol and Other Drug Use—\$150,000

Through a \$75,000 interagency agreement with the National Highway Traffic Safety Administration of the Department of Transportation, OJJDP (\$75,000) is supporting an initiative on Enhancing Enforcement Strategies for Juvenile Impaired Driving Due to Alcohol and Other Drug Use. The goals of this program are: (1) To increase the use of the arrest sanction among law enforcement agencies in cases where juvenile drivers are impaired by alcohol and other drugs, by developing and testing a model comprehensive program in selected demonstration sites and by disseminating training and technical assistance materials for police.

prosecutors, judges, and probation officers on effective procedures and law enforcement strategies, and (2) to increase community reliance on a unified systemwide response to juvenile impaired driving by involving the criminal justice system and other elements of the community in encouraging enforcement efforts that use the arrest sanction.

This three-phase program is entering its third and final phase. To date, the grantee, the Police Executive Research Forum (PERF), has developed a draft comprehensive Juvenile Driving Under the Influence Enforcement Working Model, training curricula, and technical assistance materials. Five sites have been selected and are testing the model and receiving training and technical assistance from PERF. The demonstration sites are Albany County, New York; Astoria, Oregon; Hampton, Virginia; Phoenix, Arizona; and Tulsa, Oklahoma.

In the third phase of the program, the observations and lessons learned from the demonstration sites will be categorized, analyzed, consolidated, and organized into a replicable model. The model will be presented to law enforcement and other interested public and private organizations through a variety of "how-to" materials. Program work products will be developed as a series of discrete, stand-alone publications to be published and distributed with the notation that the materials, like the various model components, must be coordinated in order to produce the desired result—a cooperating local criminal justice system that supports its police in the use of the arrest sanction as a principle deterrent to juvenile impaired driving. No additional applications will be solicited in fiscal year 1995.

Training in Cultural Differences for Law Enforcement/Juvenile Justice Officials—\$100,000

Under a previous OJJDP award, The American Correctional Association (ACA), in collaboration with the Police Executive Research Forum (PERF), developed and tested a 2½ day cultural diversity training curriculum that is applicable to all juvenile justice system components. The curriculum has been presented by ACA and PERF trainers, and has been well received by training attendees, particularly juvenile justice/law enforcement trainers. In addition, the ACA has received numerous requests from juvenile justice agencies to provide the training to their personnel.

In recognition of the need for and benefits of cultural diversity training,

OJJDP will continue support for the above project in fiscal year 1995. The purpose of the additional funding is to enable the grantee to implement additional State and regional training-of-trainers programs across the country in response to requests from the field.

The competitively awarded grant to the ACA for this project will be supplemented in fiscal year 1995 in the amount of \$100,000.

Delinquency Prevention

New Programs

Community-Based Gang Intervention—\$2,000,000

This program is designed to help communities build coalitions to reduce gangs and violence in public housing developments in partnership with public and federally subsidized housing residents. Fiscal year 1995 funding will establish the program in public and federally subsidized housing developments in the five SafeFutures sites. Under this program, community-based groups that can demonstrate a successful record of providing services to public housing youth and residents will be eligible to receive funds for a community coalition to address the needs of youth at risk for gang involvement. Program components will include: (1) Prevention and intervention activities directed at elementary school through high school gang violence; and (2) on-site technical assistance to community-based groups, including members of the local public housing resident association, and residents who are parents of youth to be served.

Each grantee must conduct a community assessment of current conditions and programs directed at youth and at preventing violence that uses a planning committee composed of residents and representatives from those sectors of the community which the residents believe can help reduce youth violence. Based on this assessment, the committee will develop and initiate its local program. Under an interagency agreement between OJJDP and the Department of Housing and Urban Development, \$250,000 will be provided for the technical assistance and training component of this program.

Family Strengthening and Support—Including Non-English Speaking—\$1,000,000

Strengthening and supporting families, including non-English speaking families, is a priority area in the JJDP Act and a key component of the comprehensive approach to delinquency prevention and control envisioned in OJJDP's Comprehensive

Strategy to Address Serious, Violent, and Chronic Delinquency and the proposed SafeFutures: Partnerships to Reduce Youth Violence and Delinquency. OJJDP will provide funding to each of the five communities selected to implement a SafeFutures Program. Funds will be used to initiate or expand family-strengthening intervention and treatment programs, including programs for English and non-English-speaking families, that involve juveniles who are parents and are in the juvenile justice system, and that enlist schools and other local entities in family programming.

A major family-strengthening research project funded by OJJDP was recently completed. The grantees, the University of Utah and the Pacific Institute for Research and Evaluation, produced a user's guide, Strengthening America's Families: Promising Parenting and Family Strategies for Delinquency Prevention, and an executive summary that reviews both the current impact of family characteristics on risk for delinquency and the most promising family change interventions. Given the multiple variations of intervention strategies, the project recommends the organization of family-strengthening programs and services according to the family's level of functioning and the child's age. A representative group of 25 particularly promising programs were identified.

Under this program area, OJJDP will support implementation of new or expanded family-strengthening efforts designed to improve parental functioning as part of an overall plan to prevent delinquency or intervene with juveniles and their families who are in the juvenile justice system. Communities that compete and are selected as SafeFutures sites will be eligible to receive funding under this program. Family Strengthening and Support Program funds will be available to the five selected SafeFutures communities at \$200,000 per site.

Comprehensive Community-Based Services for At-Risk Girls and Adjudicated Juvenile Female Offenders—\$600,000

This program will focus on providing comprehensive, gender-specific prevention, intervention, treatment, and alternative services that include an intensive aftercare component for juvenile female offenders and girls who are at high-risk of entering the juvenile justice system. The program will be part of the SafeFutures program. Applicants must assess existing community services for at-risk and adjudicated female juvenile offenders and document

the need for a new or improved comprehensive prevention, intervention, treatment, or alternative service project in their target area. An aftercare component will be required to assist juvenile female offenders who are returning to the community from an out-of-home placement.

While intervention services should be provided in the least restrictive environment, the increase in arrests of female juvenile offenders indicates that community-based intervention is not always possible. In order to offer needed prevention and intervention services to as many juveniles as possible, this program will focus on girls in nonresidential and nonsecure residential programs such as day treatment and group homes. One hundred and twenty thousand dollars will be available to each of the five SafeFutures grantees to coordinate community service providers, assess existing services, identify local resources to supplement funded services, and provide training for project staff.

Innovative Approaches in Law-Related Education*—\$600,000

The purpose of this competitive program is to support and advance the practices of law-related education (LRE) for the prevention of delinquency within and outside the classroom. Funds will be available for assistance awards to support up to six projects, at up to \$150,000 each, that promote innovative methods, techniques, approaches, or delivery related to LRE. The promising approaches or ideas submitted will be judged on their applicability to delinquency prevention, on whether the proposed approach differs from previously funded efforts of OJJDP, and on the extent to which they provide an innovative approach consistent with accepted LRE program principles.

Training in Risk-Focused Prevention Strategies—\$500,000

OJJDP will provide additional training in fiscal year 1995 for communities interested in developing a risk-focused delinquency prevention strategy. This training is designed to support OJJDP's Title V Delinquency Prevention Program and similar federally funded programs by providing the knowledge and skills necessary for local, State, and private agency officials and citizens to identify and address risk factors that are known to lead to violent and delinquent behavior in children and youth. In fiscal year 1994, this training was offered in all 50 States and the District of Columbia, and to State and local

officials engaged in planning associated with Department of Health and Human Services prevention programs.

OJJDP will award a contract to provide the training, including the following: (1) Orientation training on risk and resiliency-focused prevention theories and strategies for State, local and private community leaders; (2) identifying, assessing, and addressing risk factors; (3) training for trainers in selected States to provide statewide capacity to train communities on risk-focused prevention; and (4) development of training curricula, materials, and media to increase the capacity of States and localities to conduct risk-focused prevention training. This training will be provided through a competitive contract award.

Pathways to Success—\$450,000

This project will support a collaborative effort among OJJDP, the Bureau of Justice Assistance (BJA), and the National Endowment for the Arts (NEA). The project will promote vocational skills, entrepreneurial initiatives, recreation, and arts education for after-school, weekend hours, and summer that make a variety of opportunities available to at-risk youth outside the regular school curriculum. Hours considered to be outside the regular school curriculum include after-school, weekend hours, and summer; however, the project would not need to, but may, cover the full year.

This program will be jointly funded by OJJDP (\$200,000), BJA (\$200,000), and NEA (\$50,000). Through a competitive concept paper and application process, it will fund five sites, at up to \$50,000 each, for the first year of a two-year project period. Prospective applicants will be asked to submit a pre-application concept paper. Based on OJJDP's review of these papers, those best demonstrating an ability to qualify for funding will be invited to submit full applications. Applicants interested in applying for this program must demonstrate that collaboration has taken place with existing education, business, arts, and community groups, and youth-serving agencies in the development of its program including, where appropriate, collaboration with existing after-school, weekend, and summer youth programs. The applicant should develop and submit written documentation of existing and proposed collaboration as part of the application process, such as memoranda of understanding, legislation, executive orders, and/or other formal commitments of bona fide partnership (e.g., collapsed funding

streams, wrap-around services, multi-service centers, and procedures for service coordination). Prospective applicants must serve at-risk youth who are 6 to 18 years of age, but a project would not need to cover the full age range.

Truancy—\$400,000

The Truancy Project will be part of a joint effort with the Bureau of Justice Assistance and the under the Youth Out of the Education Mainstream Initiative (Initiative). The Initiative will address the needs of truants, dropouts, children who are afraid to go to school, children who have been suspended or expelled, and children in the juvenile justice system who need to maintain or enhance their educational status and be reintegrated into the school system upon their release from residential placement. The Initiative proposes a series of activities that includes regional hearings, training and technical assistance, and related support services for communities that wish to comprehensively address the needs of these youth. The training and technical assistance services will help jurisdictions direct their efforts at model prevention and intervention programs that address the needs of the students through a wide range of collaborative services. These models will make collaborative multi-disciplinary services available to students from agencies within the school, law enforcement, social services, and community organizations. These services would include student and parent attendance policy review, attendance review boards, parental notification of absences, individual education programs for students with special needs, mental health counseling, drug and alcohol abuse treatment, career and vocational courses, tutorial assistance, in-school suspension, parenting training, law enforcement partnerships, and transitional programs assisting students reentering the mainstream school.

The National School Safety Center (NSSC) will work with jurisdictions to develop and implement model programs to address the problems of youth out of the education mainstream. Those jurisdictions that have current programs working with these students, but would like to expand and improve support services to better address the needs of these youth, may also request training and technical assistance services through NSSC. Funds for implementing the truancy component of the Initiative will be awarded to the NSSC as a supplement to its current grant. The Office of Juvenile Justice and

Delinquency Prevention and the Bureau of Justice Assistance are each contributing \$200,000 to this effort. No additional applications will be solicited in fiscal year 1995.

North Omaha B.E.A.R.S. (Building Esteem and Responsibility Systematically) Program—\$300,000

The North Omaha B.E.A.R.S. Program will enhance and expand its delinquency prevention program over a three-year period. This program focuses on at-risk youth ages 7-14 from the city of Omaha, Nebraska, using athletic participation as a means of providing tutoring, social enhancement and other services to Omaha youth. Funds will be used to enhance the linkages between the B.E.A.R.S. Program and the community. These funds will also be utilized to expand the number of at-risk juveniles and juveniles in the juvenile justice system being served by this program.

Training and Technical Assistance for Family-Strengthening Services—\$250,000

Prevention, early intervention, and effective crisis intervention are critical elements in a community's family support system. In many communities, support services are geared toward intervention following a traumatic event, or toward the point when a child comes into contact with the justice system as a result of repeated behavioral problems. Over the years, OJJDP's program support and technical assistance has focused primarily on youth in the juvenile justice system. Technical assistance and training have not generally been available to community organizations and agencies focused upon family-oriented prevention services or early intervention initiatives. Currently, training is being provided to communities interested in implementing risk focused prevention. Following this training, communities will be better able to apply for and use Title V funds to support prevention programs.

Title V funds, along with funds available through the State Challenge Activities Grant Program, provide resources through State agency recipients of formula grant funds for jurisdictions and communities wanting to strengthen family support services, develop services where gaps exist, or augment and retool existing services to respond to new populations. In fiscal year 1995, OJJDP will support a program to provide technical assistance and training to public and private nonprofit agencies and organizations interested in structuring or enhancing family

strengthening program models in communities where such services are designed as part of community-wide efforts to prevent delinquency and reduce violence. Such assistance will be offered for a selected number of family support models that have been demonstrated to be effective in diverse communities. OJJDP will award a competitive grant to an organization experienced in this area of expertise to provide these services.

Youth-Centered Conflict Resolution—\$200,000

Violence in and around school campuses, conflict among students within schools, and conflicts between schools related to intramural activities have become increasingly problematic for school administrators, teachers, parents, and community leaders. While experts may debate the merits and impact of the varied contributing factors, most would agree that public school curricula, for the most part, do not provide for the systematic development of problem- and conflict-resolving skills. Inclusion of problem-solving skills in school curricula and community activities can be expected to provide a continuum in problem-solving skills and approaches that will enhance school discipline and lead to improved functioning in a democratic society.

OJJDP will award a grant to a qualified organization to develop, in concert with other established organizations currently providing conflict resolution services, a national strategy for broad-based education, training, and utilization of conflict resolution skills. In support of this task, the grantees would conduct four regional technical assistance workshops on the use of the joint publication being developed by the Departments of Justice and Education, Conflict Resolution Programs in Schools: A Guide to Program Selection and Implementation. This guide will be available late summer 1995. A complementary task may include the compilation of a compendium of model programs for this publication.

ASAP: Athlete Student Achievement Pact—\$150,000

The Sports Museum of New England will refine and continue developing the Athlete Student Achievement Pact (ASAP) mentoring program. ASAP focuses on at-risk school aged youth demonstrating poor academic achievement or participation. Through a signed agreement between a mentor and the student, tutoring is provided to assist these youth in their academic progress, and by acting as role models,

to help students understand how to become successful in society. This program also utilizes high profile sports figures as role models for these youth. The overall purpose of this program is to reduce gang involvement, drug use, delinquency and drop-out rates within the target population.

Project Mister/Project Sister—\$146,500

This school-based delinquency prevention program will provide at-risk youth in three alternative high schools in Seattle and Tacoma, Washington with expanded counseling and case management services, pre-employment training, job search and placement, and parenting education. Many youth in these schools are teen parents and gang members. Most have been out of school at least once. Funds will support a full time case manager and job developer, and part-time parenting lab instructors. The goals of the program are to reduce the dropout rate, provide employment opportunities within two weeks of school completion, and prevent teen pregnancy.

Facing History and Ourselves—\$100,000

Facing History and Ourselves (FHO) is a national program aimed at promoting citizenship through increased awareness of racism and examples of positive actions for participating in democracy. This awareness-training is conducted through in-depth examination of the Holocaust as a historical case study in which youth study the roles and actions of various persons such as bystanders, victims, rescuers, and resisters. FHO, headquartered in Boston, Massachusetts, serves approximately 600,000 youth beginning in the eighth grade in 39 states. This grant will enable FHO to expand to reach more approximately 40,000 more youth through 350 newly trained teachers.

La Nueva Vida—\$64,000

La Nueva Vida is a residential treatment program that has recently expanded to create a school-based prevention program. It has been active in four schools where special classes on prevention-related subjects are presented twice a week. With the funds provided through this grant, La Nueva Vida proposes to establish a youth leadership development program in the public housing areas of Santa Fe, New Mexico. Youth aged 16 to 21 will receive leadership training and supervision as they engage in cross-age teaching and mentoring type relationships with younger children in the public housing areas in Santa Fe.

Henry Ford Health System*—\$58,000

The Henry Ford Health System (HFHS) will implement a two-year Program called Reducing Youth Violence through School-Based initiatives in the Northern High School area of Detroit. The Program will develop and test a health care based violence prevention program through school-based health centers being established by HFHS at seven elementary schools, two middle schools, and the high school in this area. Participants will include teachers, family members, community programs and agencies, as well as student and health center staff. The initial program activities will involve an assessment of the problem in these school areas, and a coordinated planning process. The Program will then test approaches to violence prevention, evaluate the effort, and if it is successful, seek implementation funding from State, local and private funding sources.

Anti-Crime Youth Council*—\$50,000

The Anti-Crime Youth Council program was developed as a forum in New Haven, Connecticut in which students could get together to discuss crime and be empowered to develop and implement solutions. The Council holds monthly public forums either in the evening on a weeknight or during the school day. The youth have developed several committees, focusing on areas such as law enforcement and community service. One hundred and fifty students are currently involved in the Council. This grant will facilitate the operation and expansion of the Council program in Connecticut.

Delinquency Prevention**Continuation Programs****Law-Related Education (LRE)*—\$2,800,000**

The national Law-Related Education (LRE) Program, titled "Youth for Justice", includes five coordinated LRE projects and programs operating in 48 States and four non-State jurisdictions.

The Program's purpose is to provide training and technical assistance to State and local school jurisdictions that will result in the institutionalization of quality LRE programs for at-risk youth. The focus of the program during fiscal year 1995 will be on linking LRE, violence reduction and youth action. The major components of the program are coordination and management, training and technical assistance, preliminary assistance to future sites, public information, program development, and assessment.

This program will be implemented by the current grantees, the American Bar Association, the Center for Civic Education, the Constitutional Rights Foundation, the National Institute for Citizen Education in the Law, and the Phi Alpha Delta Legal Fraternity. No additional applications will be solicited in fiscal year 1995.

Teens, Crime, and Community: Teens in Action in the 90s*—\$1,000,000

This continuation program is conducted by the National Crime Prevention Council (NCPC) in partnership with and the National Institute for Citizen Education in the Law (NICEL). Teens in Action in the 90s is a special application of the Teens, Crime, and Community program, which operates on the premise that teens are disproportionately victims of crimes, and they can contribute to improving their schools and communities through a broad array of activities.

Under the fiscal year 1995 award, NCPC and NICEL will work through the National Teens, Crime, and Community Program Center to harness the energies of young people toward constructive activities designed to reduce crime and violence. The Program Center will be enlarged to serve as a formal clearinghouse for information and materials dissemination and to provide technical assistance and training. With fiscal year 1995 funds, NCPC and NICEL will significantly expand the number of communities participating in this program.

This program will be implemented by the current grantees. No additional applications will be solicited in fiscal year 1995.

Satellite Prep School Program and Early Elementary School for Privatized Public Housing—\$720,000

This is a continuation of a demonstration program under which OJJDP supports the operation of an early elementary school program on the premises of the Ida B. Wells Public Housing Development in Chicago, Illinois. The program is a collaborative effort among OJJDP, the Chicago Housing Authority, and the Westside Preparatory School and Training Institute to establish a prep school for children in kindergarten through 4th grade who live in the Development.

On October 1, 1991, the Wells prep school opened with kindergarten and 1st-grade students. In September 1993, a 2nd grade was added and in September 1994, a 3rd grade was added. The prep school operates as an early intervention educational model based on the Marva Collins Westside Preparatory School

educational philosophy, curriculum, and teaching techniques. The Westside Preparatory School, a private institution located in Chicago's inner-city Weed and Seed neighborhood, has had dramatic success in raising the academic achievement level of low-income minority children. Fiscal year 1995 funds will be used to continue the operation and management of the Wells prep school and to add a 4th grade. No additional applications will be solicited in fiscal year 1995.

Children at Risk—\$350,000

OJJDP, the Bureau of Justice Assistance (BJA), and the Center on Addiction and Substance Abuse of Columbia University have undertaken a joint program to help communities rescue high-risk pre-adolescents from the interrelated threats of crime and drugs. The program tests a specific intervention strategy for reducing and controlling illegal drugs and related crime in target neighborhoods and fosters healthy development among youth from drug- and crime-ridden neighborhoods. Multi-service, multi-disciplinary, neighborhood-based programs are established to provide a range of opportunities and services for pre-adolescents and their families who are at high risk of involvement in illegal drugs and crime. Simultaneously, the criminal and juvenile justice systems are targeting resources to reduce drug use and crime in the neighborhoods where these young people reside. OJJDP funds are used for the delinquency prevention component of the program.

The Center has received funding from a number of foundations that has been matched by OJJDP and BJA. Based on the proposals submitted, six communities were selected to receive funds beginning in fiscal year 1992 to implement programs over a three-year period: Austin, Texas; Bridgeport, Connecticut; Memphis, Tennessee; Newark, New Jersey; Savannah, Georgia; and Seattle, Washington. Foundation and government funding ranging from \$500,000 to \$1 million was allocated to each community. The program will be implemented by the current grantee in each of the six communities. OJJDP funds will be transferred to BJA to implement the program. No additional applications will be solicited in fiscal year 1995.

Nonviolent Dispute Resolution—\$300,000

This program is a joint effort of OJJDP and the Bureau of Justice Assistance (BJA) to test a variety of strategies to train teenage students to constructively

manage anger, resolve conflicts, learn the importance of mutual respect, and be responsible for their actions.

Organizations or agencies in jurisdictions participating in the Comprehensive Communities Program will be selected to implement program models. To qualify, applicants must have demonstrated successful work in programs that include collaborative efforts among educators, counselors, criminal justice representatives, and parents or caretakers. Applications will be solicited and awarded by BJA on a competitive basis under the Comprehensive Communities Program.

The Congress of National Black Churches: National Anti-Drug Abuse Program—\$250,000

OJJDP will continue to fund The Congress of National Black Churches' (CNBC) national public awareness and mobilization strategy to address the problem of drug abuse and enhance drug abuse prevention efforts in targeted communities. The goal of the CNBC's national mobilization strategy is to summon, focus, and coordinate the leadership of the black religious community, in cooperation with the Department of Justice and other Federal agencies and organizations, to mobilize groups of community residents to combat drug abuse and drug-related crime activities among adults and juveniles. CNBC operates this program in 31 cities.

The program will be expanded in fiscal year 1995 to address family violence intervention issues and target up to six additional cities for a total of 37 cities. Consideration will be given to expanding to SafeFuture sites when selecting the six new CNBC locations. No additional applications will be solicited in fiscal year 1995.

"Just Say No" International—\$250,000

This two-year program is designed to assist "Just Say No" International to expand its Youth Power anti-drug program to public housing projects in Oakland, California, and Baltimore, Maryland. In fiscal year 1994, Just Say No expanded the program to Oakland, California and, in fiscal year 1995, will expand into Baltimore, Maryland.

Jackie Robinson Center (JRC)—\$250,000

The Jackie Robinson Center (JRC) provides a comprehensive program of cultural education, sports, and counseling services for at-risk youth. This is the second year of the three year program designed to support expansion of the program to new sites in New York City.

Cities in Schools—Federal Interagency Partnership—\$200,000

This program is a continuation of a national school dropout prevention model developed and implemented by Cities in Schools, Inc. (CIS). CIS provides training and technical assistance to States and local communities, enabling them to adapt and implement the CIS model. The model brings social, employment, mental health, drug prevention, entrepreneurship, and other resources to high-risk youth and their families at the school level. Where CIS State organizations are established, they will assume primary responsibility for local program replication during the Federal interagency partnership.

This program is jointly funded by OJJDP and the Departments of the Army, Health and Human Services, and Commerce under an OJJDP grant. The project will be implemented by the current grantee. No additional applications will be solicited in fiscal year 1995.

Hate Crimes—\$200,000

The Education Development Center, Inc. (EDC) is developing a multipurpose curriculum for hate crime prevention in the schools and sanctions for juveniles who commit hate crimes. This curriculum is being pilot tested in the 8th grade of the Collins Middle School in Salem, Massachusetts. Once the pilot is evaluated and the curriculum redesigned, EDC will test the revised curriculum in two additional sites to ensure that it is geographically and demographically representative.

In consultation with the Office of Victims of Crime, EDC will develop a dissemination strategy for the curriculum and other products, including a judges' guide for dealing with hate crimes.

No additional applications will be solicited in fiscal year 1995.

Community Anti-Drug-Abuse Technical Assistance Voucher Project—\$200,000

In July 1991, OJJDP entered into a cooperative agreement with the National Center for Neighborhood Enterprise (NCNE) to extend its outreach to community-based grassroots organizations around the country that are working effectively to solve the problems of youth drug abuse. This project has three goals: (1) To allow various neighborhood groups to inexpensively purchase needed services through the use of technical assistance vouchers disbursed by NCNE; (2) to demonstrate the cost-effective use of vouchers to help neighborhood groups

secure technical assistance for anti-drug-abuse projects to serve high-risk youth; and (3) to extend OJJDP technical assistance to groups that are traditionally excluded because they lack the administrative sophistication, technical and grantsmanship skills, and resources to participate in traditional competitive grant programs.

In order to accomplish these goals, NCNE: (1) Provides support to community groups in developing and implementing a strategy under the "Weed and Seed" program; (2) functions as a clearinghouse for information on community anti-drug-prevention initiatives; and (3) reviews all technical assistance applications and select 15-25 eligible community-based anti-drug programs for award of vouchers.

This continuation award is designed to provide more than \$90,000 in vouchers to 20-30 organizations and to provide clearinghouse services to an additional 300 community groups.

Vouchers, which range in value from \$1,000 to \$10,000, can be used for planning, proposal writing, program promotion, legal assistance, financial management, and other activities. Selection of awardees and amounts is determined by the degree to which applicants meet the following criteria:

- Not previously funded by OJJDP or NCNE.
- Lack of access to traditional funding sources.
- Need for technical assistance and training.
- Small budget.
- Comprehensiveness of youth anti-drug programs.
- Clarity and feasibility of strategies presented on application.

No additional applications will be solicited in fiscal year 1995.

Race Against Drugs—\$150,000

Race Against Drugs (RAD) is a unique drug awareness, education and prevention campaign designed to help young people understand the dangers of drugs and live a non-impaired lifestyle. With the help and assistance from 21 motorsports organizations, and the cooperation of the Federal Bureau of Investigation and the National Child Safety Council, it has become a fun and exciting addition to drug abuse prevention programs. RAD now includes national drug awareness and prevention activities at schools, malls and motorsports events; television public service announcements, posters, and signage on T-shirts, hats, decals, etc.; and specialized programs like the "Adopt-A-School Essay and Scholarship" and "Winner's Circle"

programs. Curriculum materials include the Be A Winner Action Book for 6-8 graders, a RAD Adult Guide and a RAD Coloring Book for K-4 graders. This program will be supplemented and expanded to provide additional and updated curriculum materials, reach additional program sites, and demonstrate the Winner's Circle Program in Seattle, Washington. It will be funded by the Bureau of Justice Assistance (BJA) (\$25,000), OJJDP (\$25,000), and the Center for Substance Abuse Prevention (C-SAP) (\$100,000). It will be implemented by the current grantees, the National Child Safety Council. No additional applications will be solicited in fiscal year 1995.

Missing, Exploited and Abused Children

New Programs

Lowcountry Children's Center, Inc.*—\$250,000

The Lowcountry Children's Center, Inc., is a community-based program that offers services to children who are victims of violence. The Center is a nonprofit organization located in Charleston, South Carolina. Its mission is to coordinate a full range of services for abused and victimized children and their families. A major goal of the program is to restore child victims and their families to a healthy level of functioning. One Center currently provides an initial assessment, psychological testing and individual, group, and family therapy. In addition, lay and expert testimony in court hearings, investigative/law enforcement services, on-going multidisciplinary case coordination and case tracking, professional training, and case and program consultation services are provided by the center. OJJDP funds will enable the Center to provide the array of services necessary to create a model comprehensive program of intervention for these children and their families. The Center will also focus on program evaluation and research to determine effective interventions in particular types of case-enabling the model created by this funding to be fully evaluated and, if successful, replicated. No additional applications will be solicited in fiscal year 1995.

KidsPeace*—\$140,000

This program provides therapeutic foster care to children in crisis. Eighty percent of the children who are referred to the project are victims of child abuse. However, these children may be referred for delinquency, substance abuse, teenage pregnancy or other problems. The program now serves children in

Pennsylvania, Georgia, New York, and Indiana. The grant will enable the program to expand into one additional state in fiscal year 1995.

Multipurpose Educational Curriculum for Young Victims—\$75,000

Funds for this program will be transferred to the Office for Victims of Crime. The project will develop curriculum and training materials for use by school personnel, youth groups, and victim services providers to teach adolescents about the impact of crime on victims, about available victim assistance resources, and about strategies for providing effective peer support for young victims of crime. The program is expected to enhance victim service provider outreach activities targeting youth at risk and promote violence prevention.

Missing, Exploited and Abused Children

Continuation Programs

Parents Anonymous, Inc.*—\$250,000

Parents Anonymous, Inc., (PA) will continue the program started in fiscal year 1994 and expand services in communities that have existing PA chapters to families and youth at highest risk of delinquency. The main focus of this program is to prevent child abuse and neglect through the creation of parent support groups.

Permanent Families for Abused and Neglected Children*—\$225,000

This is a national project to prevent unnecessary foster care placement of abused and neglected children, to reunify the families of children in care, and to ensure permanent adoptive homes when reunification is impossible. The purpose is to ensure that foster care is used only as a last resort and as a temporary solution. Accordingly, the project is designed to ensure that government's responsibility to children in foster care is acknowledged by the appropriate disciplines. Project activities include national training programs for judges, social service personnel, citizen volunteers, and others under the Reasonable Efforts Provision of 42 U.S.C. 671(a)(15), training in selected lead States; and development of a model guide for risk assessment. The program will be implemented by the current grantees, the National Council of Family and Juvenile Court Judges. No additional applications will be solicited in fiscal year 1995.

Children as Witnesses to Community Violence—\$170,658

This project develops, implements, and evaluates after-school interventions to protect elementary-school-age children in Washington, DC from the aftereffects of exposure to violence. The intervention program is expected to prevent or reduce the occurrence of certain negative psychological symptoms among children exposed to community violence. It should also help children develop coping skills that can reduce the likelihood of their future involvement in violence. The program is administered by Howard University and managed by the National Institute of Justice (NIJ). OJJDP funds will be transferred to NIJ to complete this program in fiscal year 1995.

Discussion of Comments

OJJDP published its proposed Comprehensive Plan for fiscal year 1995 in the Federal Register on December 30, 1994, 59 FR 68080, for a 45-day period of public comment. The Office received 58 letters commenting on the proposed plan. All comments have been considered in the development of the Final Comprehensive Plan for Fiscal Year 1995.

The majority of the letters OJJDP received provided positive comments about the overall plan and its programs. The following is a summary of the substantive comments and the responses by OJJDP. Unless otherwise indicated, each comment was made by a single respondent.

Comment: A respondent noted agreement with an emphasis on prevention and early intervention and the establishment and utilization of a system of graduated sanctions for juvenile offenders. The respondent further noted that this is a prudent and logical approach that covers the entire spectrum of responses to youth involved with the juvenile justice system and addresses community concerns about the escalation of youth violence.

Response: OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders incorporates the two principal components of delinquency prevention and improving the juvenile justice system's response to delinquent offenders through a system of graduated sanctions and a continuum of treatment alternatives. The delivery of services must be provided with a balance of: (1) Community protection and public safety; (2) juvenile offender accountability; (3) competency development; (4) individualization; and (5) representation of the interests of the community, victim and juvenile

taking these factors into account in each program component, a new direction in the administration of juvenile treatment services is fostered.

Comment: A respondent encouraged the "renewed" focus on aftercare. In addition, the respondent suggested that special attention be given to the coordination of mental health, medical, substance abuse, educational, independent living, and crisis intervention services well in advance of discharge. It was further suggested that these services should be an automatic extension of care given while in placement.

Response: OJJDP's Intensive Community-Based Aftercare for High Risk Juvenile Offenders Project (IAP) incorporates this approach. The IAP model is currently being implemented in four competitively selected jurisdictions, following a multi-year research and development initiative conducted by Johns Hopkins University and California State University (Sacramento). Each Serious, Violent, and Chronic Juvenile Offender Treatment Program site and the SafeFutures jurisdictions are expected to incorporate aftercare services as a key component of the graduated sanctions continuum. OJJDP will provide technical assistance on implementing the IAP model, as necessary, in these and other jurisdictions.

Comment: A respondent recommended the use of "teen mentors" or peers as role models, presenters and speakers in programs for youth, based on the writer's success in using such youth in delivering various positive messages.

Response: OJJDP agrees that involving peers as role models in delinquency prevention and intervention can be effective and that "peer-related prevention must be an essential part of comprehensive prevention programming." (Pransky, 1991) As reflected in the "Ensure Education" issue area of the SafeFutures program, peer mediation is addressed through "encouraging the development of positive values and teaching critical social skills, including conflict resolution and peer mediation."

Comment: Two respondents recommended that input on prevention and intervention programs be sought and utilized from youth involved in the program. It was suggested that by making these involved youth part of the process, they will stay involved and programs will be improved.

Response: OJJDP agrees with the respondents. Research has demonstrated that "Young people are more likely to be active program participants if they

themselves are involved in creating and running (the program)" (Pransky, 1991).

Comment: A respondent recommended that OJJDP support the development and/or acquisition of videos and provide information and training on promising and effective programs to assist in replication.

Response: Through OJJDP's Juvenile Justice Clearinghouse (JJC), the Office makes available a variety of program materials developed through OJJDP funded grants and contracts. This material includes videos, manuals, surveys, program summaries and directories of promising programs. In addition, JJC collects and disseminates similar materials on other programs of various types not funded by OJJDP. JJC can be reached by calling 1-800-638-8736 or sending an Internet message to "askncjrs@ncjrs.aspensys.com". OJJDP routinely provides training and technical assistance on promising programs such as Law-Related Education and the Intensive Community-Based Aftercare for Juveniles Program.

Comment: A respondent recommended that OJJDP identify and promote existing and new programs. It was suggested that these programs be identified by soliciting responses from police, court, school, and media personnel.

Response: Since 1992, OJJDP has annually awarded the Gould-Wysinger Award to State and local programs in order to recognize exceptional achievements in juvenile justice programming. This program is designed to both recognize and acknowledge outstanding local programs and to encourage replication in communities facing similar challenges. Each year, projects are nominated by each State's Formula Grants program agency, in consultation with the State Advisory Group. Winners of the award are published in OJJDP's Juvenile Justice Magazine and in an OJJDP Bulletin with a short description of each program along with a contact name and phone number for more information on the program. Since 1992, a total of 72 programs have received the Gould-Wysinger Award.

It has also been recognized that identifying promising programs for delinquent and at-risk youth in the juvenile justice system is a key concern of juvenile justice practitioners and others. In 1992, OJJDP awarded a grant to the National Center for Juvenile Justice to identify programs that effectively address the needs of juvenile offenders. During the data collection process, 3,000 juvenile court judges, probation administrators, and line staff

nominated more than 1,100 programs in 49 States. The result is What Works: Promising Interventions in Juvenile Justice, a directory of 425 intervention programs deemed effective by the practitioners who use them. This directory and descriptions of those programs having received the Gould-Wysinger Award are available from the Juvenile Justice Clearinghouse by calling 1-800-638-8736, or sending an Internet message to askncjrs@ncjrs.aspensys.com".

Comment: A respondent recommended that "vocational education" be provided to youth in various parts of the juvenile justice system, including "community service, probation and to suspended students in an atmosphere conducive to youth involvement." It was further recommended that a "recreational hook" be used to "get kids involved and build upon that 'activity' in order to allow youth to learn 'practical trades' and skills that can later be used in industry."

Response: OJJDP agrees in principle with the respondent and recognizes the need for comprehensive service delivery, including supplementing traditional academic education with vocational training. OJJDP also intends to address a number of these issues in the SafeFutures Program, including ensuring education, increasing the effectiveness of juvenile justice by providing youth vocational training and meaningful job opportunities, addressing truancy and school dropouts through alternative education, and providing a continuum of services to respond appropriately to the needs of each juvenile offender.

OJJDP also agrees that "recreation", including cycling, baseball, football, and basketball, can be an effective "hook" to get youth involved in prevention services. However, it should be made clear that recreation alone is not an effective intervention. Wrap-around services that address the needs and risk factors of the youth involved are a necessity. For example, the Boys and Girls Clubs of America have successfully and consistently used recreation and other activities to reach out to at-risk youth in order to make available prevention and intervention services available once inside the clubs.

Comment: A respondent recommended that "job training skills" be incorporated with the education process so as to allow youth "to stay involved in a program by keeping them interested." Students who have been suspended should be allowed to "prove" themselves in a program that offers a variety of job opportunities. An

"apprenticeship" period should be created so they can be educated in the "field" by subsidizing their employment and allowing them to earn credits toward their High School Diploma.

After graduation, this job opportunity should be available on a full time basis.

Response: OJJDP is entering into a collaborative effort with the Bureau of Justice Assistance and the National Endowment for the Arts to promote business vocational skills, entrepreneurship, recreation, and arts programs for afterschool, weekend hours, and summer. Apprenticeships and other job skills programs would be developed with the involvement of the business sector. The Pathways to Success Program will be implemented as part of the Safe Futures Program to provide vocational, job, and other skills training as part of a comprehensive service delivery system. Five additional Pathways to Success grants will be competed and awarded independent of the Safe Futures Program.

It is also possible that various components of the Safe Futures Program can be effectively linked with school-to-work opportunities in the applicant's State, if available. Created through the School-to-Work Opportunities Act, this collaborative initiative between the U.S. Departments of Education and Labor prepares youth for first jobs in high-skill, high-wage careers, to achieve high academic and occupational standards, and for further postsecondary education and training. The initiative has three core elements, including: (1) School-based learning consisting of classroom instruction based on high academic and occupational skill standards that integrates work-based learning and school-based learning; (2) work-based learning which includes work experiences, structured training and mentoring at job sites; and (3) connecting activities, which include a variety of activities that build and maintain bridges between school and work. Examples of connecting activities include courses that integrate classroom and on-the-job instruction, matching students with participating employers and training job-site members.

For more information on School-to-Work Opportunities, contact the School-to-Work Opportunities Information Center at (202) 368-7298.

Comment: A respondent recommended that the prevention component of the Program Plan include youth suicide and teenage grief as well as provide a holistic approach to preventing delinquent behavior.

Response: Teenage grief and suicidal patterns are common signs of psychological disturbances in juveniles.

at high risk of getting involved in delinquent behavior or social acting out. To address psychological needs, OJJDP is looking to mental health services to provide evaluation (diagnosis), prevention, and treatment of mental disorders for high-risk juveniles and juveniles in the juvenile justice system. Under the Safe Futures program, funds will be available to establish or enhance mental health services in the juvenile justice system and to promote, develop, and implement mental health services for at-risk children, including victims of child abuse.

Comment: After studying OJJDP's proposed Comprehensive Program Plan for fiscal year 1995, one respondent commented that the Plan is still addressing symptoms rather than the core problem of family dysfunction.

Response: OJJDP recognizes the critical importance of strong families and their essential role in nurturing strong, healthy children. The Office also recognizes the link between dysfunctional families and juvenile delinquency. OJJDP has long supported family-related studies and programs designed to strengthen families and family strengthening remains a program priority. In 1988, OJJDP launched a major parenting initiative entitled Effective Parenting Strategies for Families of High-Risk Youth. An interdisciplinary team comprised of family researchers at the University of Utah and policy scientists at the Pacific Institute for Research and Evaluation conducted an extensive literature review focused on the causes and correlates of delinquency, and the effectiveness of prevention, intervention, and treatment strategies for high-risk families. The results of the study are summarized in a publication, entitled Strengthening America's Families: Promising Parenting Strategies for Delinquency Prevention, User's Guide. The fiscal year 1995 OJJDP Comprehensive Program Plan provides funding support for family strengthening activities that build on the findings and recommendations of this study.

Comment: A respondent noted that various segments of OJJDP's Proposed Comprehensive Program Plan touched on the lack of employment skills as a major contributor to juvenile crime, but did not thoroughly address this problem area and the need for early career and/or employment preparation. The suggested strategy for addressing this area is to teach employment skills and career preparation to all school children by incorporating instruction into the curriculum of every grade level, beginning in kindergarten.

Response: OJJDP has long recognized the importance of providing juveniles with the skills they need to increase their employment potential and pursue the career of their choice. For this reason, many of the OJJDP supported programs have components that address this area. For example, the national Cities in Schools (CIS) dropout prevention program teaches job skills at the elementary, middle and high school levels. CIS has also established a number of alternative schools. A key component of their program is not only to provide young people with job skills, but to provide them with career exploration through job shadowing. Youth are also encouraged to pursue entrepreneurial activities. Several other fiscal year 1995 programs have components that address this issue. OJJDP also partners with other agencies such as the Departments of Commerce, Health and Human Services, Education, Labor and others and hopes to expand those partnerships in the future.

Comment: One respondent was concerned that the Family Strengthening Program did not place greater emphasis to prevention or acknowledge a role for community-based organizations.

Response: OJJDP remains committed to addressing the wide range of family strengthening needs that encompass prevention, intervention and treatment. The OJJDP publication, Strengthening America's Families: Promising Parenting and Family Strategies for Delinquency Prevention, User's Guide, stresses that there is no "one-size-fits-all" family strategy for preventing delinquency. Several types of parenting programs are needed. There are programs designed for parents of infants, children and adolescents. Some programs are best suited for well-functioning families, while others address the needs of dysfunctional families. OJJDP also remains committed to encouraging the involvement of community-based organizations. The Family Strengthening Program calls for the creation or expansion of programs "that enlist schools and other local entities in family programming." "Other local entities" includes community-based organizations. Many of the representative 25 programs that the researchers identified as particularly promising classified themselves as "prevention" programs and most included relevant community-based organizations in aspects of their program strategy. OJJDP will continue to emphasize family strengthening through prevention, intervention and treatment utilizing a range of available resources that are community-based.

Comment: One respondent felt that the Proposed Comprehensive Program Plan outline was unclear as to which programs allow a community-based organization to compete for funding and that many of the eligibility requirements seem to exclude community organizations with experience, providing only limited opportunities for these qualified organizations to receive OJJDP funding.

Response: OJJDP recognizes the importance of community-based organizations, particularly in the planning phase of any collaborative project. The SafeFutures Program specifically calls for community-based collaboratives. Community-based organizations have the experience to operate a broad range of programs. In cases where only local units of government are eligible for awards, community-based organizations should pursue the option of partnering with them as a service provider or administering agency.

Comment: A community-based organization commented that despite its varied experiences in a number of areas, including mentoring, it would be unable to compete for Part G Mentoring Funds, Title V Incentive Grants, and Part E State Challenge Activities. The respondent organization felt that these activities should require that funds go to community-based organizations that have significant experience providing culturally appropriate programs to at-risk ethnic minorities. Without this requirement, a real partnership will not be achieved.

Response: For the activities mentioned above, community organizations can still qualify for support but they must do so through a local unit of government. For example \$1 million in fiscal year 1995 Part G Mentoring Program funding is being awarded through the SafeFutures program. Mentoring is a logical component of a continuum of care for youth-at-risk. Under Part G and the SafeFutures Program, mentoring programs are required to be conducted either by LEA's (local education agencies) or by non-profit private organizations (including community-based organizations) or public agencies in partnership with LEA's.

Comment: One respondent questioned whether the Native American Alternative Community-Based Program will receive additional funding in fiscal year 1995.

Response: Continuation funding of \$600,000 will be available for this program in fiscal year 1995.

Comment: One respondent commented that the description of the

Juvenile Justice Prosecutor Training Project is vague and that training should include cultural awareness and how poverty-related and misunderstood cultural behaviors affect decisions.

Response: The Juvenile Justice Prosecution Training Center will support prosecutor training in areas of need identified by a working group of chief prosecutors. OJJDP expects that cultural differences and poverty-related problems among juvenile offenders will be covered in the training. In addition, OJJDP continues to support training in cultural differences for juvenile justice officials under a grant to the American Correctional Association for the Training in Cultural Differences for Law Enforcement/Juvenile Justice Officials Program.

Comment: A respondent noted that the description of Interventions to Reduce Disproportionate Minority Confinement in Secure Detention and Correctional Facilities Program indicates that the application process is open to new applicants. However, the program is listed under Continuation Programs. It is unclear if additional organizations can apply.

Response: This project was inadvertently listed under the Continuation Programs section. New applicants will be eligible to apply for OJJDP funding in fiscal year 1995.

Comment: A respondent noted that the Nonviolent Dispute Resolution Program is listed under Continuation Programs, indicating that only prior recipients can apply. The description, however, seems to contradict this by indicating a competitive application process.

Response: This is a competitive program being administered by the Bureau of Justice Assistance for cities which have been selected to receive funds under the Comprehensive Communities Program. OJJDP is contributing funds to the program.

Comment: One State official commented that OJJDP should notify the State Formula Grants Program Agency when a project is selected for funding within a given State.

Response: OJJDP agrees that in the interest of comprehensive planning and interagency coordination, cognizant State agencies should be notified when OJJDP awards funds directly to projects operating with the State. A formal notification process will be initiated to provide information on all discretionary grant awards to State agencies.

Comment: One respondent proposed that OJJDP adopt a policy to provide periodic updates to State agencies on projects selected for funding under the SafeFutures Program.

Response: The SafeFutures Program is based on a continuum of care model that calls for maximum coordination and cooperations among agencies serving juveniles. OJJDP encourages States having SafeFutures sites to include SafeFutures in the comprehensive planning undertaken for the Formula Grants Program and make maximum use of Formula Grant, Title V, and Challenge Grant funds to enhance juvenile justice and delinquency prevention activities in SafeFutures sites. While the level of State agency participation expected in SafeFutures should obviate the need for "periodic updates" by OJJDP, funded sites will be required to provide the cognizant State agency with a copy of their quarterly progress report.

Comment: A national organization expressed concern about the level of support in the fiscal year 1995 Program Plan for programs to address disproportionate minority confinement.

Response: OJJDP is strongly committed to supporting State efforts to address the disproportionate confinement (DMC) of minority juveniles in secure custody in States where such condition exists. The Office has supported demonstration efforts under the Special Emphasis discretionary grant program, as well as research, program evaluation, and training and technical assistance in this area. Many States are allocating significant amounts of their Formula Grants Program funds to address section 2257(a)(23) of the JJDP Act.

OJJDP is working with the Coalition for Juvenile Justice's Committee on Ethnic and Cultural Diversity to find other ways to improve our DMC programming. OJJDP looks forward to cooperative efforts with the Coalition and others committed to improving juvenile justice by addressing the DMC issues.

Comment: One respondent suggested that OJJDP add language to the section which describes organizations with whom OJJDP would coordinate the SafeFutures Program to include Youth Corps that are certified by the National Association of Service and Conservation Corps and provide participants with a six to twelve month, full-time, crew-based, highly structured, and adult supervised work and learning experience and that promote the development of citizenship, life and employment skills.

Response: OJJDP concurs with the importance of coordinating the SafeFutures program with Youth Corps programs that have a component serving a juvenile population. The Office has incorporated appropriate language into

the fiscal year 1995 Final Comprehensive Program Plan.

Comment: A number of respondents representing juvenile justice agencies across the country wrote in support of continued and/or increased funding for the Balanced and Restorative Justice Project (BARJ), a key component of OJJDP's Juvenile Restitution Program. They noted that the BARJ Project has advanced the implementation of the "Balanced Approach" and the use of restitution and community service in a number of juvenile justice systems and that additional jurisdictions are interested in implementing this major shift in system philosophy and practice through BARJ Project training and technical assistance.

Response: The BARJ Project will receive continuation funding of \$100,000 in fiscal year 1995 and a similar amount is anticipated as a supplement from fiscal year 1996 funds. This will give the Project a twelve-month budget of \$200,000 to complete its activities under this multi-year funded Program. State and local jurisdictions interested in adopting the balanced and restorative justice approach should also request technical assistance through OJJDP's technical assistance support contract under the Formula Grants program or seek local support for implementation funding.

Comment: A respondent recommended giving youth access to their police chief and officers through programs funded under the Final Comprehensive Program Plan.

Response: In fiscal year 1993, OJJDP provided support to the New Haven, Connecticut Police Department and the Yale University Child Development Center to document a child-centered community-oriented policing model. This is a continuation program of OJJDP and the Bureau of Justice Assistance and will serve as a model for other sites to replicate.

Comment: A respondent stated that OJJDP has omitted a key group of professionals who have been trained in diversion and have demonstrated success in working to divert juveniles from the juvenile justice system, recommending that OJJDP include parks and recreation professionals in the SafeFutures Program.

Response: OJJDP agrees that those within the "justice system" cannot make a difference alone. This is a key premise of the SafeFutures Program. OJJDP encourages local jurisdictions to develop a continuum of care that includes professionals representing all aspects of youth development, especially those who are in a position to promote positive youth development.

OJJDP agrees with the National Parks and Recreation Association that the perception of public recreation should move beyond "fun and games" to the status of an essential service (National Parks and Recreation Association, 1994). OJJDP will work with the Association and other parks and recreation organizations during fiscal year 1995 to highlight the many outstanding delinquency prevention and intervention programs that are being implemented by local parks and recreation departments across the country and to further the evaluation of these programs.

Due to the fact that OJJDP is not requiring the involvement of specific types of professionals, it is ultimately up to the jurisdictions chosen to implement the SafeFutures program to identify key resources to support a continuum of care. It is expected that parks and recreation professionals will be an integral part of this group. One possibility for parks and recreation professionals is involvement in the development and implementation of the "Pathways to Success" program within the SafeFutures program. This program emphasizes, in part, recreational alternatives during after-school and weekend hours.

Comment: One respondent felt that the budget for Training for Family-Strengthening Services (\$250,000) should be increased to support trained individuals who provide technical assistance for family strengthening.

Response: One million dollars in Family Strengthening and Support funds will be available to the five SafeFutures program sites. These funds can be used for both training/technical assistance and direct service programs in the five sites. An additional \$250,000 will be available for training/technical assistance in other communities interested in improving their Family Strengthening Service programs. Further support can be drawn from other OJJDP training/technical assistance projects, including the newly established National Juvenile Justice and Delinquency Prevention Training and Technical Assistance Center.

Comment: One respondent questioned why virtually all funds for law-related education were being awarded on a non-competitive basis to the Law-Related Education National Training and Dissemination Program, with only \$200,000 in competitive funding being made available for "Innovative Approaches in Law-Related Education," thereby limiting opportunities for other organizations to seek funding for new law-related education programs.

Response: Eighty percent of the funds set aside for Law-Related Education are earmarked for the Law-Related Education National Training and Dissemination Program (Youth for Justice). OJJDP proposed to set aside \$500,000 of the remaining \$700,000 for a competitively awarded impact evaluation. However, because Department of Education funds were not available for a joint evaluation project, \$600,000 of the \$700,000 is being made available to support the "Innovative Approaches in Law-Related Education" program. One hundred thousand dollars will be awarded to fund the Facing History and Ourselves Program. Shay Bilchik,
Administrator, Office of Juvenile Justice and Delinquency Prevention.

National Institute of Justice—Research Plan 1995-1996

For general information regarding NIJ's 1995-96 Research Plan, please contact Edwin Zedlewski, at (202) 307-2953, or Winifred Reed, at (202) 307-2952. For other general NIJ information, contact Carrie Smith, at (202) 616-3233. For document publication information, contact Mary Graham, at (202) 514-6207.

For information about the Violent Crime Control and Law Enforcement Act of 1994 (Crime Law), contact the Department of Justice Response Center at (202) 307-1743 or (800) 421-6777.

For substantive questions regarding specific Goals, please contact the appropriate Program Manager. Names and telephone numbers of all Program Managers are listed at the end of each Goal. To inquire about NIJ receipt of applications, contact Louise Loftin, at (202) 307-2965.

For general information about NIJ programs and funding opportunities, and application procedures; for requests for reprints, literature, final reports, funded grants on related topics, etc.; for names of researchers or practitioners working on related topics, contact the National Criminal Justice Reference Service (NCJRS), at (800) 851-3420.

The NIJ 1995-96 Research Plan is also available electronically via the National Criminal Justice Reference Service Bulletin Board System. You can access the Bulletin Board through the Internet (telnet to ncjrsbbs.aspensys.com or gopher to ncjrs.aspensys.com 71) or through a modem (set at 9600 baud and 8-N-1; dial 301-738-8895). The NIJ Research Plan is listed under the "National Institute of Justice Information" menu.

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