



OJJDP *Annual Report*

*Office of Juvenile Justice
and Delinquency Prevention*

1998

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 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’s 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 47 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent juvenile victimization and respond appropriately to juvenile delinquency. This is accomplished through developing and implementing prevention programs and a juvenile justice system that protects the public safety, holds juvenile offenders accountable, and provides treatment and rehabilitative services based on the needs of each individual juvenile.

OJJDP Annual Report

Shay Bilchik, Administrator
Office of Juvenile Justice and Delinquency Prevention

October 1999

This report covers activities undertaken by the Office of Juvenile Justice and Delinquency Prevention during Fiscal Year 1998.

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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

Although serious violent crime by juveniles dropped 33 percent between 1993 and 1997, juvenile delinquency and the victimization of juveniles remain serious concerns for juvenile justice practitioners and policymakers alike. How can we ensure public safety, hold juvenile offenders accountable, and help offenders develop into law-abiding citizens? What can we do to combat drug and alcohol abuse? What programs work best in responding to juvenile gangs and gang violence? What can we do to focus positive attention on the majority of youth who aren't involved in delinquency? How can we protect children from maltreatment and abuse?

These are just some of the questions the Office of Juvenile Justice and Delinquency Prevention (OJJDP) addressed during fiscal year 1998. The diverse programs we funded were designed to help communities build on the downturn in juvenile crime by developing comprehensive, coordinated responses to delinquency. From promoting family strengthening, dependency court reform, and opportunities for youth, to enhancing law enforcement efforts and strengthening the juvenile justice system, integrated strategies can make a difference in a community's rates of juvenile offending and victimization.

To support State and local efforts, OJJDP engages in a continuum of activity. First, we use what we have learned from our research, evaluation, and statistical programs to develop model demonstration programs. Once our evaluation efforts have proven these programs successful, we help other communities replicate them. Finally, we develop training and technical assistance to help others learn about effective policies and programs. Keeping the public and policymakers informed about the issues surrounding juvenile crime and programs that work is a key OJJDP priority. This cycle of activity reflects a critical Federal role in supporting programs to help communities address problems.

This *OJJDP Annual Report* highlights some of the many accomplishments of FY 1998. It discusses a variety of research, statistical, demonstration, training, technical assistance, and information dissemination initiatives. It also provides a snapshot of how States and U.S. territories are using formula and block grants from OJJDP to improve their juvenile justice systems and prevent delinquency. It summarizes our efforts to help missing and exploited children, including several new initiatives to protect children from online exploitation. The Report also offers information about the number of juveniles taken into custody and several new surveys that will provide even further insights into juvenile detention and corrections issues.

I hope that the information in this Report will help practitioners and policymakers as they shape their programs to address juvenile delinquency and victimization. By working together and sharing our experiences, I am confident that we can ensure that the downturn in serious violent juvenile crime will continue.

Shay Bilchik
Administrator

Office of Juvenile Justice and Delinquency Prevention

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An Introduction to the Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was created by Congress in 1974 to help communities and States prevent and control delinquency and improve their juvenile justice systems. A component of the U.S. Department of Justice, Office of Justice Programs, OJJDP is the primary Federal agency responsible for addressing the issues of juvenile crime and delinquency and the problem of missing and exploited children, which Congress added to OJJDP's legislative mandate in 1984.

Although the nature and extent of delinquency and abuse have changed considerably since OJJDP was created, the Office continues to provide national leadership and support an array of activities to help States and local communities meet the many juvenile justice challenges they face. These challenges include dealing with the small percentage of juveniles who commit serious, violent offenses; holding young offenders accountable for their unlawful actions; combating alcohol and drug abuse; addressing gangs

and juvenile gun violence; working to strengthen families; and helping children victimized by crime and child abuse.

The Office funds critical research, statistical, and evaluation efforts and demonstration programs, provides technical assistance and training, produces and distributes publications containing the most up-to-date juvenile-justice-related information available, oversees the Missing and Exploited Children's Program, and administers formula, block, and discretionary grant programs.

This annual report describes OJJDP's major accomplishments in these areas during fiscal year (FY) 1998, discusses the philosophy that guided its program plan, and summarizes the most recent data available on juveniles taken into custody. These activities reflect OJJDP's continuing commitment to focus on programs that have the greatest potential for reducing juvenile delinquency and improving the juvenile justice system.

Chapter 1

Major Accomplishments in FY 1998

Since 1995, juvenile crime in this country has significantly decreased. The most recent figures from the Federal Bureau of Investigation's Uniform Crime Reporting Program indicate that, in 1997, juveniles accounted for 19 percent of all arrests and 17 percent of arrests for violent crimes. Although the juvenile violent crime arrest rate increased more than 60 percent between 1988 and 1994, it decreased 23 percent between 1994 and 1997. Similarly, the juvenile homicide arrest rate increased substantially between 1988 and 1993 but declined 39 percent between 1993 and 1997. It is also important to note that, in 1997, only a fraction—less than one-half of 1 percent—of all juveniles were arrested for a violent crime.

Although these figures are encouraging, there is still much work to be done. During the past year, OJJDP remained at the forefront in providing national leadership to help prevent and control juvenile delinquency and address the victimization of children. The Office's many activities were designed to help sustain the ebbing tide of juvenile crime and to help make the Nation's communities safe for both children and adults. The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders continued to be the foundation of the Office's programs in FY 1998. The Comprehensive Strategy is a research-based plan that calls for using a balanced approach to aggressively address juvenile delinquency and violence by preventing the onset of delinquency, improving the juvenile justice system's ability to respond to juvenile offending, and establishing graduated sanctions.

The Comprehensive Strategy and other accomplishments highlighted in this chapter represent the types of programs OJJDP funded during FY 1998 to help States and localities ensure a continuing decline in the juvenile crime rate. The programs run the gamut from research and evaluation to training and technical as-

sistance to demonstration programs. They include several major new programs established by Congress and many ongoing programs. Recognizing the importance of knowing how well programs work, OJJDP has built evaluation components into many of its programs and continued efforts on documenting what works and what does not. OJJDP activities addressed a number of issues in FY 1998, including accountability, alcohol and drug abuse, gangs, hate crimes, and effective court programs. Sharing information with practitioners in the field remained a priority; dissemination activities are highlighted in chapter 2. The Missing and Exploited Children's Program also had many accomplishments, which are highlighted in chapter 4. Although this report highlights several key OJJDP research, statistical, and evaluation projects, more detailed descriptions are contained in *OJJDP Research: Making a Difference for Juveniles*. The document is available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

Assessment of Space Needs in Juvenile Detention and Corrections Facilities

During the past year, OJJDP undertook a congressionally required study of space needs in juvenile detention and correctional facilities and submitted a report to Congress in July 1998. The report examines the need for space nationwide based on information from several data collection programs supported by the U.S. Department of Justice. The report also analyzes this need in 10 States selected by Congress for more detailed study. The States are Alaska, California, Kentucky, Louisiana, Mississippi, Montana, New Hampshire, South Carolina, West Virginia, and Wisconsin.

Based on analysis of several national data sets and on assessments from State experts, OJJDP found the following:

- ◆ Nationwide, juvenile detention and corrections facilities appear to be moderately crowded, although the causes of this crowding can be traced to several factors other than the volume of juvenile crime in each jurisdiction.
- ◆ Most of the 10 States identified by Congress have experienced moderate to severe crowding in their juvenile detention and corrections facilities in recent years.
- ◆ No State contacted for the assessment reported that it had all of the resources it required for both juvenile detention and juvenile corrections.
- ◆ Eight of the ten States plan to add 10 percent or more to their existing corrections bedspace within the next 5 years; 7 of the 10 plan to add 10 percent or more to the existing number of detention beds.

The assessment also found several general obstacles to effective State planning. These obstacles include:

- ◆ Projecting future juvenile corrections populations is often more challenging than projecting future trends in adult corrections.
- ◆ Nationally available information (e.g., population, arrest, and juvenile court data) is insufficient for projecting future juvenile detention and corrections bedspace in a manner that is most useful to policymakers and administrators.
- ◆ Understanding the sources of demand for detention and corrections space requires a knowledge of the laws, policies, and practices that shape each jurisdiction's juvenile justice system.
- ◆ The methods States currently use to plan for future detention and corrections space vary significantly.
- ◆ More than half of the States assessed for the report make either limited or no use of empiri-

cally based methods to project future bedspace needs.

The report emphasizes that assessing space needs and projecting future requirements are policy analysis exercises most effectively pursued as a component of a more comprehensive planning process. Projections of future bedspace are effective only if they provide sound information that is useful for developing, implementing, and monitoring juvenile justice policy. The report also describes several sound methodologies to help States increase their ability to forecast future bed needs. It is, however, also clear from the report's analysis of existing national data sets and the experiences of the 10 States that the solution to the States' problems with projecting future bed needs is not simply to increase the amount of data available to State juvenile justice agencies. The report concludes that projecting future bedspace should be an exercise at least as much in policy analysis as in data analysis. In fact, the best approaches to forecasting future corrections and detention needs may involve using statistical forecast methodologies primarily as learning tools. In this way, population forecasting methods can aid State and local officials in making complex decisions that are fundamentally about management and policy rather than statistical accuracy.

OJJDP is expanding the scope of the report to provide an in-depth analysis of the supply and demand for detention and corrections bedspace nationally and to develop analytic tools for use in determining future needs at both the national and State levels. OJJDP awarded a grant to The Urban Institute of Washington, DC, to conduct the study, which is to be completed by October 2000. The space needs assessment is funded through the Juvenile Accountability Incentive Block Grants program, discussed later in this chapter. *An Assessment of Space Needs in Juvenile Detention and Correctional Facilities (Report to Congress)* is available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

Balanced and Restorative Justice

Based on research showing that properly structured restitution programs can help reduce recidivism, OJJDP has supported the development and improvement of juvenile restitution programs since 1977. The Balanced and Restorative Justice (BARJ) project sprang from OJJDP's Restitution, Education, Specialized Training, and Technical Assistance (RESTTA) project. The three priorities of BARJ—public safety, accountability, and competency development—recognize restoration of both victims and offenders as critical goals of community justice. In FY 1992, OJJDP awarded Florida Atlantic University of Fort Lauderdale a grant to enhance the development of restitution programs as part of systemwide juvenile justice improvement using balanced approach concepts and restorative justice principles. In subsequent years, the project developed a BARJ program model. The model was initially described in a 1994 OJJDP Program Summary, *Balanced and Restorative Justice*, which became a reference source for BARJ training. During 1998, OJJDP published the *Guide for Implementing the Balanced and Restorative Justice Model*.

Project staff also drafted new training materials, including a BARJ Training Curriculum and a Training of Trainers Curriculum, both prepared in cooperation with the National Institute of Corrections. The Training of Trainers Curriculum, which was prepared under a separate Juvenile Accountability Incentive Block Grants (JAIBG) program grant to Florida Atlantic University, represents the first step in OJJDP's commitment to develop a cadre of trainers proficient in training juvenile justice managers and line staff across the Nation in accountability-based correctional interventions consistent with the BARJ model.

During 1998, the BARJ project also intensified training and technical assistance for State officials and targeted key professional groups, such as judges and prosecutors, for BARJ-focused orientation and training. The project also provided training at nu-

merous national and regional conferences and workshops and specialized roundtables. One roundtable brought together staff from the three original BARJ "intensive" sites—Allegheny County, PA; Dakota County, MN; and West Palm Beach County, FL—which have been implementing different degrees of systemic change in accordance with the BARJ model. Staff from other States and local jurisdictions pursuing BARJ activities also participated in the roundtable.

Combating Underage Drinking

OJJDP moved forward quickly to administer the Combating Underage Drinking (CUD) program, a new multifaceted program created by Congress. OJJDP's FY 1998 appropriation for this program included funding for block grants to each of the 50 States and the District of Columbia, discretionary programs, and training and technical assistance. The CUD block grants program is discussed in chapter 5; discretionary and training and technical assistance activities are highlighted here.

OJJDP awarded 10 States and Puerto Rico discretionary CUD funds in FY 1998 to help communities develop comprehensive approaches to the problem of underage drinking, with an emphasis on increasing law enforcement activity. California, Connecticut, Louisiana, Maryland, Michigan, Minnesota, New Mexico, Ohio, Pennsylvania, and Wisconsin each received up to \$400,000 to address underage drinking at the local level. The communities include urban, suburban, and rural areas; colleges; and Hispanic and Asian populations. The States are implementing strategic plans based on community needs assessments, increasing enforcement of underage drinking laws, developing youth leadership and involvement in prevention and public awareness efforts, and hiring project coordinators for communitywide task forces. Puerto Rico received \$25,000 to develop a pilot program with similar objectives.

OJJDP awarded a discretionary grant to Students Against Destructive Decisions, Marlboro, MA, to develop a youth-adult partnership to work with alcohol distributors and law enforcement officials

and to implement the Not on Your Life program in Arizona, Florida, Louisiana, and New York. This program seeks to ensure compliance with State underage drinking laws. Native American Connections, Inc., of Phoenix, AZ, received \$400,000 to develop and demonstrate a model program on four tribal reservations to curtail the illegal sale of alcohol to American Indian youth and develop youth leadership in combating alcohol abuse by American Indian youth. An advisory committee of American Indians is assisting with the selection process for the four initial sites. OJJDP also will award funds to additional sites in the future.

Wake Forest University in Winston-Salem, NC, received a grant to evaluate how States and local communities are using their block and discretionary grants and to evaluate the impact of the program's first 2 years in a sample of communities.

OJJDP awarded four grants to support training and technical assistance for combating underage drinking in FY 1998. The National Association of Governors' Highway Safety Representatives of Washington, DC, is helping to prepare States to implement underage drinking prevention initiatives. The Pacific Institute for Research and Evaluation (PIRE) of Bethesda, MD, is helping program grantees focus their efforts on prevention, intervention, and enforcement issues related to retail and social availability of alcohol to minors, possession of alcohol by minors, and drinking and driving by minors. Mothers Against Drunk Driving (MADD) of Irving, TX, received a grant to introduce youth leadership and program participation models to States and local communities. The Police Executive Research Forum (PERF) of Washington, DC, is identifying state-of-the-art law enforcement techniques related to underage drinking and is producing underage drinking enforcement resource materials for police executives.

To further help States combat underage drinking and enforce underage drinking laws, OJJDP developed and distributed *Enforcing the Underage Drinking Laws Program: A Compendium of Resources*. The *Compendium* includes information about the prevalence

of and trends in underage drinking and its relationship to driving fatalities; contact information for Federal, State, and local agencies and national and private organizations; descriptions of initiatives, programs, strategies, and materials that address underage drinking; and an annotated bibliography. The *Compendium* is available online from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (Wilson and Howell, 1993) serves as a juvenile justice planning process that uses local planning teams to assess the factors and influences that put youth at risk of delinquency, determine available resources, and establish prevention programs to reduce risk factors and provide protective factors that buffer juveniles from the impact of risk factors. OJJDP published the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* in 1995 and has distributed almost 30,000 copies of the *Guide*. It is available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

OJJDP launched a national training and technical assistance initiative in selected communities in 1996 and in selected States in 1997. During FY 1998, OJJDP continued to provide intensive training and technical assistance to three pilot sites (San Diego County, CA; and Fort Myers and Jacksonville, FL) in the development of strategic plans for implementing the Comprehensive Strategy. OJJDP also is providing intensive onsite technical assistance in Florida, Iowa, Maryland, Ohio, Oregon, Rhode Island, Texas, and Wisconsin. OJJDP is field testing a community planning manual, designed to assist local juvenile justice planners and professionals in developing a comprehensive strategic plan, and anticipates publishing the manual in 2000.

OJJDP continues to provide Comprehensive Strategy technical assistance, resource information, and guidance workshops on the Comprehensive Strategy to interested sites. OJJDP also plans to publish in 2000 a Comprehensive Strategy training curriculum based on the experiences of the communities and States that are developing Comprehensive Strategy plans.

The local sites and sites in Iowa, Maryland, Rhode Island, and Texas have published local Comprehensive Strategic plans. Several of these are available on OJJDP's Web site (www.ojjdp.ncjrs.org).

Developmental Research and Programs, Inc., of Seattle, WA, and the National Council on Crime and Delinquency of San Francisco, CA, provide training and technical assistance for this project through an OJJDP grant.

In 1999, OJJDP also began a process evaluation of the Comprehensive Strategy. In addition to addressing key process evaluation issues, the evaluation is examining the complexity and variation in the program and identifying general principles and unique accomplishments. It also will provide the basis for the development of an impact evaluation design. The evaluation is being conducted by Caliber Associates of Fairfax, VA.

Coordinating Council on Juvenile Justice and Delinquency Prevention

The Coordinating Council on Juvenile Justice and Delinquency Prevention coordinates the overall policy and development of objectives and priorities for all Federal programs and activities pertaining to juvenile delinquency and missing and exploited children. During FY 1998, OJJDP and the other Federal agencies represented on the Council continued to support the implementation of a national agenda as set forth in the Council's publication *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*. This support was provided through a variety of activities. For example, the U.S. Depart-

ment of Housing and Urban Development awarded grants to public housing authorities, tribes, and Tribally Designated Housing Entities to combat drugs and drug-related crime in the communities. The National Endowment for the Arts, through an interagency partnership with the U.S. Department of Education, funded seven programs that use the arts and humanities to build resilience in youth.

During FY 1998, the Council also convened a focus group to discuss with experts the link between juvenile delinquency and learning disabilities and related conditions. The focus group set the stage for the development of a new Center for Students With Disabilities in the Juvenile Justice System to be jointly funded by the U.S. Department of Education's Office of Special Education Programs and OJJDP. The center will conduct research and provide training and technical assistance to States, schools, justice programs, families, and communities. The center's activities will focus on prevention, education, and reintegration or transition programs for students with disabilities in the juvenile justice system. OJJDP and the Department of Education's Office of Vocational and Adult Education also are developing a series of monographs and bulletins to address issues raised by the focus group.

The Council also reviewed the status of youth who are held in Federal custody and prepared a related report, *Juveniles in Federal Custody—Recommendations and Prospects for Change*, which is available online from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

Drug-Free Communities Support Program

OJJDP, through an interagency agreement with the Office of National Drug Control Policy (ONDCP), awarded grants of up to \$100,000 to 92 community-based coalitions to fight juvenile drug use. OJJDP and ONDCP received more than 500 applications for the program, which was created by Congress under the Drug-Free Communities Act of 1997. The coalitions—made up of young people, parents,

medical professionals, law enforcement officials, school officials, religious leaders, and other community representatives — target young people's use of illegal drugs, alcohol, and tobacco. The coalitions encourage citizen participation in substance abuse reduction efforts and disseminate information about effective programs.

The program sites represent a cross-section of projects from every region in the Nation. Fifty-four are predominately urban, 35 are rural, and 3 include both urban and rural communities. Eight of the sites serve predominately tribal communities. All sites are participating in a national evaluation of the program, to be conducted by Caliber Associates of Fairfax, VA. The U.S. Department of Health and Human Services' Center for Substance Abuse Prevention is providing training and technical assistance to help grantees implement effective community prevention programs under a separate interagency agreement with ONDCP.

Gang Programs

The proliferation of gang problems over the past two decades led OJJDP to develop a comprehensive, coordinated response to these problems. This

Community coalitions are the heart and soul of drug prevention. Groups like the Boys & Girls Clubs, the Elks, the Lions, YMCA, 100 Black Men, Big Brother Big Sister, and other mentoring leaders are examples of the organizations we need to support through coalitions. The program we are launching today will help all of us to come together—parents, teachers, coaches, religious leaders, volunteers, law enforcement—to address this problem and to encourage youth to understand that any drug use is not only unacceptable but harmful.

Barry R. McCaffrey, Director
White House Office of National
Drug Control Policy

response includes several programs. The Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression (Comprehensive Gang Model) program is helping five jurisdictions (Bloomington, IL; Mesa, AZ; Riverside, CA; San Antonio, TX; and Tucson, AZ) implement a model program developed by the University of Chicago with OJJDP funding. The model includes five key strategies: mobilizing communities, providing youth opportunities, suppressing gang violence, providing social interactions and street outreach, and facilitating organizational change and development. Although the demonstration phase of the projects will not end for some time, each site has seen important preliminary results. The University of Chicago is conducting an evaluation of the program and has helped each site establish realistic and measurable objectives, document program implementation, and measure the impact of the comprehensive approach.

An OJJDP grant also supports Boys & Girls Clubs of America's targeted outreach program that provides training and technical assistance to local clubs to build their capacity to prevent youth from entering gangs, intervene with gang members in the early stages of gang involvement, and divert youth from gang activities to more constructive programs. Public/Private Ventures of Philadelphia, PA, is evaluating the program. This program reflects an ongoing pattern of cooperation between OJJDP and the Boys & Girls Clubs to reduce problems of juvenile delinquency and violence and supports a youth development approach to gang prevention and intervention.

The National Youth Gang Center (NYGC), located at the Institute for Intergovernmental Research in Tallahassee, FL, gathers and maintains information about youth gangs and effective responses to them. (For information about NYGC, phone 850-385-0600 or visit www.iir.com/nygc.) Since 1996, NYGC has conducted annual surveys of police and sheriffs' departments to determine the extent of the Nation's gang problem. NYGC also analyzes gang legislation, reviews current gang literature, and provides support to the National Youth Gang Consortium, composed of Federal agencies that deal with gangs. The

Consortium facilitates ongoing coordination of gang program development, information exchange, and service delivery among Federal agencies and to State and local agencies.

OJJDP also awarded a supplemental grant to NYGC in FY 1998 to provide training and technical assistance to four demonstration sites under OJJDP's rural gang initiative. Under this initiative, four sites—Cowlitz County, WA; Elk City, OK; Glenn County, CA; and Mt. Vernon, IL—are testing OJJDP's Comprehensive Gang Model. The sites will perform a comprehensive community assessment of their local gang problem and design a plan to implement the Comprehensive Gang Model. OJJDP also awarded a grant to the National Council on Crime and Delinquency of San Francisco, CA, to document and analyze gang community assessment efforts in the four sites. These case studies will contribute to the development of a model approach specifically geared to gang problems in rural areas. The National Council on Crime and Delinquency also will develop an impact evaluation plan for sites that are funded to implement the model in subsequent years.

The Survey of School-Based Gang Prevention and Intervention Programs is being conducted by Gottfredson Associates, Inc., of Ellicott City, MD. The survey is describing and classifying approaches used by schools to prevent or reduce gang involvement among students in a large sample of urban, suburban, and rural schools. The grantee will identify a small number of promising programs from the national survey and examine them more closely. Future plans include developing technical reports to describe the full range of school-based gang prevention and intervention activities currently being implemented in the United States.

As part of its response to public concern about the youth gang problem, OJJDP initiated a Youth Gang Series of Bulletins to explore key issues related to youth gangs. These issues include gang migration, female involvement with gangs, and the growth of gang activity related to homicide, drugs, and overall delinquency. The first issues in this series, published in 1998, were *Youth Gangs: An Overview*; *Gang Membership, Delinquent Peers, and Delinquent*

Behavior; and *Gang Members on the Move*. Future Bulletins will address youth gang drug trafficking, female gangs, promising programs, and ways to prevent juveniles from joining gangs.

Juvenile Accountability Incentive Block Grants Program

During FY 1998, OJJDP began administering the Juvenile Accountability Incentive Block Grants (JAIBG) program, created by Congress in 1997 to encourage accountability-based reforms in States and local jurisdictions. Of the \$250 million appropriated for JAIBG in FY 1998, more than \$232 million was allocated for block grants to the States; these grants are discussed in chapter 5. The remaining funds were designated for research, demonstration, evaluation, and training and technical assistance activities. The JAIBG legislation required that OJJDP use part of these funds to support two specific activities: a national assessment of space needs in juvenile detention and corrections facilities and a study of the overall effectiveness and efficiency of the administrative provisions of the JAIBG program. As mentioned earlier (see page 3), OJJDP completed the assessment of space needs and submitted a report to Congress in July 1998.

OJJDP formed a working group with the Office of Justice Programs' Bureau of Justice Statistics (BJS) and the National Institute of Justice (NIJ) to develop the national evaluation and specific programs to be targeted for research, evaluation, and demonstration support. OJJDP also sought input from State juvenile justice specialists and national juvenile justice and criminal justice organizations. OJJDP transferred funds to NIJ to oversee the evaluation and to develop a field-initiated research and evaluation program. NIJ awarded a grant to Abt Associates Inc. of Cambridge, MA, to conduct the evaluation and funded four field-initiated research projects and two researcher-practitioner research projects. OJJDP also funded one field-initiated research project with JAIBG funding.

JAIBG funds also are supporting two demonstration programs. OJJDP awarded \$1.2 million to enhance two previously funded Community Assessment Centers (CAC's) and to expand evaluation of the programs. CAC's are described on pages 19 and 20.

OJJDP also awarded \$1.5 million in JAIBG funds to the Council of Juvenile Correctional Administrators in Boston, MA, to provide training and financial resources to support development and implementation of accountability activities in up to 30 juvenile correction and detention facilities participating in OJJDP's performance-based standards initiative. OJJDP also awarded JAIBG funds to Westat, Inc., of Rockville, MD, to conduct a survey of youth in custody. These programs are discussed in chapter 6.

To help States implement JAIBG's 12 purpose areas (described on pages 47 and 48), OJJDP developed a guide to provide States with a conceptual framework to analyze their juvenile justice system needs and to determine the most effective use of JAIBG funds. (The resulting publication, *Juvenile Accountability Incentive Block Grants: Strategic Planning Guide*, was released in January 1999.) OJJDP also awarded a grant to Development Services Group (DSG) of Bethesda, MD, and to 14 other technical assistance providers to form an alliance for the delivery of training and technical assistance to States and units of local government to help them implement accountability programs. DSG is coordinating the alliance.

To further assist States in planning and using JAIBG funds in the 12 purpose areas, OJJDP and BJS cooperatively developed a program to competitively award funds to State Statistical Analysis Centers (SAC's). The funds are used to develop and conduct specific, directed studies regarding the JAIBG requirements based on a State's needs within the JAIBG program. OJJDP transferred funds to BJS for this program.

Juvenile Mentoring Program

The Juvenile Mentoring Program (JUMP) supports programs that provide one-to-one mentoring

to help keep at-risk youth in school and away from drugs and crime. OJJDP awarded a total of \$14 million to 73 new sites in 37 States. The grantees were selected from a pool of more than 424 applications. Because of the high level of interest and the quality of the applications, OJJDP combined FY 1998 and 1999 funds into a single round of awards. Awards ranged from \$94,826 to \$200,000 for use over the next 3 years. With these new awards, there are now 166 JUMP sites in 41 States.

The most recent awards, announced by First Lady Hillary Rodham Clinton, will help more than 7,500 at-risk youth in grades 1–12. The JUMP sites represent a strong cross-section of the Nation and include rural, urban, and suburban areas. One of the new projects is on an American Indian reservation and numerous others serve American Indian youth. The mentors in JUMP represent a cross-section of the population and come from all walks of life. They include law enforcement officers, college students, senior citizens, military personnel, business leaders, doctors, lawyers, government employees, and teachers.

OJJDP also published *Juvenile Mentoring Program: 1998 Report to Congress*, which highlights initial evaluation findings from the 93 previously awarded JUMP projects. The initial findings are hopeful. Mentors and youth both reported that mentoring was a positive experience and that youth benefited from the experience. Youth reported that mentoring helped them stay away from alcohol and drugs, fights, peers who start trouble, and gangs and also helped them refrain from using guns or knives. The *Report to Congress* is available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

During FY 1998, OJJDP grantee Information Technology International of Bethesda, MD, continued its evaluation of JUMP activities, and the Office extended the evaluation period through 2001. OJJDP plans to strengthen local evaluations by developing a manual to assist JUMP sites in collecting and assessing program data.

Model Courts Program

For the past 25 years, the National Council of Juvenile and Family Court Judges (NCJFCJ) has focused national attention on abused and neglected children. With funding from OJJDP, the Permanency Planning for Children Department at NCJFCJ has implemented its Victims Act Model Courts program in jurisdictions across the Nation. The program helps courts improve how they handle child abuse and neglect cases so that children spend less time in foster care and dependency courts resolve cases earlier while maintaining the adequate protections these children deserve and need.

Today, NCJFCJ oversees 18 Model Courts in 17 States. These Model Court jurisdictions have implemented a variety of programs that are being replicated by other dependency courts. For example, reorganized “one-family/one-judge” court calendars ensure that judges assigned to dependency cases remain on the same cases until the children involved achieve permanence, either by being safely reunited with their rehabilitated families or by being placed in permanent adoptive homes.

Child health and safety remain paramount concerns as these alternative programs are integrated into court and community responses to child abuse and neglect. Many Model Courts have expanded preliminary protective hearings to ensure that related issues are substantively investigated at the early stages of child abuse and neglect litigation. Scheduling hearings at specific times, implementing strict continuance policies, and developing state-of-the-art data information systems are goals of several Model Courts, while others are focusing on increasing adoptions. All Model Courts are seeking to shorten timelines for children under court supervision, and many are striving to decrease the number of cases under court supervision by examining records and clearing case backlogs.

The 18 Model Court jurisdictions are Alexandria, VA; Buffalo, NY; Charlotte, NC; Chicago, IL; Cincinnati, OH; El Paso, TX; Honolulu, HI; Louisville, KY; Miami, FL; Nashville, TN; New Orleans,

LA; New York, NY; Newark, NJ; Portland, OR; Reno, NV; Salt Lake City, UT; San Jose, CA; and Tucson, AZ.

National Youth Network

The National Youth Network (NYN), established in 1997, consists of young people (ages 14 to 21) representing key national and local nonprofit, community-based, school, and juvenile justice organizations. The NYN is implemented and administered under the Teens, Crime, and the Community program, sponsored by the National Crime Prevention Council of Washington, DC. A collaboration of youth-serving organizations along with OJJDP serve as official sponsors of all activities.

The Network works to foster youth-based crime prevention efforts across the Nation. The youth meet regularly to discuss how their organizations can work together to involve more young people in preventing and solving youth problems. The youth of the Network have organized into four working committees: public policy, public relations, events, and publications. Each of the committees is supported by OJJDP staff who volunteer to help the youth set priorities and accomplish goals. These

Model Court innovations are resulting in remarkable and measurable outcomes for children. When Nancy Salyers, Presiding Judge of the Child Protection Division of the Cook County Circuit Court in Chicago, started work to establish a Model Court in 1996, more than 58,000 children were under the Division’s supervision. By carefully coordinating their efforts to implement programs that improve the handling of abuse and neglect cases, the court, related government agencies, the legal community, and community-based child welfare and adoption advocacy groups streamlined court operations and reduced case backlogs. The court’s caseload as of August 31, 1998, had dropped to 31,534 children.

committees meet at least once a month via conference calls. Because youth are usually in school during the day, it is not uncommon for OJJDP staff to participate in conference calls during the evenings and weekends. In addition, a youth leadership team meets weekly via conference call with OJJDP staff to discuss pressing and ongoing NYN issues and concerns.

During FY 1998, the Network and OJJDP developed and released the Youth in Action series of publications that suggest ways in which young people can protect themselves and fight crime. Publications released in 1998 addressed vandalism and graffiti, a school crime watch, drug abuse prevention, and Youth Crime Watch of America.

Members of the Network also participated with Attorney General Reno in a national youth townhall meeting during OJJDP's national conference in December 1998. The Attorney General talked with youth leaders from across the country about school violence, young people's concerns, and youth involvement in crime prevention. James Boyd, a Youth Network member from New York City, was 1 of 14 individuals honored for their contributions to juvenile justice by OJJDP Administrator Shay Bilchik during the conference.

To get youth involved in crime prevention, we cannot just talk to them but must listen to what they have to say. Young people can contribute valuable ideas and suggestions if given the chance.

Attorney General Janet Reno
at youth townhall meeting at
OJJDP's national conference,
December 11, 1998

Network youth also assisted OJJDP in developing a section of the Justice Department's youth-focused Web site and provided OJJDP with a youth perspective during the design and development of the Combating Underage Drinking Program.

Training and Technical Assistance for a Drug Prevention Program

While crime is on the decline in certain parts of the Nation, a dangerous precursor to crime, teenage drug use, is on the rise. Congress allocated \$5 million in FY 1998 for OJJDP to develop a program to support the development and implementation of drug abuse prevention programs that help reduce risk factors and enhance protective factors among adolescents in middle and junior high school. OJJDP awarded a cooperative agreement to the Center for the Study and Prevention of Violence (CSPV) at the University of Colorado at Boulder to coordinate training and technical assistance provided to selected communities implementing the Life Skills Training (LST) program. Developed by Dr. Gil Botvin, the LST program has empirically demonstrated, across many different settings, that it reduces gateway drug use among youth. Although this model has been tested in a number of jurisdictions, OJJDP's training and technical assistance program will foster its replication in a large number of new settings and in diverse jurisdictions including urban, rural, and tribal communities. The LST program is a whole-school-immersion prevention effort that targets all middle and junior high school students with initial intervention in sixth or seventh grade (depending on school structure). In conjunction with CSPV, the LST team will provide training, materials, and technical assistance to each site for a 3-year period. CSPV also will conduct a process evaluation.

Chapter 2

Sharing Information

For the past several years, sharing information about research, statistics, and programs that work has been a priority at OJJDP. Getting information out to those at the grassroots level remained a priority during the past year. During FY 1998, OJJDP used many vehicles to share information, including publications, a national conference, satellite teleconferences, and forums for policymakers. This chapter highlights OJJDP's key efforts to keep the juvenile justice field informed about major breakthroughs in research and promising programs.

Juvenile Justice Clearinghouse

OJJDP's major vehicle for distributing information is the Juvenile Justice Clearinghouse (JJC). JJC offers toll-free telephone and online access to information, prepares specialized responses to information requests, produces and distributes OJJDP publications, exhibits at national conferences, and maintains a comprehensive juvenile justice library and database. The Clearinghouse is a component of the National Criminal Justice Reference Service and is located in Rockville, MD.

JJC maintains OJJDP's Web site, which remained extremely popular last year. During FY 1998, the home page received almost 160,000 hits. JJC also answered nearly 46,000 requests for

information and faxed information to more than 17,000 individuals.

The Clearinghouse also oversees OJJDP's popular electronic mailing list, JUVJUST, which currently has close to 4,500 subscribers (up from 2,000 in 1997). JUVJUST alerts subscribers to new documents, funding opportunities, and other OJJDP news. Subscribers received more than 120 postings in 1998.

JJC also produces many of OJJDP's publications, including the *Juvenile Justice* journal and OJJDP Bulletins, Fact Sheets, and Research Reports. During FY 1998, JJC produced 71 documents and distributed almost 3 million publications (a 45-percent increase over FY 1997). JJC also represented OJJDP at 148 conferences.

The information I receive through the JUVJUST mail list and the documents that are available through the NCJRS home page are outstanding. I doubt if there is a way to measure the effectiveness of these, but in terms of disseminating best practice information to community resources, you get an A+++. Kudos all the way around.

Deputy Director, Covenant House
Washington, DC

How To Access Information From JJC

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Fax: 301-519-5212

E-Mail: askncjrs@ncjrs.org

To order publications via e-mail: puborder@ncjrs.org

Internet: www.ojjdp.ncjrs.org

Major Publications

OJJDP publications during FY 1998 addressed a variety of topics, including conditions in juvenile correctional facilities, guidelines to help coaches combat drug use by players, school safety, and serious juvenile offenders. The major publications described below are all available from JJC (see

page 13, under “How To Access Information From JJC”). A list of all OJJDP publications released in FY 1998 appears in the appendix.

Annual Report on School Safety (1998)

The President asked Attorney General Janet Reno and U.S. Secretary of Education Richard Riley to develop a report on school safety that would provide the Nation with an overview of the nature and extent of school crime and a comprehensive model for enhancing school safety. OJJDP worked with the U.S. Department of Education on the *Annual Report on School Safety (1998)*, which was released October 15, 1998, at the White House Conference on School Safety. The report examines data on criminal and violent incidents on school property at the national, State, and local levels; the data show that the vast majority of America’s schools are safe places. The report also highlights measures some schools and communities have taken to prevent or address school violence and provides parents, students, and educators with information and resources to evaluate and enhance their own school’s level of safety. The report will be updated annually.

Beyond the Walls: Improving Conditions of Confinement for Youth in Custody

Parents, child advocates, attorneys, and juvenile justice professionals will be able to further improve conditions in juvenile correctional facilities by using the tools in a report released by OJJDP in 1998. *Beyond the Walls: Improving Conditions of Confinement for Youth in Custody* offers step-by-step instructions, examples from real-life cases, and lists of organizations that can provide assistance. The publication describes six useful tools: the Civil Rights of Institutionalized Persons Act, ombudsman programs, the Individuals with Disabilities Education Act, protection and advocacy systems, Federal and State administrative procedure statutes, and self-assessment. The report also includes relevant laws and key court decisions and discusses State ombudsman programs and protection and advocacy systems.

The Coaches Playbook Against Drugs

A Portable Guidebook, *The Coaches Playbook Against Drugs*, was developed to help middle and high school coaches talk to students about the dangers of drugs. OJJDP produced the 20-page document in partnership with the Office of National Drug Control Policy (ONDCP). The Guidebook provides information on why players use drugs and how drugs affect them. It also offers pointers to help coaches get their message across and keep their teams drug free. A special feature is the Pledge To Beat Drugs. The Guidebook provides sample pledges for players and coaches that can be copied or modified to meet the needs of a team or school.

Early Warning, Timely Response: A Guide to Safe Schools

Although most schools are safe, the violence that occurs in some neighborhoods and communities has found its way inside the schoolhouse door. In response to a request from the President, OJJDP and the U.S. Department of Education worked together to develop an early warning guide to help adults reach out to troubled children. *Early Warning, Timely Response: A Guide to Safe Schools* is based on research and the positive experiences of schools around the country where the value and potential of each and every child are cherished and where good practices have produced, and continue to produce, successful students and communities. The *Guide* discusses characteristics of a school that is safe and responsive to children and early warning signs that may signal a troubled child. It also describes how to get help for troubled children, how to create a violence prevention and response plan, and how to respond to a crisis.

Serious and Violent Juvenile Offenders

In March 1998, OJJDP announced the findings and recommendations of its Study Group on Serious and Violent Juvenile Offenders. The study group, which comprised 22 researchers under the direction

of Dr. Rolf Loeber and Dr. David P. Farrington, analyzed current research on risk factors and protective factors related to the development of serious violent juvenile offending careers. The study group's complete findings, first published in *Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions*, are quite hopeful and compelling and provide valuable insights into the pathways to serious and violent juvenile offending. OJJDP also released the *Serious and Violent Juvenile Offenders Bulletin*, which summarizes the study group's findings, in 1998.

Expanding on OJJDP's formative work published in the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Wilson and Howell, 1993), the study group documented what is known about these types of offenders, what programs have been tried, how the programs have performed and what lessons can be drawn from them, and what research and evaluation efforts are needed to advance knowledge about preventing and controlling serious violent juvenile offending. A primary goal of the study group was to provide further guidance to jurisdictions implementing OJJDP's Comprehensive Strategy. OJJDP has published and distributed more than 30,000 copies of the *Serious and Violent Juvenile Offenders Bulletin*. Additional Bulletins summarizing findings on specific programmatic areas are being developed.

OJJDP also launched a vigorous campaign to disseminate the study group's findings to policymakers and practitioners across the Nation. The Office held policy forums in Chicago, IL; Sacramento, CA; and Washington, DC. The forums gave policymakers and agency officials the opportunity to discuss with study group members the group's findings and their implications for policy, practice, and program development. To share the study group's findings, OJJDP also held a nationwide satellite videoconference with downlinks to more than 700 sites, the largest number of sites to view a broadcast in OJJDP's 5-year history of conducting videoconferences.

When Your Child Is Missing: A Family Survival Guide

In May 1998, OJJDP released *When Your Child Is Missing: A Family Survival Guide*. Written by parents for parents, the *Guide* provides firsthand insights into what families should do and expect when their children are missing. It has been distributed to every law enforcement agency and public library across the country and to nonprofit organizations, State clearinghouses for missing children, and family support programs. To date, more than 75,000 copies have been mailed out. Attorney General Reno promoted the publication during an appearance on "Larry King Live" on CNN. OJJDP's Juvenile Justice Clearinghouse received more than 3,000 calls during a 4-hour period after the broadcast and another 7,000 calls over the next 5 days. The callers were primarily grandparents and parents who wanted copies of the *Guide* as a precautionary measure. OJJDP is having the document translated into Spanish.

Media Campaign

OJJDP is supporting a program that informs the public of effective solutions to juvenile crime and motivates young people and adults to get involved and support these solutions. The Investing in Youth for a Safer Future public education campaign is developing public service announcements about these solutions. OJJDP and the Bureau of Justice Assistance provided funds to the National Crime Prevention Council of Washington, DC, for the project.

National Conference

OJJDP held its first national conference in 1996, and response was so positive that the Office held another one in 1998. Recognizing that today's youth change and develop at a very rapid pace and that the juvenile justice field must be prepared to keep up with this pace and the new issues facing youth,

OJJDP designated Juvenile Justice: Focus on the Future as the theme of the second conference, which was held in Washington, DC, December 10–12, 1998. The goal of the second conference was to assess current topics in juvenile justice and address developing issues that will undoubtedly affect juvenile justice in the future. OJJDP designed the conference around seven themes: protecting children, youth in action, community responses to juvenile crime and victimization, promising and effective interventions, responding to today's offenders, emerging issues and innovative programs, and strengthening the juvenile justice system in the 21st century. The conference included 42 workshops, 5 plenary sessions, and a satellite videoconference. Sessions included a youth forum featuring the Attorney General and youth participants. More than 1,700 participants, double the number at the 1996 conference, attended the 2½-day event. Attendees included personnel from State juvenile justice agencies, leading researchers in the field, judges, State and local policymakers, practitioners, members of public interest groups, and program administrators and directors. During the conference, OJJDP Administrator Shay Bilchik presented awards to 14 individuals in recognition of their work in the juvenile justice field.

Satellite Videoconferencing

OJJDP has been using satellite videoconferencing since 1993 as a means of effectively and efficiently disseminating information to diverse juvenile justice constituencies across the United States. Satellite videoconferencing is a cost-effective means of delivering consistent training and information to individuals who live in geographically diverse areas, including persons whose location may limit their access to such information. Since 1993, OJJDP and grantee Eastern Kentucky University (EKU) of Richmond, KY, have produced 19 videoconferences for an estimated audience of more than 200,000 viewers. Other orga-

nizations have used videotaped copies of the broadcasts for their own internal training purposes. The videotapes are available for purchase from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

During 1998, OJJDP sponsored six national satellite videoconferences. On average, 458 viewing sites, with an average estimated viewing audience of 13,730, tuned in to each of the videoconferences. Topics addressed in the 1998 videoconferences were developing comprehensive State juvenile justice plans, protecting children from online exploitation, teen courts, risk factors and successful interventions for serious and violent juvenile offenders, the White House Conference on School Safety, and juveniles in the criminal justice system.

EKU also initiated pilot tests of cybercast technologies during 1998. Using emerging technology, EKU can now simultaneously broadcast OJJDP videoconferences on the Internet. EKU conducted an audio-only test of the simulcast technique during the videoconference on school safety; more than 1,500 people participated in this broadcast via the Internet. EKU then conducted a second test, using full audio and video technologies, during the videoconference on juveniles in the criminal justice system. Merging Internet capabilities with satellite videoconferencing technology will allow even greater numbers of people to receive OJJDP's training and information in the future. Additional pilot tests are planned for 1999.

EKU also has conducted internal and independent external evaluations to assess potential modifications to the videoconferencing format. Evaluations of the six videoconferences produced in 1998 show that the majority of viewers find this method of information dissemination to be as effective as traditional conferences. Benefits cited by videoconference participants include the ease of participation, the opportunity for professional networking, and the sharing of information and ideas among audience members, panelists, and other downlink sites.

Chapter 3

FY 1998 Program Plan

For the third consecutive year, the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders remained at the heart of OJJDP's program plan and guided its efforts in FY 1998. In addition to the activities highlighted in chapters 1 and 2, OJJDP developed and funded a number of other programs to help States, local governments, and communities adopt the Comprehensive Strategy's research-based approach to addressing the problems of juvenile crime and victimization.

More and more communities are coming to understand that a long-term, consistent commitment is required to reduce juvenile delinquency, violence, and victimization and to ensure public safety. It is encouraging that, in recent years, many communities have begun to make the commitment needed to make a comprehensive strategy for achieving these goals a reality.

OJJDP built on this positive momentum by continuing to focus on programs and strategies that work. Many of these programs require a concerted effort by Federal, State, and local governments, in partnership with private organizations and community agencies, to ensure that available resources are used in a way that maximizes their impact; decreases juvenile crime, violence, and victimization; and increases community safety. Leading by example, OJJDP coordinated its programs with other Office of Justice Programs components and Federal agencies whenever possible to concentrate Federal resources and to achieve maximum results from programs and initiatives. This coordination, which is evidenced in many of the programs described in this chapter, includes joint funding, interagency agreements, and partnerships to develop, implement, and evaluate projects.

In determining which programs to fund in FY 1998, OJJDP designed its programming around four

major themes: preventing and intervening in delinquency, strengthening the juvenile justice system, ensuring public safety and enhancing law enforcement, and addressing child abuse and neglect. A category of programs known as "overarching programs" completes OJJDP's program plan and includes programs that have significant elements common to more than one of the other four themes. Taken together, these programs form a continuum that supports the objectives of the Comprehensive Strategy. This chapter briefly discusses each of these themes and provides examples of the programs funded under them.

Preventing and Intervening in Delinquency

OJJDP promotes delinquency prevention and early intervention efforts that reduce the flow of juvenile offenders into the juvenile justice system, the numbers of serious and violent offenders, and the development of chronic delinquent careers. Although removing serious and violent juvenile offenders from the street serves to protect the public, long-term solutions lie primarily in taking aggressive steps to stop delinquency before it starts or becomes a pattern of behavior. One way to do this is to support programs that emphasize family involvement and youth development; OJJDP supported several such programs in the past year.

The family programs represented a variety of approaches, including parent training, nurse-based home visitation for at-risk first-time mothers, problem solving, parent support groups led by parents themselves, and training and technical assistance for replicating exemplary programs. The nurse home visitation project, for example, sends nurses into the homes of at-risk first-time mothers to ensure the

health of the mother and child. OJJDP's grantee, the University of Colorado Health Services Center at Boulder, is providing these services to five sites of Operation Weed and Seed (a national initiative to help make communities safe) and one site of Safe-Futures (an OJJDP initiative to help communities address juvenile delinquency by implementing comprehensive programs that include a continuum of care). The U.S. Department of Health and Human Services (HHS) transferred funds to OJJDP to evaluate the program. The evaluation is being conducted by the University of Colorado at Boulder. OJJDP also continued to fund a cooperative agreement with the University of Utah's Department of Health Education of Salt Lake City to provide training and technical assistance to communities interested in establishing or enhancing a continuum of family strengthening efforts. During FY 1998, this grantee began working on a number of OJJDP Bulletins, including one that describes effective family strengthening interventions and another that describes Parents AnonymousSM, a well-known parent training and support program that is being used in communities across the country. Other OJJDP prevention programs addressed mental health, substance abuse, youth development, conflict resolution, mentoring, career preparation, drug prevention, violence prevention, and gang issues.

As part of its strong commitment to collaborate with other Federal agencies, OJJDP entered into several interagency agreements to address mental health and substance abuse issues. A partnership with HHS is helping to strengthen the capacity of jurisdictions to provide mental health and substance abuse treatment to at-risk and delinquent children in the juvenile justice system. In another partnership with the Substance Abuse and Mental Health Services Administration (SAMHSA), OJJDP also transferred funds to the National Institute of Corrections to support the training and technical assistance work of the GAINS Center in Delmar, NY. The Center helps court and juvenile justice leaders improve treatment and services for juvenile offenders with co-occurring disorders (e.g., mental health and substance abuse). To reach American Indian youth (including those in the juvenile justice system) who are seriously emotionally

disturbed and/or substance abusers with the Circles of Care treatment approach, OJJDP is supplementing a SAMHSA program that will support six to eight sites with grants and training and technical assistance. OJJDP also is working with the National Institute of Mental Health to support research on delinquent youth with attention deficit hyperactivity disorder and on school-based interventions for at-risk elementary school students in South Carolina.

OJJDP, in partnership with the U.S. Department of Education, also continued to support the National Center for Conflict Resolution Education in FY 1998. Implemented by the Illinois Institute for Dispute Resolution of Urbana, IL, the center provides training, technical assistance, and resource materials to help schools, communities, and juvenile facilities establish conflict resolution programs. To help communities fight hate crimes, OJJDP also continued to fund the Education Development Center (EDC) of Newton, MA. During FY 1998, EDC continued to provide training and technical assistance to help schools implement Healing the Hate, a multipurpose curriculum for hate crime prevention in middle schools and other classroom settings.

Strengthening the Juvenile Justice System

The juvenile justice system remains hampered by limited resources and heavy caseloads and is often unable to provide full attention to every case. Many

OJJDP's program plan for FY 1998 supported a balanced approach to aggressively address juvenile delinquency and violence by establishing graduated sanctions, improving the juvenile justice system's ability to respond to juvenile offending, and preventing the onset of delinquency. The program plan recognized the need to ensure public safety and support children's development into healthy, productive citizens through a range of prevention, early intervention, and graduated sanctions programs.

policymakers and jurisdictions, however, are attempting to strengthen the system in a variety of ways. A strengthened juvenile justice system must hold youth accountable for their behavior and at the same time provide appropriate rehabilitation services for youth—services that involve both social control and treatment.

In addition to the Balanced and Restorative Justice (BARJ) project and the Juvenile Accountability Incentive Block Grants (JAIBG) program discussed in chapter 1, OJJDP supported a number of other programs during FY 1998 to help improve the juvenile justice system and its response to juvenile delinquents, status offenders, and dependent, neglected, and abused children. A new program funded in FY 1998 is helping communities implement proven prevention and intervention programs. OJJDP awarded a cooperative agreement to the Center for the Study and Prevention of Violence (CSPV) at the University of Colorado at Boulder to provide intensive training and technical assistance for community organizations and units of local government to replicate 10 “Blueprint” model programs. CSPV identified the models as meeting rigorous scientific standards of effectiveness and replicability for reducing violence, crime, and substance abuse among youth. Two examples of the models are multisystemic therapy (MST) and treatment foster care (TFC). MST is a nonresidential, short-term, intensive therapy program that targets specific factors (family, peers, school, etc.) that contribute to antisocial behavior by youth. MST has been proved effective for decreasing antisocial behavior of violent and chronic juvenile offenders. TFC is an alternative to residential and group care placement for serious and chronic juvenile offenders. Youth in the program are placed in well-supervised foster families for 6 to 9 months and undergo weekly individualized therapy. Studies indicate that, compared with alternative residential treatment models, TFC is cost effective and leads to better outcomes for children and families.

OJJDP also continued to support an Intensive Aftercare Program in three pilot States: Colorado, Nevada, and Virginia. The program emphasizes the importance of helping reintegrate youth released from confinement into their communities. The model

program includes community-based controls over the juveniles, effective case management, and services that help the youth develop social, educational, and employment capabilities. The National Council on Crime and Delinquency of San Francisco, CA, under a separate grant, is using an experimental design to evaluate the project.

Recognizing the need for gender-specific programming for female juvenile offenders, OJJDP supported development of specialized programs ranging from prevention to detention. The Office continued to fund such program development at the Cook County Bureau of Public Safety and Judicial Coordination of Chicago and began providing development funds to the State of Connecticut. In conjunction with the Bureau of Justice Assistance, OJJDP initiated a unique collaborative effort between Connecticut and Illinois. OJJDP will use lessons learned from the Girls Link Juvenile Female Offender Project in Cook County (Chicago), IL, which the Office funded, to develop specialized delinquency prevention and detention programs for Connecticut girls. The project will target females up to age 18 and will include the development of a plan for statewide change in the way the juvenile justice system deals with female juvenile offenders, a hierarchy of sanctions that include specific provisions for pregnant girls and girls who are mothers, development of a range of sanctions in Connecticut’s juvenile justice system, and effective use of Medicaid/Medicare reimbursements. The Office also published *Guiding Principles for Promising Female Programming: An Inventory of Best Practices*, which highlights exemplary and effective gender-specific program practices that States and local jurisdictions can use immediately. The document was prepared by Greene, Peters, and Associates of Nashville, TN, under an OJJDP grant.

Since 1996, OJJDP has supported a program to explore the potential value of the Community Assessment Center (CAC) concept. CAC’s provide a 24-hour centralized point of intake and assessment for juveniles who either have come into contact with the juvenile justice system or are likely to do so. The program is designed to facilitate careful assessment

and efficient prevention and intervention service delivery at the front end of the juvenile justice system. OJJDP funding is supporting CAC development at four sites: Denver and Jefferson County, CO, and Fort Myers and Orlando, FL. The Denver and Orlando CAC's received additional JAIBG awards based on their proposals to develop centers that address four key elements OJJDP identified as having the potential to have a positive impact on the lives of youth and prevent them from becoming serious, violent, and chronic juvenile offenders. These four elements are a single point of entry, immediate and comprehensive assessments, integrated case management, and a comprehensive and integrated management information system. The Denver CAC is focusing on implementing a family strengths-based model. Orlando CAC activities include working with a local nonprofit agency that provides mental health and case management services to dependent youth to serve juveniles in the center; the Orlando CAC is working to integrate its information systems with those of the nonprofit agency. In addition, OJJDP awarded additional funds to the existing evaluator, the National Council on Crime and Delinquency of San Francisco, CA, to expand its existing process evaluation to include both process and outcome measures.

OJJDP also continued to support training and technical assistance to help jurisdictions address critical issues and improve their juvenile justice systems. The National Juvenile Detention Association of Richmond, KY, for example, is providing training and technical assistance in the development of procedures for reducing overcrowding in detention facilities. Three jurisdictions (Camden, NJ; Oklahoma City, OK; and the Rhode Island Juvenile Corrections System) are involved in developing, implementing, and testing procedures. Cygnus Corporation of Rockville, MD, is providing training and technical assistance to help States and local jurisdictions design and implement innovations to reduce disproportionate confinement of minority juveniles. OJJDP also continued to fund the American Correctional Association of Lanham, MD, to provide specialized tech-

nical assistance to juvenile corrections, detention, and community residential service providers.

OJJDP continued to provide technical assistance to help American Indians develop comprehensive, systemwide responses to youth crime, delinquency, violence, and victimization. In 1997, the Office awarded a 3-year cooperative agreement to American Indian Development Associates (AIDA) of Albuquerque, NM, to provide training and technical assistance. AIDA recognizes the complex and varying relationships that Indian nations have with local and State governments and the Federal Government and designs its training and technical assistance accordingly.

OJJDP funds a national Juvenile Justice and Delinquency Prevention Training and Technical Assistance Center. The center serves as a clearinghouse, inventories and coordinates training and technical assistance resources, and maintains a database of these resources for OJJDP. The center also produced a *Training and Technical Assistance Resources Catalog (1998-99 Edition)*, which presents organizational profiles of all of OJJDP's training and technical assistance providers and a brief synopsis of each of the more than 50 such projects funded by OJJDP. The catalog is available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

A continuum of activity occurs at OJJDP. Using what has been learned through our research, evaluation, and statistical efforts, OJJDP divisions are implementing model demonstration programs, replicating successful programs, providing comprehensive and targeted training and technical assistance to States and local communities, and informing the public about the extent and nature of juvenile crime and what works to prevent and stop it.

Shay Bilchik
OJJDP Administrator

Ensuring Public Safety and Enhancing Law Enforcement

In keeping with one of the basic principles of the Comprehensive Strategy, OJJDP also supported several programs that protect the public from the most serious, violent, and chronic juvenile offenders by reducing opportunities for these young offenders to commit crimes and by addressing the treatment needs these offenders present. In addition to programs addressing the critical issue of gangs, discussed in chapter 1, OJJDP continued to support juvenile gun violence reduction projects in communities initially funded in FY 1997 to help them increase the effectiveness of existing gun violence reduction strategies. These communities—Baton Rouge, LA; Oakland, CA; and Syracuse, NY—are enhancing and coordinating prevention, intervention, and suppression strategies and strengthening links among community residents, law enforcement, and the juvenile justice system. OJJDP also continued to fund a national evaluation of this gun violence project through a grant to COSMOS Corporation of Bethesda, MD. COSMOS is documenting the process of community mobilization, planning, and collaboration needed to develop the comprehensive, collaborative approach to reducing juvenile gun violence. During FY 1998, COSMOS developed data collection protocols, conducted a process evaluation, and continued to provide onsite technical assistance to the sites.

OJJDP also continued to support the Chicago Project for Violence Prevention, a community-based, long-term effort to reduce violence. The project, currently in seven neighborhoods, is designed to expand throughout the city. Objectives include reducing homicides, physical injuries, disabilities, and emotional harm from assaults, domestic abuse, sexual abuse and rape, and child abuse and neglect. A partnership among the Chicago Department of Public Health, the Illinois Council for the Prevention of Violence, the University of Illinois, and Chicago communities, the project began in 1995 with joint funding from OJJDP and the Centers for Disease Control and Prevention, the National Center for Injury Prevention and Con-

trol, the Bureau of Justice Assistance, and the U.S. Department of Housing and Urban Development. The project provides technical assistance to a variety of community-based and citywide organizations involved in violence prevention planning. It is being implemented by the University of Illinois, School of Public Health, in Chicago.

The Child Development-Community Oriented Policing (CD-CP) program is an innovative partnership between the New Haven (CT) Department of Police Services and the Child Study Center at the Yale University School of Medicine to address the psychological burdens that witnessing violence imposes on children, families, and the broader community. OJJDP initially provided support in 1993 to document Yale-New Haven's child-centered, community oriented policing model. Components of the model include training for police officers, consultation, and the teaming of mental health clinicians with law enforcement in providing onsite intervention for children and families who witness violence. OJJDP, with first-year support from the Bureau of Justice Assistance, funded a 3-year replication of the model in Buffalo, NY; Charlotte, NC; Nashville, TN; and Portland, OR. The U.S. Department of Justice's Office for Victims of Crime and Violence Against Women Office joined OJJDP in funding an expansion of CD-CP in FY 1998. This expansion moved the project into school-based activities and the area of domestic violence.

Addressing Child Abuse and Neglect

Reports of child victimization, abuse, and neglect in the United States continue to be alarming. For example, in 1996 alone, more than 3 million children were reported to child protective service agencies as victims of abuse or neglect; nearly 1 million of the children reported were substantiated as victims. Numerous studies cite the connection between abuse or neglect of a child and later development of violent and delinquent behavior. In addition to the Model Courts work (see page 11) and programs supported under the Missing

and Exploited Children's Program discussed in chapter 4, OJJDP supported two other programs that address child abuse and neglect.

Acknowledging the correlation between abuse and future delinquency and the need to both improve system responses and foster strong, nurturing families, OJJDP and several other Office of Justice Programs components joined together in 1996 to design the Safe Kids/Safe Streets: Community Approaches to Reducing Abuse and Neglect and Preventing Delinquency Program. OJJDP is administering this 5½-year demonstration program and is working with five communities: Huntsville, AL; the Sault Ste. Marie Tribe of Chippewa Indians, Sault Ste. Marie, MI; Kansas City, MO; Toledo, OH; and Chittenden County, VT. The communities are developing coordinated responses to child abuse and neglect that include prevention, intervention, and treatment services. OJJDP continued to fund the evaluation of this program; the evaluation is being conducted by Westat, Inc., of Rockville, MD.

OJJDP also continued to fund a project that examined the secondary analysis of childhood victimization data that were collected on 1,200 individuals as part of an ongoing research project that began in 1986. The data set includes extensive information on psychiatric, cognitive, intellectual, social, and behavioral functioning. OJJDP awarded a 2-year grant to the University at Albany, State University of New York, in 1997 to conduct the analysis. During the first year, the grantee focused on childhood victimization as a precursor to running away and delinquency. In 1998, researchers examined several other outcomes, such as out-of-home placements and drug use by children who run away, and also explored gender differences.

Overarching Programs

Because many of OJJDP's programs relate to more than one of the four themes addressed by other programs, they have been designated as "overarching" programs. These programs cover a range of topics and include demonstration and research activities. The SafeFutures program is the best example of an

overarching program, because it encompasses the elements that must be present in an effective strategy to prevent and control delinquency, protect the public, and strengthen the juvenile justice system.

OJJDP has supported the SafeFutures: Partnerships To Reduce Youth Violence and Delinquency program since 1995. The Office awarded continuation grants of up to \$1.4 million last year to each of six communities (Boston, MA; Contra Costa County and Imperial County, CA; Fort Belknap, MT; Seattle, WA; and St. Louis, MO) to help them implement comprehensive community programs designed to reduce youth violence, delinquency, and victimization by creating a continuum of services in their communities. This continuum enables communities to respond to the needs of youth at critical stages of their development through a range of prevention, intervention, treatment, and sanctions programs. Seattle's Youth Center, for example, provides a safe place with structured activities for teenagers experiencing the transitions of both adolescence and immigration. Fort Belknap's Youth Ranch helps youth integrate tribal traditions with life and job skills. Imperial County's Family Resource Center uses a multidisciplinary team approach to help meet the needs of youth in its area, providing mental health and substance abuse counseling, case management, and referrals to other services. OJJDP also continued to support a grant to The Urban Institute of Washington, DC, to evaluate the SafeFutures program. The evaluation is addressing the program's implementation process, performance measures, lessons learned, and accomplishments.

OJJDP also continued to support the Program of Research on the Causes and Correlates of Delinquency (Causes and Correlates). Since 1986, these longitudinal studies have addressed a variety of issues related to juvenile violence and delinquency and have produced a massive amount of information on the causes and correlates of delinquent behavior. The Causes and Correlates study encompasses three coordinated projects: the Denver Youth Survey, directed by the Institute of Behavioral Science, University of Colorado at Boulder; the Pittsburgh Youth Study, directed by the Western Psychiatric

Institute and Clinic, University of Pittsburgh, PA; and the Rochester Youth Study, directed by the Hindelang Criminal Justice Research Center, University at Albany, State University of New York. The sites pursue both collaborative and site-specific research. Results from the study have been used extensively in the field of juvenile justice and have contributed significantly to the development of OJJDP's Comprehensive Strategy. The Denver Youth Survey is based on a random sample of households in high-risk neighborhoods of Denver, CO. Survey respondents include 1,527 children who were age 7, 9, 11, 13, or 15 in 1987 and who were randomly selected from disadvantaged neighborhoods with high crime rates. The Pittsburgh Youth Study began with a random sample of boys in the first, fourth, and seventh grades of the public school system in Pittsburgh, PA. The Rochester Youth Development Study sample consists of 1,000 students who were in the seventh and eighth grades of the Rochester, NY, public schools during the spring semester of the 1988 school year.

The Study Group on Serious and Violent Juvenile (SVJ) Offenders (described on pages 14 and 15) determined that gathering more information about very young offenders is an important step in stemming the development of delinquent and criminal careers. In response to this finding, OJJDP convened a second study group, which is focusing on this population. Modeled after the SVJ study group, this group is exploring what is known about the prevalence and frequency of offending among youth under the age of 13. OJJDP supplemented a grant to the Western Psychiatric Institute and Clinic at the University of Pittsburgh, the grantee for the study group on SVJ Offenders, to conduct the study. The project will disseminate the results of its research to the public, policymakers, and practitioners.

All of the continuation programs funded by OJJDP in FY 1998 are described in greater detail in the *Comprehensive Program Plan for Fiscal Year 1998 and Availability of Discretionary Program Announcements and Application Kit*, published in the *Federal Register* on June 17, 1998.

Chapter 4:

Missing and Exploited Children's Program

The National Incidence Study of Child Abuse and Neglect found that, between 1986 and 1993, the number of children seriously injured or endangered by maltreatment quadrupled and the number of sexually abused children rose 125 percent. In 1996, child protective service agencies investigated more than 2 million reports alleging the maltreatment of more than 3 million children. An estimated 1,077 children died as a result of maltreatment. Even more alarming, 76 percent of these fatalities were children under the age of 4.

Congress created OJJDP's Missing and Exploited Children's Program (MECP) in 1984 to help address such issues. MECP funds a national clearinghouse and resource center on missing and exploited children, coordinates related Federal activities, provides training and technical assistance, and conducts research.

Recognizing that the advent of the "information age" has exposed children to new threats, MECP undertook several new activities in FY 1998 to help protect children from online exploitation. Industry experts estimate that more than 10 million children currently use the Internet to explore museums, libraries, and universities. Unfortunately, these children's exploration may also lead to sexual exploitation and victimization. The anonymity of cyberspace allows sex offenders to seek victims with little risk of detection. Chatroom stalking circumvents conventional safeguards and provides sex offenders virtually unlimited opportunity to have unsupervised contact with children. This has grave implications for parents, educators, and law enforcement.

Any type of victimization of children can have devastating effects on the child and the family. There are clear linkages between early childhood victimization and later behavioral problems, such as violence in school, drug abuse, and adult criminality.

For example, OJJDP's Program of Research on the Causes and Correlates of Delinquency has found that individuals who have experienced maltreatment during childhood are significantly more likely to display a variety of problem behaviors during adolescence, including serious and violent delinquency, teen pregnancy, drug use, low academic achievement, and mental health problems. During the past year, OJJDP addressed this and many other issues pertaining to missing and exploited children. This chapter describes OJJDP's efforts to help children, parents, educators, prosecutors, law enforcement, and others working on these issues.

Highlights

OJJDP launched its Missing and Exploited Children's Program Web site in April 1998. The Web site (www.ojjdp.ncjrs.org/missing/index.html) features Tips for Kids, which tell children where they should go if they are scared, lost, or need help and also provide children with information to help them avoid online exploitation. The site has pages devoted to children, parents, teachers, and law enforcement and is linked to other Web sites of the U.S. Department of Justice and to the National Center for Missing and Exploited Children. The site is averaging about 500 hits per month.

To help respond to the emerging threat posed by the use of computer technology to sexually exploit children, OJJDP implemented a new Internet Crimes Against Children (ICAC) Program. The Office awarded a total of \$2.4 million to 10 State and local law enforcement agencies to help them implement regional task forces to address and combat Internet crimes against children. The task forces include representatives from law enforcement, victim service, child protective service, and other government and nongovernment agencies. Ideally, these task forces

will become regional clusters of technical and investigative expertise and will be part of a national law enforcement network providing assistance to parents, educators, prosecutors, and other professionals working on child protection issues.

The 10 jurisdictions receiving FY 1998 grants through the ICAC Program are Bedford County (VA) Sheriff's Office; Broward County (FL) Sheriff's Office; Colorado Springs (CO) Police Department; Dallas (TX) Police Department; Illinois State Police; New York State Division of Criminal Justice Services; Portsmouth (NH) Police Department; Sacramento County (CA) Sheriff's Office; South Carolina Office of the Attorney General; and Wisconsin Department of Justice.

MECP also has been instrumental in helping parents whose children are victims of international abduction. In 1998, MECP received a National Performance Review Hammer Award, sponsored by Vice President Gore, for its work in this area. Research sponsored by OJJDP has found that parents often face many obstacles and incur insurmountable debt while searching for their abducted children outside the United States. Sometimes the search and legal proceedings are so expensive that parents cannot afford the airfare to bring their children home. In response to this need, OJJDP and the Office for Victims of Crime developed the International Child Abduction Travel Reunification Program, which provides travel funds to parents recovering their children from other countries.

In partnership with the Office for Victims of Crime and OJJDP, NCMEC administers a reunification program with the U.S. Department of State. Under the program, 21 American children in a number of countries have been reunited with their families in the United States. In one case, an American child was returned home after being abandoned in a Middle East refugee camp. In another recovery, a child missing for 3 years was located in the foster care system of an African country.

As part of its coordination responsibilities, OJJDP chairs the Federal Agency Task Force on Missing and Exploited Children. During 1998, the task force convened a subcommittee on international parental abductions to discuss related issues, practices, and concerns and to consider Federal agencies' roles in responding to parents and family members, identifying the location of missing children, and facilitating their return home. The subcommittee drafted a report on recommendations to improve the Federal response to these cases and delivered it to the Attorney General in FY 1999.

National Resource Center and Clearinghouse

The National Center for Missing and Exploited Children (NCMEC) is a national resource center and clearinghouse dedicated to missing and exploited children and their families. Located in Alexandria, VA, NCMEC operates a 24-hour toll-free hotline (800-843-5678), provides training and technical assistance, and produces and distributes publications.

In FY 1998, NCMEC's hotline received more than 132,000 calls, ranging from citizens reporting information about missing children to parents and law enforcement personnel requesting information and publications. NCMEC also assisted in the recovery of 6,930 children, disseminated millions of photographs of missing children, distributed thousands of publications, and sponsored a national training workshop for State clearinghouses and relevant nonprofit organizations. NCMEC also assists American parents whose children have been abducted to foreign countries. Also, in a unique agreement between the U.S. Department of State and OJJDP, NCMEC assists the State Department in fulfilling its Hague Convention responsibilities by processing applications for the return of children who have been abducted in foreign countries and brought to the United States.

NCMEC also undertook several activities in 1998 to help protect children from online exploitation. With funding from both OJJDP and the private

sector, NCMEC established a CyberTipline (www.cybertipline.com) to collect information from citizens regarding computer-facilitated sexual exploitation of children. NCMEC forwards this information to appropriate law enforcement agencies. Online since March 1998, the CyberTipline already has provided law enforcement with information that has resulted in arrests for child exploitation offenses and the safe return of children enticed from home by sex offenders. In its first year of operation, the CyberTipline received more than 7,500 reports of online enticement.

In April 1998, NCMEC and OJJDP sponsored a satellite videoconference for law enforcement personnel, titled Protecting Children Online. The videoconference provided information about prevention, investigation, applicable Federal law, and available resources to more than 30,000 viewers at more than 400 downlink sites.

OJJDP and NCMEC also developed two new training programs for law enforcement executives and investigators in FY 1998. The Protecting Children Online course, offered regionally, focuses on Internet investigative techniques, interview and interrogation practices, sex offender behavioral characteristics, current statutory law, and case decisions pertaining to electronic communications. The Protecting Children Online Unit Commander seminar concentrates on broader policy and legal concerns and is designed to help law enforcement executives develop and execute ICAC response plans for their agencies. This seminar is held monthly at NCMEC's Jimmy Ryce Law Enforcement Training Center, discussed later in this chapter. More than 400 law enforcement executives and investigators participated in these two courses in FY 1998.

NCMEC also launched a Know the Rules safety education program in FY 1998. This program, which targets teenage girls, was developed in response to research indicating that girls are at much greater risk of sexual exploitation than boys. NCMEC also published *Teen Safety on the Information Highway* to complement its CyberTipline and ICAC law enforcement training programs. The *Teen Safety* publication is

designed to promote safe Internet practices for teenagers, the age group most at risk of online sexual exploitation.

The Jimmy Ryce Law Enforcement Training Center (JRLETC) in Alexandria, VA, was established in 1997 by OJJDP, NCMEC, the FBI, and Fox Valley Technical College (FVTC) of Appleton, WI. JRLETC offers two law enforcement training tracks designed to improve the Nation's investigative response to missing children cases. The Chief Executive Officer seminars offer a management perspective on missing children cases and provide information for police chiefs and sheriffs regarding coordination and communication issues, resource assessment, legal concerns, and policy development. The Responding to Missing and Exploited Children course focuses on investigative techniques for all aspects of missing children cases. In FY 1998, 402 police chiefs and sheriffs and 458 investigators representing law enforcement agencies from every State participated in at least one JRLETC training session.

NCMEC and OJJDP's MECP also sponsor an annual National Missing Children's Day ceremony. Attorney General Janet Reno participated in the 1998 ceremony and recognized six law enforcement officers for their extraordinary efforts to reunite children and their families. The Attorney General presented the NCMEC Law Enforcement Officer of the Year Award to Inspector Jose Berrios Torres and Agents Ismael Cintron and Cesar Nieves, all of Puerto Rico; Detective Jim Munsterman of San Diego, CA; and Detectives Christina Metelski and Billy Soza of Phoenix, AZ. At the 1998 ceremony, OJJDP also released the publication *When Your Child Is Missing: A Family Survival Guide*, described in chapter 2.

Training and Technical Assistance Program

In addition to the training provided through NCMEC, OJJDP awarded FVTC a 3-year cooperative agreement to provide training and technical assistance to law enforcement, prosecutors, and health and family

services professionals. FVTC offers five courses: Responding to Missing and Abducted Children, Child Sexual Exploitation Investigations, Child Abuse and Exploitation Investigative Techniques, Missing and Exploited Children, and Child Abuse and Exploitation Team Investigation Process. During FY 1998, FVTC offered 25 regional training programs, provided training for 5,000 individuals, and responded to 47 requests for technical assistance.

Continuation Programs

MECP funded several continuation programs last year, including the Alzheimer's Disease and Related Disorders Association's Safe Return Program. This program facilitates identification and safe return of memory-impaired persons who wander from their homes. During FY 1998, the Safe Return Program increased its registration database to nearly 45,000 individuals and assisted in the safe return of 992 individuals.

OJJDP funding allowed NCMEC to continue its online access to the FBI National Crime Information Center's (NCIC's) wanted and missing persons files. Such access allows NCMEC to verify NCIC

A Vermont State Trooper credits an OJJDP training course conducted by Fox Valley Technical College with helping him not only to substantiate a case of child sexual abuse but also to get the perpetrator to confess. The day the Child Sexual Exploitation Investigations class ended, the trooper was assigned to investigate a case that involved a father abusing his young daughter. Using several tips he learned in the class, the trooper interviewed the mother in-depth and learned that the man had previously sexually abused both an older daughter and his wife. "A week prior to the course, I would never have gone so deep into an interview with the mother, and would never have gotten the father to confess," said the State Trooper.

entries, communicate with law enforcement through the Interstate Law Enforcement Telecommunication System, and become aware of life-threatening cases through the NCIC flagging system — capabilities that are crucial to NCMEC's mission of providing advice and technical assistance to law enforcement.

Temple University Institute for Survey Research in Philadelphia, PA, continued work on OJJDP's second National Incidence Studies of Missing, Exploited, Abducted, Runaway, and Thrownaway Children (NISMART II). This study builds on the strengths and addresses some of the weaknesses of the initial NISMART study, which was conducted in 1988. Temple has contracted with the University of New Hampshire Survey Research Laboratory and Westat to carry out specific components of the study and to provide extensive background information about the initial NISMART study. NISMART II will provide updated estimates on the number of missing children in the United States. Preliminary findings focusing on kidnapping are expected in late 1999.

The American Bar Association (ABA) of Washington, DC, continued a study of effective community-based approaches for dealing with missing and exploited children. Since the project began in 1995, the ABA has conducted a national search for communities that have successfully implemented a multiagency response to missing and exploited children and their families. The search resulted in selection of five communities with working multiagency responses that hold promise for replication. The ABA evaluated these five communities' responses and is preparing a final report that will synthesize the research findings into a modular training curriculum. The curriculum will help communities plan, implement, and evaluate their own multiagency responses to missing and exploited children and their families.

OJJDP also continued to fund the Parent Resource Support Network through a cooperative agreement with Public Administration Services (PAS) of McLean, VA. The goal of the project is to provide a resource for parents of missing children by developing a network of screened and trained volunteers (parents who have experienced

a child's disappearance) to offer assistance and advice to parents upon request. During FY 1998, PAS installed a case management system to document referrals and assistance activity, recruited and trained parent volunteers, and began direct service delivery to requesting parents.

OJJDP funding allowed the American Prosecutors Research Institute (APRI) of Alexandria, VA, to continue to provide prosecutors with training and technical assistance pertaining to parental abduction cases and to develop a training course on prosecuting child sexual exploitation cases. Child sexual exploitation cases are among the most complicated that prosecutors confront because of the victims' age, societal and law enforcement attitudes about these victims, the need for specialized understanding of the dynamics of sexual exploitation, and jurisdictional and communication-related difficulties that result from the involvement of numerous agencies. To handle such cases effectively, prosecutors must approach victims with sensitivity and an understanding of the psychological dynamics involved. In FY 1998, APRI delivered training to 60 prosecutors and provided technical assistance to more than 400 prosecutors and investigators.

OJJDP awarded a grant to the National Center on Child Fatality Review (NCCFR) in Los Angeles, CA, in 1997 to develop uniform definitions for State and local reporting of child fatalities and to develop generic protocols for child fatality review teams for consideration by communities working on improving

child death investigations. During 1998, NCCFR developed a model for integrating data among the Criminal Justice, Vital Statistics, and Social Services Child Abuse Indexes. NCCFR also selected a multi-disciplinary national advisory board composed of representatives from across the country.

The Washington State Attorney General's Office (WAGO) received an OJJDP grant in 1993 to analyze solvability factors in missing child homicide investigations. During the course of its research, WAGO collected and analyzed data on specific characteristics of more than 550 missing child homicide cases. These data were recorded in WAGO's child homicide database. In FY 1998, WAGO conducted a national search and identified an additional 526 cases for possible inclusion in the database. Law enforcement database inquiries can be made by calling WAGO at 800-345-2793.

A 1997 OJJDP grant allowed the FBI's Child Abduction and Serial Killer Unit to expand research intended to broaden law enforcement's understanding of how homicidal pedophiles select and lure victims, plan activities, and elude prosecution. The FBI and OJJDP will use information resulting from this research in training and technical assistance programs. FY 1998 activities under this research grant included identification of 300 prospective interview candidates, completion of a 780-question interview protocol, and submission of the protocol for review by various State boards.

Chapter 5

Formula and Block Grant Programs

A major portion of OJJDP's annual appropriation supports five formula and block grant programs that provide funds directly to States, U.S. territories, and the District of Columbia to help them prevent and control juvenile delinquency and improve their juvenile justice systems. Under OJJDP's leadership, each program has made tremendous strides.

The oldest of these programs, the Formula Grants Program, has been the impetus for State and local reforms of the juvenile justice system. In addition to bringing about overall improvements in the system, the Formula Grants Program has been the primary reason that States have deinstitutionalized status offenders and nonoffenders, separated juveniles from adults in institutional settings, and removed juveniles from adult jails and lockups. Most recently, the Formula Grants Program has been successful in helping States determine whether minority juveniles are being disproportionately confined in secure detention and correctional facilities, determine the reasons for minority overrepresentation, and adopt interventions to reduce overrepresentation. The Title V Incentive Grants for Local Delinquency Prevention Programs, often referred to as the Community Prevention Grants program, is also making a difference by offering communities a funding incentive to develop comprehensive and coordinated delinquency prevention strategies that focus on risk and protective factors. It is especially rewarding to see Title V communities develop and implement programs that strengthen families and help children become law-abiding and productive members of society. The State Challenge Activities program is encouraging States to revamp their juvenile justice systems by providing funds to help the States develop, adopt, and improve policies and programs in 1 or more of 10 critical program areas identified by Congress. States participating in this program are

developing activities to stimulate positive changes in their juvenile justice systems.

During FY 1998, OJJDP added two new block grant programs: the Juvenile Accountability Incentive Block Grants (JAIBG) program and the Combating Underage Drinking (CUD) program. JAIBG provides funds to States and localities to implement programs that focus on holding juveniles accountable for their offenses. CUD provides block grants to each State and the District of Columbia to support law enforcement programs that target establishments that sell alcohol to minors, create public awareness campaigns, and implement programs to prevent and combat underage drinking.

The accomplishments of these five programs—Formula Grants, Title V Incentive Grants for Local Delinquency Prevention Programs, State Challenge Activities, JAIBG, and CUD—are described in this chapter. The chart on pages 32 and 33 indicates FY 1998 State awards for each program.

Formula Grants Program

The Formula Grants Program was established in the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974. It provides funds to help States, U.S. territories, and the District of Columbia implement a comprehensive State juvenile justice plan based on a detailed study of needs. (The term "States" as used throughout the remainder of this chapter refers to the 50 States, the District of Columbia, and the six U.S. territories of American Samoa, Guam, the Northern Mariana Islands, Palau, Puerto Rico, and the Virgin Islands.) The State plans must meet 25 statutory requirements, including four core requirements of the JJDP Act. The Act requires participating States to commit to (1) deinstitutionalizing status offenders

OJJDP FY 1998 Formula-Based Awards
(as of September 30, 1998)

	Formula Grants	Incentive Grants for Local Delinquency Prevention Programs*	State Challenge Grants	Juvenile Accountability Incentive Block Grants	Combating Underage Drinking Grants	Total
Alabama	\$1,358,000	\$286,000	\$139,000	\$3,756,600	\$360,000	\$5,899,600
Alaska	669,000	100,000	87,500	1,605,800	360,000	2,822,300
Arizona	1,450,000	305,000	148,000	3,934,500	360,000	6,197,500
Arkansas	849,000	175,000	87,500	2,751,200	360,000	4,222,700
California	11,180,000	2,354,000	1,142,000	22,539,000	360,000	37,575,000
Colorado	1,258,000	265,000	129,000	3,567,400	360,000	5,579,400
Connecticut	1,006,000	190,000	103,000	3,085,200	360,000	4,744,200
Delaware	666,000	100,000	87,500	1,585,600	360,000	2,799,100
District of Columbia (1)	641,000	100,000	87,500	1,425,400	360,000	2,613,900
Florida	4,316,000	909,000	441,000	9,414,600	360,000	15,440,600
Georgia	2,462,000	490,000	252,000	5,868,800	360,000	9,432,800
Hawaii	716,000	100,000	87,500	1,900,300	360,000	3,163,800
Idaho	731,000	100,000	87,500	2,001,500	360,000	3,280,000
Illinois	3,979,000	794,000	407,000	8,770,400	360,000	14,310,400
Indiana	1,890,000	398,000	193,000	4,774,300	360,000	7,615,300
Iowa	907,000	191,000	93,000	2,895,700	360,000	4,446,700
Kansas	867,000	183,000	88,000	2,818,400	360,000	4,316,400
Kentucky (2)	1,221,000	257,000	125,000	3,496,800	360,000	5,459,800
Louisiana	1,556,000	308,000	159,000	4,135,200	360,000	6,518,200
Maine (3)	534,750	100,000	87,500	1,883,400	360,000	2,965,650
Maryland	1,622,000	341,000	166,000	4,262,400	360,000	6,751,400
Massachusetts (4)	1,344,750	358,000	183,000	4,589,700	360,000	6,835,450
Michigan	3,199,000	636,000	327,000	7,278,200	360,000	11,800,200
Minnesota	1,572,250	331,000	161,000	4,167,900	360,000	6,592,150
Mississippi	954,000	201,000	97,000	2,984,400	360,000	4,596,400
Missouri	1,758,000	349,000	180,000	4,522,800	360,000	7,169,800
Montana	688,000	100,000	87,500	1,722,400	360,000	2,957,900
Nebraska	767,000	117,000	87,500	2,227,400	360,000	3,558,900
Nevada	757,000	111,000	87,500	2,166,100	360,000	3,481,600
New Hampshire	711,450	100,000	87,500	1,874,600	360,000	3,133,550
New Jersey (5)	2,506,000	528,000	256,000	5,952,000	360,000	9,602,000
New Mexico	789,000	133,000	87,500	2,369,800	360,000	3,739,300
New York	5,725,000	1,080,000	585,000	12,108,900	360,000	19,858,900
North Carolina	2,312,000	434,000	236,000	5,582,300	360,000	8,924,300
North Dakota	664,000	100,000	87,500	1,567,900	360,000	2,779,400
Ohio	3,591,000	756,000	367,000	8,027,700	360,000	13,101,700

OJJDP FY 1998 Formula-Based Awards (Continued)
(as of September 30, 1998)

	Formula Grants	Incentive Grants for Local Delinquency Prevention Programs*	State Challenge Grants	Juvenile Accountability Incentive Block Grants	Combating Underage Drinking Grants	Total
Oklahoma	1,111,000	234,000	113,000	3,284,900	360,000	5,102,900
Oregon	1,020,000	215,000	104,000	3,110,400	360,000	4,809,400
Pennsylvania	3,650,000	769,000	373,000	8,140,600	360,000	13,292,600
Rhode Island	689,000	100,000	87,500	1,728,500	360,000	2,965,000
South Carolina	1,182,000	234,000	121,000	3,422,300	360,000	5,319,300
South Dakota (6)	677,000	-0-	-0-	1,653,500	360,000	2,690,500
Tennessee	1,667,000	351,000	170,000	4,349,100	360,000	6,897,100
Texas	6,875,000	1,369,000	703,000	14,307,200	360,000	23,614,200
Utah	856,000	180,000	87,500	2,797,900	360,000	4,281,400
Vermont	655,000	100,000	87,500	1,514,800	360,000	2,717,300
Virginia	2,058,000	433,000	210,000	5,095,800	360,000	8,156,800
Washington	1,811,000	381,000	185,000	4,625,500	360,000	7,362,500
West Virginia	759,000	112,000	87,500	2,178,600	360,000	3,497,100
Wisconsin	1,693,000	336,000	173,000	4,399,400	360,000	6,961,400
Wyoming (7)	650,000	-0-	-0-	1,482,600	360,000	2,492,600
U.S. Territories:						
American Samoa	108,000	33,000	15,000	446,391	N/A	602,391
Guam	118,000	33,000	15,000	676,350	N/A	842,350
Northern Mariana Islands						
Palau† (8)	4,300	N/A	-0-	N/A	N/A	4,300
Puerto Rico	1,456,000	307,000	149,000	3,944,900	N/A	5,856,900
Virgin Islands (9)	113,000	-0-	15,000	1,246,700	N/A	1,374,700
Total	\$94,473,500	\$18,600,000	\$9,825,500	\$232,250,000	\$18,360,000	\$373,509,000

Note: State population figures are based on Bureau of Census estimates as of July 1, 1996. Territories are based on the 1990 Census (April 1, 1990).

* Distribution is based on population of youth by maximum age of original juvenile court delinquency jurisdiction.
† Public Law 99-658 (amendment to Public Law 99-239) established a 3-year orderly reduction of U.S. programs and services not specifically authorized by the Compact of Free Association for the Marshall Islands, Micronesia, and the Republic of Palau. Effective in FY 1990, the Marshall Islands and Micronesia were eliminated for eligibility to receive funds. FY 1998 starts the third and final year reduction for Palau.

(1) Funds on hold: Formula, Prevention, and Challenge.
(2) Funds on hold: Formula, Prevention, and Challenge.
(3) Formula grant reduced 25 percent due to Jail Removal violations.
(4) Formula grant reduced 25 percent due to Jail Removal violations.
(5) Formula grant on hold.
(6) Nonparticipating State: Formula grant allocation for South Dakota was made available to local public and private nonprofit agencies pursuant to provisions of the JJDP Act; no Prevention or Challenge funds awarded.
(7) Nonparticipating State: Formula grant allocation for Wyoming was made available to local public and private nonprofit agencies pursuant to provisions of the JJDP Act; no Prevention or Challenge funds awarded.
(8) Declined State Challenge award.
(9) Declined Prevention award.

and nonoffenders (the DSO requirement), (2) separating adult and juvenile offenders in secure facilities, (3) eliminating the practice of detaining or confining juveniles in adult jails and lockups, and (4) addressing the disproportionate confinement of minority juveniles in secure facilities where such overrepresentation exists. Most States are now in full compliance or in full compliance with de minimis exceptions with the first three requirements. Most States are also making satisfactory progress in meeting the fourth requirement concerning minority overrepresentation, which was added as a core requirement when the JJDP Act was amended in 1992.

The JJDP Act stipulates that if a State fails to comply with one or more of the core requirements, there will be a 25-percent reduction in the State's formula grant allocation for each requirement for which noncompliance occurs, and the State must agree to expend the remaining formula grant funds (with the exception of planning and administration funds, State Advisory Group funds, and Indian tribe passthrough funds) on efforts to achieve compliance. OJJDP is especially pleased that the States' progress in achieving and maintaining compliance with the core requirements, as documented in the FY 1998 updates of comprehensive 3-year plans, has enabled the States to use their formula grants to fund a variety of activities addressing delinquency prevention and other juvenile justice issues.

The program area receiving the greatest amount of funding in FY 1998 was delinquency prevention, with States spending more than \$17 million (more than 24 percent of program dollars available from the Formula Grants Program). Another area receiving significant attention in FY 1998 was systems improvement, which received \$5 million (nearly 7 percent of available funds). Systems improvement projects include initiatives to improve systems, policies, or procedures at all stages of the juvenile justice process, including arrest, detention, disposition, corrections, and aftercare. A full analysis of the allocation of FY 1998 formula grant funds by program area is presented in the chart on page 35.

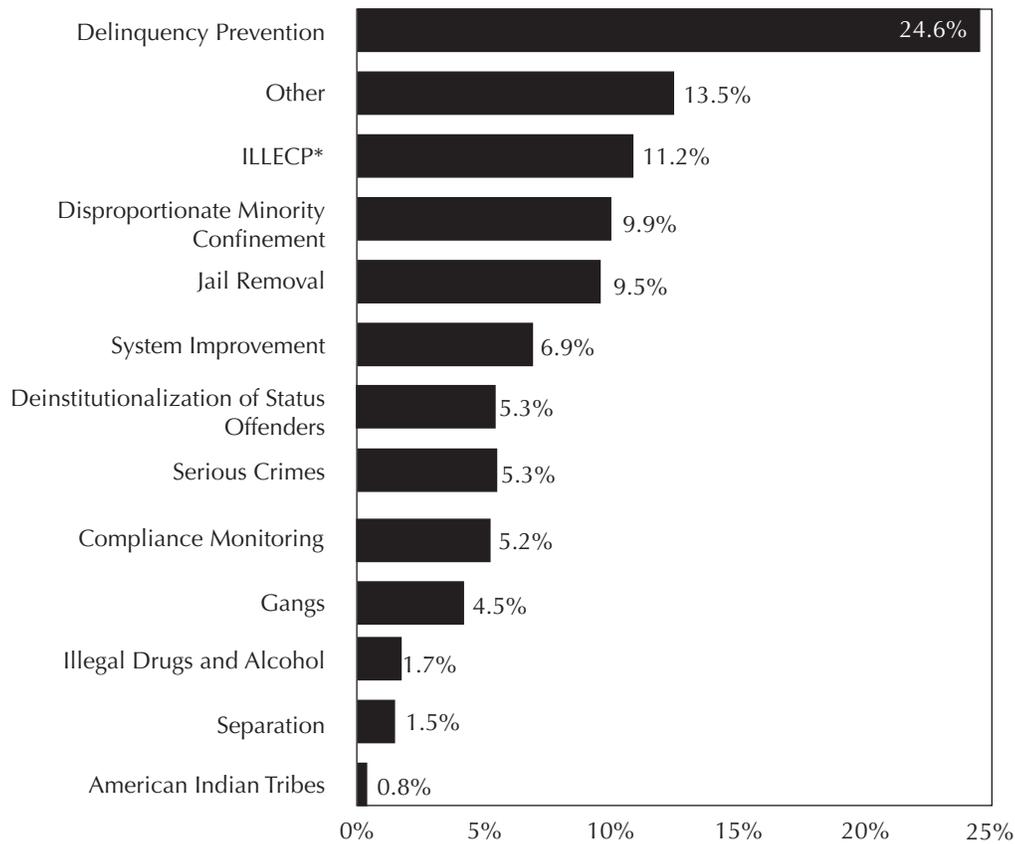
During FY 1998, 57 jurisdictions (States, 6 territories, and the District of Columbia) were eligible for fund allocations under the Formula Grants Program. The States' eligibility to receive FY 1998 formula grants was partially determined on the basis of 1996 monitoring reports compliance with JJDP Act core requirements. Based on the 1996 monitoring reports, all States except three demonstrated partial or full compliance with the core requirements, and were eligible to receive funds during FY 1998. Kentucky, South Dakota, and Wyoming did not meet the requirements. (Kentucky's FY 1998 Formula Grant application was placed on hold per the State's request pending receipt of more current compliance monitoring data.) Details of Formula Grants Program compliance status within the core requirements are presented in the following discussion and in the charts on pages 36–40.

Each State's annual monitoring report on three of the four JJDP Act core requirements—DSO, separation, and removal from adult jails and lockups—is based on data the State collects from both juvenile and adult facilities. Data collection includes self-reporting to a State agency, onsite data collection and verification by a State agency, or a combination of these methods. All State agencies administering the JJDP Act Formula Grants Program are required to verify data that are self-reported by facilities or received from other State agencies.

The DSO provision of the JJDP Act stipulates that status offenders and nonoffenders cannot be detained or confined in secure detention or correctional facilities or adult jails or lockups. For 1998, 9 States had no violations and were in full compliance with the DSO provision, and 44 States were in full compliance with de minimis exceptions (fewer than 29.4 violations per 100,000 persons under age 18 in the State).

The separation provision of the JJDP Act requires that accused and adjudicated delinquent juveniles be separated from incarcerated adults and that status offenders and nonoffenders not be held securely in a jail or lockup for any length of time. For 1998, 37 States had no violations and were in full compliance with the separation provision, and 16 States were in

**Allocation of Formula Grant Funds—FY 1998
by Program Areas
(as of September 30, 1998)**



**Supplement designated to support Innovative Local Law Enforcement and Community Policing programs focused on juveniles.*

compliance based on regulatory substantive de minimis criteria.

The jail and lockup removal provision of the JJDP Act stipulates that juveniles cannot be detained in any adult jail or lockup (exceptions are specified by statute and regulation). For 1998, 13 States had no violations and were in full compliance with this provision, and 36 States were in full compliance with de minimis exceptions (fewer than 9 violations per 100,000 persons under age 18 in the State).

Each State's compliance with the fourth JJDP Act core requirement—reduction of disproportionate minority confinement—is based on information provided in the State's FY 1998 Formula Grants Program comprehensive plan. This provision requires States to determine whether minority juveniles are disproportionately confined in secure detention and correctional facilities and, if so, to identify and programmatically address the underlying causes that account for the situation. As of FY 1998, 41 States have completed the initial identification and

State Compliance Based on 1996 Reports

	DEINSTITUTIONALIZATION OF STATUS OFFENDERS (DSO) Sec. 223(a)(12)(A)			
	Full compliance— zero violations	Full compliance— de minimis exceptions (1)	Not participating	Funds withheld pending additional compliance data
Formula Grant Participants (as of September 30, 1998)				
Alabama		♦		
Alaska		♦		
Arizona		♦		
Arkansas		♦		
California		♦		
Colorado		♦		
Connecticut		♦		
Delaware	♦			
District of Columbia				♦
Florida		♦		
Georgia		♦		
Hawaii		♦		
Idaho		♦		
Illinois		♦		
Indiana		♦		
Iowa		♦		
Kansas		♦		
Kentucky*			♦	
Louisiana		♦		
Maine		♦		
Maryland		♦		
Massachusetts		♦		
Michigan		♦		
Minnesota		♦		
Mississippi		♦		
Missouri		♦		
Montana		♦		
Nebraska		♦		
Nevada		♦		
New Hampshire		♦		
New Jersey		♦		
New Mexico		♦		

	DEINSTITUTIONALIZATION OF STATUS OFFENDERS (DSO) Sec. 223(a)(12)(A)			
	Full compliance— zero violations	Full compliance— de minimis exceptions (1)	Not participating	Funds withheld pending additional compliance data
Formula Grant Participants (as of September 30, 1998)				
New York		♦		
North Carolina		♦		
North Dakota		♦		
Ohio		♦		
Oklahoma		♦		
Oregon		♦		
Pennsylvania		♦		
Rhode Island		♦		
South Carolina		♦		
South Dakota			♦	
Tennessee		♦		
Texas		♦		
Utah		♦		
Vermont	♦			
Virginia		♦		
Washington	♦			
West Virginia		♦		
Wisconsin		♦		
Wyoming			♦	
Amer. Samoa	♦			
Guam	♦			
N. Marianas	♦			
Palau	♦			
Puerto Rico	♦			
Virgin Islands	♦			
TOTALS	9	44	3	1

(1) Fewer than 29.4 violations per 100,000 persons under age 18 in the State.

*Kentucky's FY 1998 formula grant application was placed on hold per State's request pending receipt of more current compliance monitoring data.

State Compliance Based on 1996 Reports

	SEPARATION OF JUVENILE AND ADULT OFFENDERS Sec. 223(a)(13)			
	Full compliance— zero violations	Full compliance— exception provision (2)	Not participating	Funds withheld pending additional compliance data
Formula Grant Participants (as of September 30, 1998)				
Alabama	♦			
Alaska		♦		
Arizona	♦			
Arkansas		♦		
California	♦			
Colorado		♦		
Connecticut		♦		
Delaware	♦			
District of Columbia				♦
Florida	♦			
Georgia		♦		
Hawaii		♦		
Idaho	♦			
Illinois	♦			
Indiana	♦			
Iowa		♦		
Kansas	♦			
Kentucky*			♦	
Louisiana		♦		
Maine	♦			
Maryland		♦		
Massachusetts	♦			
Michigan	♦			
Minnesota	♦			
Mississippi		♦		
Missouri		♦		
Montana	♦			
Nebraska		♦		
Nevada	♦			
New Hampshire	♦			
New Jersey	♦			
New Mexico	♦			

	SEPARATION OF JUVENILE AND ADULT OFFENDERS Sec. 223(a)(13)			
	Full compliance— zero violations	Full compliance— exception provision (2)	Not participating	Funds withheld pending additional compliance data
Formula Grant Participants (as of September 30, 1998)				
New York		♦		
North Carolina	♦			
North Dakota	♦			
Ohio	♦			
Oklahoma	♦			
Oregon	♦			
Pennsylvania	♦			
Rhode Island	♦			
South Carolina	♦			
South Dakota			♦	
Tennessee		♦		
Texas		♦		
Utah	♦			
Vermont	♦			
Virginia		♦		
Washington	♦			
West Virginia	♦			
Wisconsin	♦			
Wyoming			♦	
Amer. Samoa	♦			
Guam	♦			
N. Marianas	♦			
Palau	♦			
Puerto Rico	♦			
Virgin Islands	♦			
TOTALS	37	16	3	1

(2) OJJDP regulatory criteria set forth in Section 31.303(f)(6)(ii) of the OJJDP Formula Grants Regulation (28 CFR 31) and published in the June 20, 1985, *Federal Register*, allow States reporting noncompliant incidents to continue in the program provided the incidents are in violation of State law and no pattern or practice exists (substantive de minimis).

*Kentucky's FY 1998 formula grant application was placed on hold per State's request pending receipt of more current compliance monitoring data.

State Compliance Based on 1996 Reports

	JAIL AND LOCKUP REMOVAL Sec. 223(a)(14)				
	Full compliance— zero violations	Full compliance— de minimis exceptions (3)	Not in compliance	Not participating	Funds withheld pending additional compliance data
Formula Grant Participants (as of September 30, 1998)					
Alabama		◆			
Alaska		◆			
Arizona		◆			
Arkansas		◆			
California		◆			
Colorado		◆			
Connecticut		◆			
Delaware	◆				
District of Columbia					◆
Florida		◆			
Georgia		◆			
Hawaii					◆
Idaho	◆				
Illinois		◆			
Indiana		◆			
Iowa		◆			
Kansas		◆			
Kentucky*				◆	
Louisiana		◆			
Maine			◆		
Maryland		◆			
Massachusetts			◆		
Michigan		◆			
Minnesota		◆			
Mississippi		◆			
Missouri		◆			
Montana		◆			
Nebraska		◆			
Nevada	◆				
New Hampshire		◆			
New Jersey					◆
New Mexico		◆			

	JAIL AND LOCKUP REMOVAL Sec. 223(a)(14)				
	Full compliance— zero violations	Full compliance— de minimis exceptions (3)	Not in compliance	Not participating	Funds withheld pending additional compliance data
Formula Grant Participants (as of September 30, 1998)					
New York		◆			
North Carolina	◆				
North Dakota		◆			
Ohio		◆			
Oklahoma		◆			
Oregon	◆				
Pennsylvania		◆			
Rhode Island	◆				
South Carolina		◆			
South Dakota				◆	
Tennessee		◆			
Texas		◆			
Utah		◆			
Vermont	◆				
Virginia		◆			
Washington		◆			
West Virginia		◆			
Wisconsin		◆			
Wyoming				◆	
Amer. Samoa	◆				
Guam	◆				
N. Marianas	◆				
Palau	◆				
Puerto Rico	◆				
Virgin Islands	◆				
TOTALS	13	36	2	3	3

(3) Fewer than 9 violations per 100,000 persons under age 18 in the State.

*Kentucky's FY 1998 formula grant application was placed on hold per State's request pending receipt of more current compliance monitoring data.

State Compliance

Based on FY 1998 Formula Grants Program Comprehensive Plan

	DISPROPORTIONATE MINORITY CONFINEMENT (DMC) Sec. 223(a)(23)						
	Completed identification and assessment/implementing intervention phase	Completed identification and assessment/agreed to submit time-limited plan for completing intervention	Completed identification/submitted time-limited plan for assessment	Completed identification phase—no DMC problem in the State	Not participating	Conducting the identification phase	DMC status under review
Formula Grant Participants (as of September 30, 1998)							
Alabama	◆						
Alaska	◆						
Arizona	◆						
Arkansas	◆						
California	◆						
Colorado	◆						
Connecticut	◆						
Delaware		◆					
District of Columbia							◆
Florida	◆						
Georgia	◆						
Hawaii	◆						
Idaho	◆						
Illinois	◆						
Indiana		◆					
Iowa	◆						
Kansas	◆						
Kentucky*					◆		
Louisiana	◆						
Maine				◆			
Maryland	◆						
Massachusetts	◆						
Michigan	◆						
Minnesota	◆						
Mississippi	◆						
Missouri	◆						
Montana	◆						
Nebraska			◆				
Nevada	◆						
New Hampshire						◆	

	DISPROPORTIONATE MINORITY CONFINEMENT (DMC) Sec. 223(a)(23)						
	Completed identification and assessment/implementing intervention phase	Completed identification and assessment/agreed to submit time-limited plan for completing intervention	Completed identification/submitted time-limited plan for assessment	Completed identification phase—no DMC problem in the State	Not participating	Conducting the identification phase	DMC status under review
Formula Grant Participants (as of September 30, 1998)							
New Jersey	◆						
New Mexico	◆						
New York	◆						
North Carolina	◆						
North Dakota	◆						
Ohio	◆						
Oklahoma	◆						
Oregon	◆						
Pennsylvania	◆						
Rhode Island	◆						
South Carolina	◆						
South Dakota					◆		
Tennessee	◆						
Texas	◆						
Utah	◆						
Vermont				◆			
Virginia	◆						
Washington	◆						
West Virginia	◆						
Wisconsin	◆						
Wyoming						◆	
Amer. Samoa				◆			
Guam				◆			
N. Marianas				◆			
Palau				◆			
Puerto Rico				◆			
Virgin Islands				◆			
TOTALS	41	2	1	8	3	1	1

*Kentucky's FY 1998 formula grant application was placed on hold per State's request pending receipt of more current compliance monitoring data.

Core Requirements Compliance Summary Totals*
(as of September 30, 1998)

	<u>Number of Jurisdictions</u>
<u>Deinstitutionalization of Status Offenders (DSO)</u>	
Full compliance—zero violations	9
Full compliance—de minimis exceptions	44
Not participating	3
Funds withheld pending additional compliance data	1
<u>Separation of Juvenile and Adult Offenders</u>	
Full compliance—zero violations	37
Full compliance—exception provision	16
Not participating	3
Funds withheld pending additional compliance data	1
<u>Jail and Lockup Removal</u>	
Full compliance—zero violations	13
Full compliance—de minimis exceptions	36
Not in compliance	2
Not participating	3
Funds withheld pending additional compliance data	3
<u>Disproportionate Minority Confinement (DMC)</u>	
Completed identification and assessment phase and now implementing intervention phase	41
Completed identification and assessment phase, and agreed to submit time-limited plan for completing intervention phase	2
Completed identification phase and submitted time-limited plan for assessment phase	1
Completed identification phase—no DMC problem exists in State	8
Not participating	3
Conducting the identification phase	1
DMC status under review	1
<small>*States' eligibility to receive FY 1998 formula grants was initially determined on the basis of 1996 monitoring reports for compliance with JJDP Act core requirements regarding DSO, separation, and jail and lockup removal and on the basis of information in FY 1998 Formula Grants Program comprehensive plans for compliance with the DMC core requirement.</small>	

assessment phases for this provision and are implementing the intervention phase; 8 States, after completing the identification phase, have determined that minority youth are not disproportionately detained or confined in their facilities.

Community Prevention Grants Program

In 1992, Congress established the Title V Incentive Grants for Local Delinquency Prevention Program (more commonly known as the Community Prevention Grants Program) to encourage communities to design and implement programs that prevent juvenile delinquency. OJJDP awards these discretionary grants to States based on the size of the juvenile population (persons below the age of original jurisdiction of the juvenile court) in each State. The States, in turn, award the funds to qualified units of general local government (any city, county, town, borough, parish, village, or other general purpose political subdivision of a State, and any Indian tribe that performs law enforcement functions as determined by the U.S. Secretary of the Interior) to implement local delinquency prevention plans. To receive funds, communities must base the programs identified in their plans on an assessment of community risk factors associated with the development of delinquent behavior. This risk-focused prevention strategy underscores the idea that to prevent a problem from occurring, the factors that contribute to the development of the problem must be identified and addressed.

The Community Prevention Grants Program is the only Federal funding source dedicated solely to delinquency prevention. To date, results are promising. Communities across the country have received Title V grants to create programs and services that strengthen families and help children develop into law-abiding, productive members of society.

Since 1995, Congress has appropriated \$20 million annually for the Community Prevention Grants Program. (Funding for FY 1994, the initial year, was \$13 million.) Each State, the District of Columbia,

and five territories are currently eligible to apply for Community Prevention Grant funds. (Palau is not eligible for Community Prevention Grant funds.) For FY 1998, 52 of the 56 eligible jurisdictions participated in the program (3 nonparticipating States were ineligible and 1 territory declined); grants ranged from \$100,000 to \$2,354,000 (the allocation for the District of Columbia is on hold).

Since OJJDP implemented the program in 1994, 619 communities in 49 States, 5 U.S. territories, and the District of Columbia have received Community Prevention Grants. Of the 136 total Title V subgrants for FY 1998, 33 were awarded to communities receiving Title V subgrants for the first time. As of December 31, 1998, 29 States had not yet awarded their FY 1998 Title V funds, and another 13 States had awarded some but not all of their FY 1998 funds. Overall, 17 States had indicated that they are planning to award new subgrants to 116 communities, which would bring the number of communities nationwide that have received funding under the Community Prevention Grants Program to 735.

Communities vary in the extent to which their delinquency prevention efforts have progressed. Many are just beginning to initiate prevention strategies, whereas others have been implementing their programs for 2 or 3 years and have demonstrated early evidence of positive changes. These communities have initiated an array of prevention activities, ranging from early child development strategies (such as nurse home visitation, preschool, and parent training programs) to youth development initiatives (such as mentoring, afterschool activities, tutoring, truancy and dropout reduction programs, and substance abuse and gang prevention initiatives).

One of the strengths of the Community Prevention Grants Program is the requirement that each community receiving a grant appoint a prevention policy board that includes representatives from law enforcement, juvenile justice, education, recreation, social services, private industry, health and mental health agencies, churches, civic organizations, and other youth and family service organizations. As a result, police officers, family court judges, and probation

officers are sitting down at the same table with teachers, social workers, clergy, recreation specialists, child advocates, other professionals, parents, and youth to discuss the needs of children and their families and to develop and implement prevention plans to address these needs. In some cases, the prevention policy board planning effort is the first time these various groups have worked together to find common ground and collaborative solutions to prevent delinquency.

Because a State or local government is required to provide a 50-percent cash or in-kind match for each grant, the level of community ownership and investment in these programs is impressive and contributes to the success of the Title V program. Many communities contribute more than 90 percent of the cost of the program.

When I first met with the prevention team, I said, "Whether or not we get this grant, it's time for this community to start looking at how we can keep these kids from getting into trouble." In that regard, this was a great process.

Title V Program Director
South Carolina

OJJDP's extensive training and technical assistance program, which helps local planners assess their community risk factors and design and implement prevention strategies, also has contributed to the success of the Community Prevention Grants Program. OJJDP provides this training and technical assistance at no cost to help communities organize key leaders and establish a comprehensive 3-year delinquency prevention plan. The training includes two workshops: a 1-day workshop for key policymakers, business leaders, and agency executives; and a 3-day workshop, with hands-on exercises and risk and resource assessment activities, for local prevention policy board members and staff. The training is provided by an OJJDP contractor, Developmental Research and Programs, Inc., of Seattle, WA. In 1998, 920 individuals attended the training for key leaders, and 120 participated in risk and resource assessment training.

To help communities monitor their delinquency prevention efforts and track their progress, OJJDP published the *Title V Community Self-Evaluation Workbook* in 1996. The *Workbook* includes easy-to-complete forms and step-by-step instructions to guide communities in documenting their delinquency prevention activities, monitoring programs, and collecting statistics. The *Workbook* has been so well received that 13 States now require Community Prevention Grant recipients to use it. Several States have integrated the *Workbook* forms into their application and reporting processes, and some States have encouraged other delinquency prevention service providers to use the *Workbook* and related tools for their programs.

OJJDP also incorporated evaluation mechanisms into the Community Prevention Grants Program to ensure that communities track program outcomes and systems changes and determine whether prevention efforts are having the desired effects on risk factors and delinquency. Although this task is challenging, many communities have developed and implemented evaluation plans and are monitoring outcomes and risk factors. These communities are learning that change can, and does, occur when comprehensive prevention efforts are implemented.

In FY 1998, OJJDP's evaluation management contractor, Caliber, Inc., of Fairfax, VA, began to implement a long-term, nationwide evaluation of the effectiveness of the Community Prevention Grants Program. This evaluation will examine two broad areas: (1) program impacts on community planning, service delivery, risk factors, protective factors, and juvenile problem behaviors; and (2) factors and activities that help communities effectively implement the program model and lead to positive outcomes.

Evaluators will examine the Community Prevention Grants Program implementation in six States: Hawaii, Michigan, Nebraska, Pennsylvania, Vermont, and Virginia. These States, which have a combined juvenile population of nearly 8 million, are geographically and demographically diverse and also vary in their methods of implementing the Community Prevention Grants Program. By focusing the evaluation on these States, OJJDP will be able to conduct the

research cost effectively, produce statistically valid results, and fully investigate research questions by examining a variety of implementation methods and outcome factors. OJJDP expects the evaluation to be completed by 2002.

We have used the funding from the Title V Program to act as a catalyst to initiate new responses to old problems. It is truly amazing what \$25,000 (per year) can do in a small city or village when properly accounted for.

Prevention policy board member
from Nebraska

It takes time to mobilize a community. It takes even longer to achieve a long-term community commitment to a delinquency prevention model focused on risk factors and protective factors, to measure these factors, and to verify reductions in delinquency rates. By facilitating a strong Federal-State-local partnership, the Community Prevention Grants Program advances these worthy ends.

The success of the Community Prevention Grants Program is discussed in greater detail in OJJDP's *1998 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs*, available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

State Challenge Activities

For the past several years, practitioners and policy-makers alike have called for an overhaul of State juvenile justice systems. They point to a variety of problems, including moderately crowded, understaffed, and dilapidated detention and correctional facilities; insufficient services for young people with significant health, emotional, and education needs; overrepresentation of minority youth in the juvenile justice system; high recidivism because of inadequate programs and community aftercare services; and overburdened judges, court staff, pretrial ser-

vices personnel, prosecutors, juvenile defenders, and probation officers.

Congress initially responded to these problems in 1992 by enacting the State Challenge Activities Program, which has been funded at \$10 million each year beginning with FY 1994. The State Challenge Activities Program provides financial incentives for States to improve their juvenile justice systems by addressing 1 or more of 10 program areas specified by Congress. State agencies may carry out Challenge Activities or award subgrants to public and private agencies to develop and implement activities. The State Challenge Activities Program, however, is designed to go beyond making grants to specific communities and individuals—it is intended to improve States' juvenile justice systems by stimulating positive systemic change.

Only those States participating in the Formula Grants Program are eligible to receive State Challenge grants. In FY 1998, 52 jurisdictions received State Challenge allocations. Allocations for States and the District of Columbia ranged from \$87,500 to \$1,142,000; American Samoa, Guam, and the Northern Mariana Islands each received \$15,000.

The 10 State Challenge Activities include the following: basic system services, access to counsel, community-based alternatives, violent juvenile offender facilities, gender bias policies and programs, State ombudsman offices, deinstitutionalization of status offenders and nonoffenders, alternatives to suspension and expulsion, aftercare services, and State agency coordination/case review systems. The 10 Challenge Activities are further described on page 45. Activities in these 10 areas move States toward juvenile justice systems that support, in a consistent and collaborative manner, the development and implementation of programs that build on youth strengths, empower parents and strengthen families, ensure gender equity, and deliver community-based services (including prevention, intervention, and aftercare) to youth and their families.

Under the different Challenge areas, a multitude of programs have been implemented. Some affect a relatively small number of youth and families. On the

other hand, many States have used the unique opportunities presented by State challenge funds to effect far-reaching systemic changes in their juvenile justice systems. During FY 1998, nearly all of the participating States addressed at least 2 activities (as has been the case in past years); 12 States addressed 3 activities; and 1 State addressed 4 activities.

The Challenge Activities most often addressed during FY 1998 were alternatives to suspension and expulsion (23 States), community-based alternatives (20 States), and aftercare services (20 States). The Challenge Activities least often addressed in FY 1998 were violent juvenile offender facilities (1 State), State ombudsman offices (1 State), and State agency coordination/case review systems (3 States). The same three Challenge Activities have been the least frequently chosen in each year since FY 1995. Related charts summarizing State Challenge Activities appear on page 46.

States have taken a variety of approaches to implementing State Challenge Activities. In spring 1998, OJJDP invited each State to submit descriptions of its State Challenge initiatives and products that have resulted from them; 24 States

Florida examined 11 programs providing alternatives to school suspension and expulsion. The purpose of the study was to determine which factors were consistently associated with program success. The State recruited a graduate student to collect data and conduct interviews about program implementation, services, staffing, target population, community involvement, data collection, and staff and participant satisfaction. The Florida Department of Juvenile Justice plans to use findings from this project to provide funding opportunities for model alternatives to suspension and expulsion. Florida's use of graduate students to conduct program evaluation and other research projects through a partnership with its university system is a cost-effective way to gather useful information for guiding systems change.

and 1 territory responded. Eleven different themes of system change efforts emerged from a study of the materials submitted. The themes are not an exhaustive list of every attempted State Challenge effort, but they do illustrate the wide variety of approaches adopted by States. The 11 themes are:

- ◆ Using data to produce policy changes and legislative reforms.
- ◆ Using research to guide reforms in service delivery.
- ◆ Increasing public awareness and professional competence through training conferences, publications, and technical assistance.
- ◆ Developing curriculums on gender-specific issues for juvenile justice personnel and service providers.
- ◆ Developing curriculums on gender-specific issues for female offenders.
- ◆ Drafting program regulations, policies, and/or procedures for statewide use by drawing on recent and specific program experience.
- ◆ Developing screening instruments to guide service planning.
- ◆ Implementing demonstration programs at additional sites.
- ◆ Filling a significant service gap in a substantial way.
- ◆ Forming ongoing and sustained partnerships to provide coordinated services.
- ◆ Developing capacity in the private sector in order to increase the overall capacity of the service system.

An OJJDP Bulletin, *System Change Through State Challenge Activities: Approaches and Products*, will describe these themes in greater detail and provide examples of systems change approaches adopted to date. The Bulletin will be available from JJC in the near future.

State Challenge Activities

Challenge Activity A. Developing and adopting policies and programs to provide basic health, mental health, and educational services to youth in the juvenile justice system.

Challenge Activity B. Developing and adopting policies and programs to provide all juveniles in the justice system access to counsel.

Challenge Activity C. Increasing community-based alternatives to incarceration by establishing programs (such as expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, and electronic monitoring) and developing and adopting a set of objective criteria for the appropriate placement of juveniles in detention and secure confinement.

Challenge Activity D. Developing and adopting policies and programs to provide secure settings for violent juvenile offenders by closing down traditional training schools and replacing them with secure settings that have capacities of no more than 50 youth and staff-youth ratios sufficient to permit close supervision and effective treatment.

Challenge Activity E. Developing and adopting policies to prohibit gender bias in juvenile placement and treatment and establishing programs to ensure female youth access to the full range of health and mental health services (including treatment for physical or sexual assault or abuse), educational opportunities, training and vocational

services, instruction in self-defense, and instruction in parenting.

Challenge Activity F. Establishing and operating, either directly or by contract, a State Ombudsman office for children, youth, and families to investigate and resolve complaints relating to actions, inactions, or decisions of those providing out-of-home care to children and youth.

Challenge Activity G. Developing and adopting policies and programs to remove status offenders from the jurisdiction of the juvenile court, when appropriate.

Challenge Activity H. Developing and adopting policies and programs designed to serve as alternatives to suspension and expulsion.

Challenge Activity I. Increasing aftercare services by establishing programs and developing and adopting policies to provide comprehensive health, mental health, education, family, and vocational services to youth upon release from the juvenile justice system.

Challenge Activity J. Developing and adopting policies to establish a State administrative structure to develop program and fiscal policies for children with emotional or behavioral problems and their families. The structure would coordinate the activities of major child-serving systems and implement a statewide case review system.

FY 1998 Challenge Activities by State

STATE	ACTIVITIES	STATE	ACTIVITIES	STATE	ACTIVITIES
Alabama	H	Maine	A,C,H	Pennsylvania	A,H
Alaska	H,I	Maryland	A,C,I	Rhode Island	E,H
Arizona	G,H,I	Massachusetts	C,E,I	South Carolina	G,I
Arkansas	C,I	Michigan	E,I	South Dakota	—
California	C,E,I	Minnesota	E,I	Tennessee	B,F
Colorado	B,G	Mississippi	C	Texas	A,H
Connecticut	A,H	Missouri	A,B,C	Utah	E,H
Delaware	A,H	Montana	C,H	Vermont	A,C
District of Columbia	—	Nebraska	C,E,I	Virginia	A,C,I
Florida	E,H	Nevada	A,I	Washington	B,H
Georgia	I	New Hampshire	A,H	West Virginia	H,I
Hawaii	C,H	New Jersey	D,E	Wisconsin	A,C,E,H
Idaho	C,I	New Mexico	C,G	Wyoming	—
Illinois	A,C	New York	A,E,I	Amer. Samoa	A,E
Indiana	B,H	North Carolina	E	Guam	C,H
Iowa	E,J	North Dakota	H,I	N. Marianas	E,H
Kansas	C,G	Ohio	C,E,J	Palau	—
Kentucky	—	Oklahoma	C,I	Puerto Rico	B,H,I
Louisiana	J	Oregon	A,H,I	Virgin Islands	G

Note: District of Columbia and Kentucky—on hold pending resolution of formula grants; South Dakota and Wyoming—ineligible because State is not participating in Formula Grants Program; Palau—declined allocation.

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|--|--|---|
| A Basic System Services
B Access to Counsel
C Community-Based Alternatives
D Violent Juvenile Offender Facilities | E Gender Bias Policies and Programs
F State Ombudsman
G Deinstitutionalization of Status Offenders and Nonoffenders | H Alternatives to Suspension and Expulsion
I Aftercare Services
J State Agency Coordination/Case Review System |
|--|--|---|

1998 State Challenge Activity Summary

CHALLENGE ACTIVITY	NUMBER OF STATES CHOOSING THE ACTIVITY IN 1998
A Basic System Services	16
B Access to Counsel	6
C Community-Based Alternatives	20
D Violent Juvenile Offender Facilities	1
E Gender Bias Policies and Programs	16
F State Ombudsman	1
G Deinstitutionalization of Status Offenders and Nonoffenders	6
H Alternatives to Suspension and Expulsion	23
I Aftercare Services	20
J State Agency Coordination/Case Review System	3

Juvenile Accountability Incentive Block Grants Program

In FY 1998, OJJDP began administering a new \$250 million block grant program designed to encourage States and communities to develop reforms that hold young offenders accountable for their actions. Congress created the JAIBG program in the FY 1998 Appropriations Act. OJJDP allocated \$5.25 million for program administration; \$7.5 million for research, evaluation, and demonstration programs; \$5 million for training and technical assistance; and \$232.25 million for block grants to State and local governments. (This chapter discusses only the block grants portion of the program. Other JAIBG activities are discussed in chapters 1 and 6.)

Demonstrating a strong commitment to working with States and local communities in efforts to ensure that young offenders are held accountable at every stage of the juvenile justice system, OJJDP moved quickly to implement the JAIBG program and to award FY 1998 block grants. During FY 1998, each of the 56 eligible jurisdictions (States, five U.S. territories, and the District of Columbia) received JAIBG funds. (Palau is not eligible to receive funds.) Allocations ranged from \$1.2 million (Virgin Islands) to \$22.5 million (California). Absent a waiver, the States are required to distribute at least 75 percent of their block grants to local jurisdictions.

To qualify for a block grant, States must certify that they have considered (or have adopted or will consider within 1 year) State laws, policies, or procedures that address four specific accountability-based system changes that would:

- ◆ Authorize prosecutors to charge youth age 15 or older who are accused of committing serious violent crimes as if they were adult criminal offenders.

- ◆ Establish graduated sanctions for juvenile offenders for every delinquent act (including probation violations) and escalate these sanctions for each subsequent more serious delinquent offense or probation violation.
- ◆ Treat juvenile delinquency records for felony adjudications in the same manner as adult records, including submitting such records to the Federal Bureau of Investigation.
- ◆ Ensure that juvenile court judges are not prohibited from issuing court orders that require parents or guardians to supervise juvenile offenders.

In addition to considering these four changes, each State or local government receiving a JAIBG award must adopt a policy for drug testing appropriate categories of youth in the juvenile justice system.

States can use JAIBG funds for 12 purpose areas:

- ◆ **Purpose Area 1:** Building, expanding, renovating, or operating temporary or permanent juvenile correction or detention facilities, including training of personnel.
- ◆ **Purpose Area 2:** Developing and administering accountability-based sanctions for juvenile offenders.
- ◆ **Purpose Area 3:** Hiring additional juvenile judges, probation officers, and court-appointed defenders, and funding pretrial services for juveniles, to ensure the smooth and expeditious administration of the juvenile justice system.
- ◆ **Purpose Area 4:** Hiring additional prosecutors so that more cases involving violent juvenile offenders can be prosecuted and backlogs reduced.
- ◆ **Purpose Area 5:** Providing funding to enable prosecutors to address more effectively problems related to drugs, gangs, and youth violence.
- ◆ **Purpose Area 6:** Providing funding for technology, equipment, and training to assist prosecutors in identifying violent juvenile offenders and expediting their prosecution.

- ◆ **Purpose Area 7:** Providing funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and in reducing recidivism.
- ◆ **Purpose Area 8:** Establishing court-based juvenile justice programs that target young firearms offenders through the creation of juvenile gun courts for the adjudication and prosecution of these offenders.
- ◆ **Purpose Area 9:** Establishing drug court programs to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to integrate administration of other sanctions and services.
- ◆ **Purpose Area 10:** Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts.
- ◆ **Purpose Area 11:** Establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies, or programs that are designed (in cooperation with law enforcement officials) to protect students and school personnel from problems related to drugs, gangs, and youth violence.
- ◆ **Purpose Area 12:** Implementing a policy of controlled substance testing for appropriate categories of youth in the juvenile justice system.

To assist States and units of local government in applying for, receiving, allocating, and administering JAIBG funds, OJJDP developed and published the *Juvenile Accountability Incentive Block Grants Program Guidance Manual*. The Manual can be downloaded from OJJDP's Web site (www.ojjdp.ncjrs.org), and printed copies are available from the Juvenile Justice Clearinghouse (see page 13, under "How To Access Information From JJC").

States have been very active in establishing State plans and priorities for the JAIBG program and in helping units of local government to qualify for subgrant awards. The first year of implementation for any new program is full of obstacles at the Federal, State, and local levels. These obstacles must be overcome before the program becomes fully operational. Within the first 6 to 8 months of receiving JAIBG awards, States have made excellent progress in facilitating funding to units of local government, as demonstrated in the following status summary:

- ◆ **Planning Stage:** 12 States are still in the process of planning and organizing their policies and procedures for program implementation.
- ◆ **Early Stage:** 7 State coordinators have developed plans for proceeding and are mailing notifications to local units of government regarding the availability of funds.
- ◆ **Awaiting Responses:** 15 State coordinators have mailed information to eligible local units of government and are awaiting responses regarding their participation and/or proposed use of funds. Most of the jurisdictions in this category expected responses by March 1999.
- ◆ **Reviewing Responses:** 11 State coordinators have received proposals from units of local government and are in the process of reviewing them in accordance with the guidelines established for the JAIBG program.
- ◆ **Funds Allocated:** 10 State coordinators have indicated that their States have made awards to fund JAIBG programs at the local level.

Combating Underage Drinking Program

The problem of underage drinking continues to plague the country. The use of alcohol by minors has tragic consequences. When juveniles drink, they often indulge in behavior that is both illegal and dangerous. Recognizing the magnitude of this problem, Congress established the Combating Underage Drinking (CUD)

Program in FY 1998 and appropriated \$25 million to OJJDP for implementation. (In FY 1999, Congress changed the name of the program to Enforcing the Underage Drinking Laws.)

OJJDP moved quickly to implement CUD, awarding \$18,360,000 in block grants to 50 eligible States and the District of Columbia, \$5 million in discretionary assistance awards, and \$1,640,000 for training and technical assistance. (This chapter describes only block grants awarded under the program; the remaining CUD activities are described in chapter 1.)

Each State and the District of Columbia were awarded a block grant of \$360,000. States used the funds to support activities in one or more of the following three priority areas identified by Congress:

◆ **Enforcement:** 35 States implemented enforcement activities, such as creating statewide law enforcement and prosecution task forces to target establishments suspected of consistently selling alcohol to minors.

◆ **Public education:** 29 States initiated public education activities, ranging from sponsoring media contests to creating billboard messages.

◆ **Program innovation:** 33 States developed innovative programs designed to reduce underage drinking, such as creating youth task forces to examine community norms and the messages that young people are receiving and hiring individuals to act as liaisons between youth and other members of communities in matters related to alcohol consumption.

To be eligible to receive a CUD block grant, each jurisdiction was required to designate an agency to serve as the point of contact to apply for, receive, and administer the block grant. The designated agency was required to design a comprehensive approach to address the problem of underage drinking and to describe how Federal funds would be used to implement that approach. OJJDP encouraged States to collaborate with existing public and private efforts, including those of foundations and national organizations.

Chapter 6

Juveniles Taken Into Custody

As part of the annual report, OJJDP includes information on the number of juveniles taken into custody. This information reveals much about how the Nation is responding to the issues of juvenile offending. In many respects, juvenile detention and corrections facilities are the heart of the juvenile justice system. It is in these residential facilities that juvenile justice agencies attempt to change patterns of behavior in juveniles so that they can become responsible members of society. At the same time, these facilities must maintain a secure environment to protect both the residents and the community at large.

Juvenile detention and corrections facilities face a daunting problem. The twin goals of security and rehabilitation often conflict in practice; the most apparent clash is in the crowding problems many residential facilities face today. Although the juvenile justice system has determined that residents in the facilities pose a threat to people or property if left in the community, crowded conditions significantly strain the facilities, leaving them unable to focus on such activities as education, substance abuse treatment, or therapeutic treatment.

OJJDP has been collecting information for more than 20 years on the number of juveniles held in detention and other facilities. Until 1997, these data were gathered through the biennial Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities, better known as the Children in Custody (CIC) Census. After consulting a variety of experts and determining that CIC was not meeting the needs of the field, OJJDP, with the help of the U.S. Bureau of the Census and a technical advisory board, developed a new survey. This chapter summarizes information from the new Census of

Juveniles in Residential Placement (CJRP), which was conducted in October 1997. It also includes information about other corrections-related OJJDP activities.

Juvenile Arrests in 1997

The FBI's Uniform Crime Reporting Program shows that, in 1997, law enforcement agencies made an estimated 2.8 million arrests of persons under the age of 18, a decline of 1 percent from 1996. Over the 10-year period from 1988 through 1997, arrests of persons in this age group increased 35 percent, but the number peaked in 1994 and has been declining since then. In 1997, there were an estimated 123,400 arrests of persons under the age of 18 for Violent Crime Index (VCI) offenses (including murder, rape, robbery, and assault), a decline of 4 percent from 1996, but still an increase of 49 percent since 1988. VCI offenses accounted for 4 percent of all arrests of persons under the age of 18 in 1997.

It is important to distinguish between persons under the age of 18 and persons legally considered juveniles. The former refers solely to the age of a person at a given time; arrest data from law enforcement agencies provide information in this manner. Depending on the law in the State in which an offense was committed, a youth may or may not be legally considered a juvenile subject to the jurisdiction of the juvenile court. Further, many States have enacted transfer legislation that removes particular types of offenders from the jurisdiction of the juvenile court and places them in the criminal court. Thus, some young offenders may be considered juveniles by virtue of their age but considered adults for trial and disposition purposes.

Census of Juveniles in Residential Placement

OJJDP conducted the CJRP for the first time on October 29, 1997. Each facility, secure or non-secure, that holds or can hold alleged or adjudicated juvenile delinquent or status offenders was asked to complete a form that collected information on each juvenile offender in residence on that date. More than 94 percent of all facilities responded to the census.

The census determined that 125,805 youth resided in 1,121 public and 2,310 private residential facilities on October 29, 1997. Of these 3,431 public or private residential facilities, 2,844 had at least one juvenile who met the four criteria for inclusion in CJRP's person-level reporting section. Of the residents in these facilities, 105,790 (84 percent) were under the age of 21, assigned a bed in a facility, charged with or court-adjudicated for an offense, and placed at the facility because of the offense. (The remaining 16 percent were in such facilities for reasons other than an offense.)

On the census reference date, the majority of young offenders (72.2 percent) resided in 1,108 public facilities—those owned and operated exclusively by State or local government agencies. The remaining 27.8 percent resided in 1,736 private facilities—those owned and operated by nongovernmental organizations that provide services to juvenile offenders.

More minority than white offenders were in residential placement. Forty percent of the offenders were black; 37.5 percent were white; 18.5 percent were identified as Hispanic; and a small percentage were classified as American Indian (1.5 percent), Asian (1.8 percent), or Pacific Islander (0.3 percent).

The vast majority of offenders in custody (86.5 percent) were male; females made up less than 14 percent of the residential population. Females in custody were, on average, younger than males. The mean age of males in residential placement was 16, compared with 15.4 for females. Ten percent of

females were age 13 or younger, compared with 6 percent of males; and 14 percent of males were ages 18–20, compared with 4 percent of females. The largest percentage of females (21 percent) were age 13, the smallest percentage (2.9 percent) were age 20.

Black males age 16 were the largest group of young offenders in residential placement, accounting for nearly 10 percent of the total. This group is followed in descending order by white males age 16, black males age 17, and white males age 17.

Most young offenders (42.4 percent) were in residential facilities for a serious personal or property offense. Nearly one-fourth were charged with or adjudicated for aggravated assault, violent sexual assault, kidnaping, or robbery. Approximately one-fifth were charged with or adjudicated for serious property offenses, including arson, auto theft, and burglary. Almost 2 percent were charged with or adjudicated for homicide or murder. Only 6.5 percent of youth in custody were charged with a status offense. Status offenses include running away, underage drinking, truancy, curfew violations, and other activities that are illegal for juveniles but not for adults. Classification of status offenses varies by State. For example, many States no longer consider running away an adjudicable offense. In these States, runaways would not be counted by the census. Only those juveniles who committed acts subject to juvenile court action were included for each State.

The juveniles in custody on the census date differed in their status in the justice system. Some were detained pending an initial or adjudicatory hearing. Others were detained after being adjudicated delinquent and pending placement elsewhere. Some were held pending action in the criminal court. The majority of juveniles in residential facilities on the census date, however, were in the facilities where they were serving their disposition.

Because the CJRP collected information on each offender in residential placement (including age, race, sex, and offense), it provides a more comprehensive base for analyzing this population than was

provided by the earlier CIC Census. The significant changes in data collection methodology introduced in the CJRP, however, mean that direct comparisons between the CJRP and the CIC Census are dubious at best. Therefore, this chapter does not provide trend information on the number of youth in custody. OJJDP will publish a broad range of information based on CJRP data in the coming months.

Deaths in Custody

Death of a juvenile in custody is relatively rare. In 1994 (the most recent year for which data are available), 45 juveniles died while in the legal custody of a juvenile facility. In 1992, 40 juveniles died while in custody. The majority of deaths in both years resulted from suicide.

Cause of Death	1992	1994
Illness/Natural Causes ¹	2	9
Suicide	13	20
Homicide by Other Residents	2	0
Other Homicide	6	3
Other/Unknown	17	13
TOTAL	40	45

¹ AIDS was the cause of one death in 1994, none in 1992.

OJJDP realizes these data on deaths in custody are outdated, but with the end of the CIC Census, there was no longer a mechanism for collecting national data on such events. The CJRP was designed solely to collect indepth information on the juvenile population in custody as of the census date; the only facility-level information collected by the CJRP is the total population and some description of the facility type. To fill the resulting gap in information, OJJDP inserted several questions about deaths of juveniles in custody into the new Juvenile Residential Facility Census described on page 54. The data collected by the new Facility Census should be comparable to data collected previously in the CIC Census, allowing OJJDP to provide trend data in future annual reports. OJJDP anticipates fielding the new Facility Census in October 2000 and making

the data from it available in 2001. OJJDP also is supporting a field-initiated research project that will examine juvenile suicide in confinement by surveying residential facilities around the Nation. The research will be conducted by the National Center on Institutions and Alternatives in Alexandria, VA.

Performance-Based Measures

In addition to the CJRP, OJJDP funds a number of other detention- and corrections-related activities. In 1994, OJJDP released the results of the Conditions of Confinement study, which pointed out the need for measurable goals in several areas of residential juvenile placement including security, order, safety, and programming. In response to this need, OJJDP initiated the Performance-Based Standards for Juvenile Correction and Detention Facilities Program, a multisite, multiyear program designed to develop objective measures of facility performance. These measures can help a facility determine its most pressing problems and begin efforts to remedy the problems. In FY 1995, OJJDP awarded a grant to the Council of Juvenile Correctional Administrators (CJCA) of Boston, MA, to develop and test performance-based measures for both long-term corrections and short-term detention. CJCA developed a list of six critical areas—security, order, safety, programming, health and mental health, and justice—and a set of standards for each area that reflect expected performance generally accepted by experts in the field. These standards were translated into objective, measurable outcomes. For each outcome, CJCA developed a set of specific measures and defined the data sources for each measure. By 1997, CJCA had developed a complete set of standards and outcome measures. OJJDP then selected 18 sites to test the data collection instruments, protocols, and procedures. Based on these tests, CJCA revised the tools and processes and included a commitment to automated data collection.

In 1998, the project began full implementation of the performance-based standards in the 18 test sites and 12 additional sites. Using funds from the Juvenile Accountability Incentive Block Grants (JAIBG)

program, OJJDP made financial assistance available to support activities and services designed to improve facility performance. Also, an independent evaluation was funded. This project will continue for several years as OJJDP increases the number of implementing facilities and revises the data collection and analysis processes.

Upcoming Surveys

OJJDP has designed a statistical system covering juvenile detention and corrections so that local, State, and Federal policymakers and practitioners can monitor this field. The CJRP, which will be conducted every 2 years, is already providing significant information on the population of juvenile offenders in custody. Effective monitoring of juvenile detention and corrections, however, requires information in addition to that available from the CJRP. OJJDP will devote considerable time and resources to ensuring that this information is available in the future.

The first project of note is the new Juvenile Residential Facility Census (JRFC), which will routinely collect information on how facilities operate. The JRFC is still in the development phase. OJJDP anticipates that it will include detailed and specific questions on facility security, crowding, deaths in custody, and facility ownership and operation. It will also ask about specific services for mental and physical health care, substance abuse, and education. OJJDP will administer the JRFC every 2 years beginning in October 2000. The CJRP and the JRFC, which will be administered in alternating years, will complement each other. The CJRP will provide detailed information on the juveniles in the facilities, while the JRFC will provide detailed information on the facilities themselves.

OJJDP also recognizes the value and importance of interviewing youth in juvenile justice system facilities. Such interviews can provide a wealth of information on past offending behavior, pathways to delinquency, family and social environments, and experiences in custody. Using JAIBG funds in 1998, OJJDP awarded a cooperative agreement

to Westat, Inc., of Rockville, MD, to develop a new Survey of Youth in Residential Placement (SYRP).

OJJDP anticipates conducting SYRP on a routine basis. The survey will complement other OJJDP research concerning delinquent careers and offending behavior and will also serve to monitor the range of residential placements used for juvenile offenders. The SYRP will support the goal of OJJDP's JAIBG program, which Congress funded so that State juvenile justice systems can hold each juvenile accountable for his or her delinquent acts. The SYRP will provide data for monitoring such systems by tracking the number and types of offenses committed by juveniles in placement and the types of sanctions they received for previous offenses.

Beyond routine data collection, OJJDP has a strong interest in and responsibility for researching specific policy-related aspects of juvenile detention and corrections. For example, in FY 1998, OJJDP funded the Cost-Benefit Analysis of Juvenile Justice Programs. This initiative will examine in detail the costs associated with juvenile corrections and probation and will compare the costs with the benefits (both tangible and intangible) of each sanction. The program will make it possible for OJJDP to compare the benefits of corrections with those of probation. While the program will not provide national information, it will provide significant insight into how such analyses can be accomplished in other jurisdictions. The analysis is being conducted by the University of Texas at Dallas and the Dallas County Juvenile Department.

To help determine the number of juveniles under some form of community supervision, OJJDP is funding the Survey of Juvenile Probation. This survey will estimate the number of juveniles on probation nationally at a specific time, the nature of their offenses (to the extent possible), and the conditions of their probation. In a very real sense, the numbers and types of juveniles in residential placement depend on the availability of alternative sanctions. While some juveniles clearly need residential placement for the safety of the community or the juvenile, others might be handled more appropriately within

the community. This survey will attempt to routinely gather sufficient information about juveniles on probation to make possible comparisons between these youth and juveniles in custody. The Survey of Juvenile Probation is being conducted by the Bureau of the Census through an interagency agreement with OJJDP.

Emerging Issues in Juvenile Detention and Corrections

Juvenile justice is changing rapidly. As States transfer or exclude juveniles from juvenile court jurisdiction, the composition of the population in juvenile detention facilities will change, often in unanticipated ways. For example, many States can now blend juvenile and criminal sentences so that an individual will serve a sentence in juvenile corrections until reaching the age of majority and then be transferred to an adult facility. In the past, most juveniles stayed in juvenile facilities a relatively short time, about 9 to 12 months. Although the population serving blended sentences is relatively small, these youth usually stay in juvenile facilities longer than youth serving dispositions from juvenile courts and therefore consume a disproportionate share of facility resources. Also, juveniles detained while awaiting hearings for transfer to criminal court may be detained much longer than other juveniles processed in juvenile court.

Criminal corrections will also feel the results of the changing juvenile transfer policies. Several States already are struggling to deal with the increased youth population in their prison and jail systems. These systems are not equipped to handle the special needs of young offenders, including educational services, nutritional requirements, and separation from adult criminals. Some States (such as Colorado) have set up separate corrections systems for young offenders, defined as those persons in the criminal justice system who are younger than age 21. As this population increases, States face the task of developing programs to prepare these individuals for release to the community. States also need to train corrections staff, who generally deal only with adults, to work with youth. The administrators and directors of corrections systems are looking to other States and the Federal Government for assistance and guidance in dealing with young offenders.

OJJDP has a history of supporting and funding innovative programs to strengthen juvenile correction systems. As demonstrated by the initiatives discussed in this chapter, OJJDP is continuing this support. The variety of funded programs is designed to help improve the management of juvenile residential facilities, help States use their resources effectively and efficiently, protect the public, and meet the needs of juvenile offenders.

Conclusion

Although national statistics continue to point to a decrease in juvenile crime, OJJDP recognizes this is not the time to let up on national efforts to prevent juvenile victimization and respond swiftly and appropriately to juvenile delinquency. During FY 1998, OJJDP continued to work aggressively to develop and fund programs and activities that prevent and intervene in delinquency, strengthen the juvenile justice system, protect children and the public, and enhance law enforcement.

The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders guided much of OJJDP's work during the past year. This strategy calls for community-based prevention programs to reduce risk factors for juvenile crime and provide buffering protective factors. The Office also implemented four major new programs established by Congress: Combating Underage Drinking (CUD), which provides funds to help communities develop comprehensive approaches to the problem of underage drinking, with an emphasis on increasing law enforcement activity; Drug-Free Communities Support, which helps community-based coalitions fight juvenile drug use; Juvenile Accountability Incentive Block Grants (JAIBG), which is encouraging accountability-based reforms in State and local jurisdictions; and Training and Technical Assistance for a Drug Prevention Program, which will help jurisdictions implement a proven drug prevention program. Other accomplishments include the continued support of the Balanced and Restorative Justice program, which recognizes the restoration of both victims and offenders as critical goals of community justice; the Juvenile Mentoring Program; a variety of gang initiatives; and the Model Court program, which is helping courts improve how they handle child abuse and neglect cases.

OJJDP's Missing and Exploited Children's Program (MECP) also had many accomplishments. The program launched a Web site in 1998 that features Tips for Kids, which tell children where they should

go if they are scared, lost, or need help. OJJDP also created a major new program and awarded grants to 10 jurisdictions to help State and local law enforcement agencies implement regional task forces to address and combat Internet crimes against children. The MECP continued to fund the National Center for Missing and Exploited Children. The center operates a 24-hour toll-free hotline and established a CyberTipline in 1998 to collect and forward to law enforcement agencies information from citizens about computer-facilitated sexual exploitation of children. MECP also continued to provide a variety of training and technical assistance to law enforcement, prosecutors, and health and family services professionals. Research activities supported by MECP include the second National Incidence Studies of Missing, Exploited, Abducted, Runaway, and Thrownaway Children; a study of effective community-based approaches for dealing with missing and exploited children; an analysis of more than 550 missing child homicide cases; and expanded research to broaden law enforcement's understanding of how homicidal pedophiles select and lure victims, plan activities, and elude prosecution.

Recognizing the importance of keeping juvenile justice practitioners and policymakers informed about OJJDP activities and of providing information about promising programs, OJJDP continued to make dissemination a priority during FY 1998. The Office developed and distributed more than 70 publications, hosted a national conference, and sponsored several satellite videoconferences. The Juvenile Justice Clearinghouse, which offers toll-free telephone and online access to information, remained OJJDP's major vehicle for distributing information.

A major portion of OJJDP's annual appropriation supports five formula and block grant programs that provide funds directly to the States, U.S. territories, and the District of Columbia. These programs are the Formula Grants Program, Title V Incentive

Grants for Local Delinquency Prevention Program, State Challenge Activities Program, JAIBG, and CUD. The Formula Grants Program has spurred State and local reforms of the juvenile justice system and has resulted in States deinstitutionalizing status offenders and nonoffenders, separating juveniles from adults in institutional settings, removing juveniles from adult jails and lockups, and addressing the disproportionate confinement of minority juveniles in secure facilities. It is especially encouraging that States are spending a large portion of their formula grants on delinquency prevention programs. The Title V Program continues to help communities by providing funds to develop comprehensive and coordinated delinquency prevention strategies that focus on risk and protective factors. The State Challenge Activities Program encourages States to improve their juvenile justice systems by addressing 1 or more of 10 program areas specified by Congress. During FY 1997, most States addressed at least 2 activities; 12 States addressed 3; and 1 State addressed 4. OJJDP moved quickly to implement the new JAIBG program in FY 1998 and awarded block grants to 56 eligible jurisdictions (States, five U.S. territories, and the District of Columbia). The States are using the funds to address four specific system changes that hold young offenders accountable at every stage of the juvenile justice system. Finally, the CUD Program provided block grants to each State and the District of Columbia to fund activities to curb underage drinking and encourage enforcement of underage drinking laws.

OJJDP also supported a number of new and continuation activities related to juvenile detention and

corrections. One of these, the Census of Juveniles in Residential Placement, was conducted for the first time on October 29, 1997. The census determined that 125,805 youth resided in 1,121 public and 2,310 private residential facilities on that date. The census also provided information about the race, gender, and age of offenders and about the types of offenses they were charged with or adjudicated for. OJJDP is developing several new surveys to help local, State, and Federal policymakers and practitioners monitor the juvenile detention and corrections field. The new Juvenile Residential Facility Census will routinely collect information on how facilities operate; the Survey of Youth in Residential Placement will provide information about youth in juvenile justice facilities, including past offending behavior, pathways to delinquency, family and social environments, and experiences in custody; and the Survey of Juvenile Probation will estimate the number of juveniles on probation nationally at a specific time, the nature of their offenses, and the conditions of their probation.

The variety of activities OJJDP undertook in FY 1998 illustrates the continuum of programming called for in the Comprehensive Strategy. Such programs are necessary to address serious juvenile crime and build on the declining juvenile crime rate. Many of OJJDP's programs also are designed to help States and localities assess their needs and problems and develop solutions targeted specifically at those needs. These programs and OJJDP's other efforts in FY 1998 represent OJJDP's commitment to provide national leadership to prevent and intervene in juvenile delinquency.

Appendix

OJJDP Publications Released in FY 1998

- Beyond the Walls: Improving Conditions of Confinement for Youth in Custody* (Report), **NCJ 164727**
- Capacity Building for Juvenile Substance Abuse Treatment* (Bulletin), **NCJ 167251**
- Coaches Playbook Against Drugs* (Portable Guide), **NCJ 173393**
- Combating Fear and Restoring Safety in Schools* (Bulletin), **NCJ 167888**
- Combating Underage Drinking* (Fact Sheet), **FS-9875**
- Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Brochure), **BC 596**
- Conflict Resolution and the Arts* (Fact Sheet), **FS-9880**
- Counting What Counts: The Census of Juveniles in Residential Placement* (Fact Sheet), **FS-9874**
- Delinquency Cases in Juvenile Courts, 1995* (Fact Sheet), **FS-9879**
- Developmental Pathways in Boys' Disruptive and Delinquent Behavior* (Bulletin), **NCJ 165692**
- Disproportionate Minority Confinement: 1997 Update* (Bulletin), **NCJ 170606**
- Drug Identification and Testing in the Juvenile Justice System* (Report), **NCJ 167889**
- Drug Offense Cases in Juvenile Court, 1986-1995* (Fact Sheet), **FS-9881**
- Exciting Internships: Work Today for a Better Tomorrow* (Bulletin), **NCJ 171696**
- Expert Panel Issues Report on Serious and Violent Juvenile Offenders* (Fact Sheet), **FS-9768**
- Guide to the Family Educational Rights and Privacy Act* (Fact Sheet), **FS-9878**
- Guidelines for the Screening of Persons Working With Children, the Elderly, and Individuals With Disabilities in Need of Support* (Summary), **NCJ 167248**
- Juvenile Accountability Incentive Block Grants Program* (Fact Sheet), **FS-9876**
- Juvenile Arrests 1996* (Bulletin), **NCJ 167578**
- Juvenile Arrests for Driving Under the Influence, 1995* (Fact Sheet), **FS-9767**
- Juvenile Court Statistics 1995* (Report), **NCJ 170607**
- Juvenile Justice Journal*, Volume IV, Number 2 (Journal), **NCJ 166823**
- Juvenile Justice Journal*, Volume V, Number I (Journal), **NCJ 170025**
- Juvenile Justice Reform Initiatives* (Program Report), **NCJ 165697**
- Juvenile Justice System for the 21st Century* (Bulletin), **NCJ 169276**
- Mental Health Disorders and Substance Abuse Problems Among Juveniles* (Fact Sheet), **FS-9882**
- Offenders in Juvenile Court, 1995* (Bulletin), **NCJ 167885**
- OJJDP Annual Report* (Report), **NCJ 177606**
- Performance Measures: What Works?* (Fact Sheet), **FS-9771**
- Person Offenses in Juvenile Court, 1986-1995* (Fact Sheet), **FS-9877**

Planning A Successful Crime Prevention Project (Bulletin), NCJ 170024

1997 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs (Report), NCJ 170605

Responsible Fatherhood (Fact Sheet), FS-9773

SafeFutures (Brochure), BC 596

Serious and Violent Juvenile Offenders (Bulletin), NCJ 170027

States at a Glance: Juveniles in Public Facilities, 1995 (Fact Sheet), FS-9769

The National Youth Network (Fact Sheet), YFS-9801

Update on the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (Fact Sheet), FS-9883

Welfare-to-Work Grants and Juvenile Justice Agencies (Fact Sheet), FS-9770

What About Girls? (Fact Sheet), FS-9884

When Your Child Is Missing: A Family Survival Guide (Report), NCJ 170022

Youth Gangs (Fact Sheet), FS-9772

Youth Gangs: An Overview (Bulletin), NCJ 167249

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Publications From OJJDP

OJJDP produces a variety of publications—Fact Sheets, Bulletins, Summaries, Reports, and the *Juvenile Justice* journal—along with videotapes, including broadcasts from the juvenile justice telecommunications initiative. Through OJJDP's Juvenile Justice Clearinghouse (JJC), these publications and other resources are as close as your phone, fax, computer, or mailbox.

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The following list highlights popular and recently published OJJDP documents and videotapes, grouped by topical areas.

The OJJDP Publications List (BC000115) offers a complete list of OJJDP publications and is also available online.

In addition, the OJJDP Fact Sheet Flier (LT000333) offers a complete list of OJJDP Fact Sheets and is available online.

OJJDP also sponsors a teleconference initiative, and a flier (LT116) offers a complete list of videos available from these broadcasts.

Corrections and Detention

Beyond the Walls: Improving Conditions of Confinement for Youth in Custody. 1998, NCJ 164727 (116 pp.).

Disproportionate Minority Confinement: 1997 Update. 1998, NCJ 170606 (12 pp.).

Disproportionate Minority Confinement: Lessons Learned From Five States. 1998, NCJ 173420 (12 pp.).

Juvenile Arrests 1997. 1999, NCJ 173938 (12 pp.).

Reintegration, Supervised Release, and Intensive Aftercare. 1999, NCJ 175715 (24 pp.).

Courts

Innovative Approaches to Juvenile Indigent Defense. 1998, NCJ 171151 (8 pp.).

Juvenile Court Statistics 1996. 1999, NCJ 168963 (113 pp.).

Offenders in Juvenile Court, 1996. 1999, NCJ 175719 (12 pp.).

RESTTA National Directory of Restitution and Community Service Programs. 1998, NCJ 166365 (500 pp.), \$33.50.

Trying Juveniles as Adults in Criminal Court: An Analysis of State Transfer Provisions. 1998, NCJ 172836 (112 pp.).

Youth Courts: A National Movement Teleconference (Video). 1998, NCJ 171149 (120 min.), \$17.

Delinquency Prevention

1998 Report to Congress: Juvenile Mentoring Program (JUMP). 1999, NCJ 173424 (65 pp.).

1998 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs. 1999, NCJ 176342 (58 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Report). 1996, NCJ 157106 (200 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Summary). 1996, NCJ 157105 (36 pp.).

Effective Family Strengthening Interventions. 1998, NCJ 171121 (16 pp.).

Juvenile Accountability Incentive Block Grants Strategic Planning Guide. 1999, NCJ 172846 (62 pp.).

Parents Anonymous: Strengthening America's Families. 1999, NCJ 171120 (12 pp.).

Prenatal and Early Childhood Nurse Home Visitation. 1998, NCJ 172875 (8 pp.).

Treatment Foster Care. 1999, NCJ 173421 (12 pp.).

Gangs

1996 National Youth Gang Survey. 1999, NCJ 173964 (96 pp.).

Gang Members on the Move. 1998, NCJ 171153 (12 pp.).

Youth Gangs: An Overview. 1998, NCJ 167249 (20 pp.).

The Youth Gangs, Drugs, and Violence Connection. 1999, NCJ 171152 (12 pp.).

Youth Gangs in America Teleconference (Video). 1997, NCJ 164937 (120 min.), \$17.

General Juvenile Justice

Comprehensive Juvenile Justice in State Legislatures Teleconference (Video). 1998, NCJ 169593 (120 min.), \$17.

Guidelines for the Screening of Persons Working With Children, the Elderly, and Individuals With Disabilities in Need of Support. 1998, NCJ 167248 (52 pp.).

Juvenile Justice, Volume V, Number 1. 1998, NCJ 170025 (32 pp.).

A Juvenile Justice System for the 21st Century. 1998, NCJ 169726 (8 pp.).

Juvenile Offenders and Victims: 1999 National Report. 1999, NCJ 178257 (232 pp.).

OJJDP Research: Making a Difference for Juveniles. 1999, NCJ 177602 (52 pp.).

Promising Strategies To Reduce Gun Violence. 1999, NCJ 173950 (253 pp.).

Sharing Information: A Guide to the Family Educational Rights and Privacy Act and Participation in Juvenile Justice Programs. 1997, NCJ 163705 (52 pp.).

Missing and Exploited Children

Portable Guides to Investigating Child Abuse (13-title series).

Protecting Children Online Teleconference (Video). 1998, NCJ 170023 (120 min.), \$17.

When Your Child Is Missing: A Family Survival Guide. 1998, NCJ 170022 (96 pp.).

Substance Abuse

The Coach's Playbook Against Drugs. 1998, NCJ 173393 (20 pp.).

Drug Identification and Testing in the Juvenile Justice System. 1998, NCJ 167889 (92 pp.).

Preparing for the Drug Free Years. 1999, NCJ 173408 (12 pp.).

Violence and Victimization

Combating Fear and Restoring Safety in Schools. 1998, NCJ 167888 (16 pp.).

Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. 1995, NCJ 153681 (255 pp.).

Report to Congress on Juvenile Violence Research. 1999, NCJ 176976 (44 pp.).

Serious and Violent Juvenile Offenders. 1998, NCJ 170027 (8 pp.).

Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions Teleconference (Video). 1998, NCJ 171286 (120 min.), \$17.

State Legislative Responses to Violent Juvenile Crime: 1996–97 Update. 1998, NCJ 172835 (16 pp.).

White House Conference on School Safety: Causes and Prevention of Youth Violence Teleconference (Video). 1998, NCJ 173399 (240 min.), \$17.

Youth in Action

Community Cleanup. 1999, NCJ 171690 (6 pp.).

Cross-Age Teaching. 1999, NCJ 171688 (8 pp.).

Make a Friend—Be a Peer Mentor. 1999, NCJ 171691 (8 pp.).

Plan a Special Event. 1999, NCJ 171689 (8 pp.).

Planning a Successful Crime Prevention Project. 1998, NCJ 170024 (28 pp.).

Stand Up and Start a School Crime Watch. 1998, NCJ 171123 (8 pp.).

Two Generations—Partners in Prevention. 1999, NCJ 171687 (8 pp.).

Wipe Out Vandalism and Graffiti. 1998, NCJ 171122 (8 pp.).

Youth Preventing Drug Abuse. 1998, NCJ 171124 (8 pp.).

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