



# OJJDP

*Annual Report*  
2000

*Office of Juvenile Justice and Delinquency Prevention*

# Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of preventing and controlling juvenile delinquency and improving the juvenile justice system.

OJJDP sponsors a broad array of research, demonstration, and training initiatives to improve State and local juvenile programs and to benefit private 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 the pathways to delinquency and the best methods to prevent, intervene in, and treat it; 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 develop and support programs and replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as mentoring, gangs, chronic juvenile offending, and community-based sanctions.

**State and Tribal Assistance Division** provides funds for State, local, and tribal governments to help them achieve the system improvement goals of the JJDP Act, address underage drinking, conduct State challenge activities, implement prevention programs, and support initiatives to hold juvenile offenders accountable. This Division also provides training and technical assistance, including support to jurisdictions that are implementing OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.

**Information Dissemination and Planning Unit** produces and distributes information resources on juvenile justice research, statistics, and programs and coordinates the Office's program planning and competitive award activities. Information that meets the needs of juvenile justice professionals and policymakers is provided through print and online publications, videotapes, CD-ROMs, electronic listservs, and the Office's Web site. As part of the program planning and award process, IDPU identifies program priorities, publishes solicitations and application kits, and facilitates peer reviews for discretionary funding awards.

**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.

**Child Protection Division** administers programs related to crimes against children and children's exposure to violence. The Division provides leadership and funding to promote effective policies and procedures to address the problems of missing and exploited children, abused or neglected children, and children exposed to domestic or community violence. CPD program activities include supporting research; providing information, training, and technical assistance on programs to prevent and respond to child victims, witnesses, and their families; developing and demonstrating effective child protection initiatives; and supporting the National Center for Missing and Exploited Children.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent and respond to juvenile offending and child victimization. OJJDP accomplishes its mission by supporting States, local communities, and tribal jurisdictions in their efforts to develop and implement effective, multidisciplinary prevention and intervention programs and improve the capacity of the juvenile justice system to protect public safety, hold offenders accountable, and provide treatment and rehabilitative services tailored to the needs of individual juveniles and their families.

# *OJJDP Annual Report 2000*

**Office of Juvenile Justice and Delinquency Prevention**

June 2001

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*This Report covers activities undertaken by the Office of Juvenile Justice and Delinquency Prevention during Fiscal Year 2000.*

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**Office of Justice Programs**  
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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*

With greater recognition of what works and greater attention to incorporating that knowledge into the planning and implementation of juvenile justice programs in recent years, America's communities have made considerable progress in reducing juvenile crime and violence. The U.S. arrest rate for violent juvenile crime, for example, plummeted 36 percent from its peak in 1994 to 1999, the most recent year for which such data are available. Indeed, while the juvenile population increased by 8 percent from 1993 to 1999, the number of juvenile arrests declined in every category of violent crime—with the juvenile arrest rate for murder down 68 percent in the same period.

Despite the steady progress of the past several years, however, serious challenges remain that require the ongoing attention of the juvenile justice system. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is committed to fulfilling its statutory mandate to lead the Nation's efforts to combat delinquency, strengthen the juvenile justice system, enhance public safety, and prevent youth victimization. *OJJDP Annual Report 2000* describes OJJDP's data collection, research, evaluation, demonstration, training and technical assistance, and information dissemination initiatives in fiscal year 2000 to advance those worthy ends.

By working together on behalf of America's children and their families, we can ensure that the progress of the recent past shall be but a prologue to a brighter future in this new millennium.

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## How To Access Information From OJJDP's Juvenile Justice Clearinghouse

All OJJDP publications mentioned in this Report are available from the Juvenile Justice Clearinghouse (JJC) via telephone, fax, or the Internet. JJC also welcomes questions via telephone, fax, or e-mail.

**Telephone:** 800-638-8736

**Fax:** 410-792-4358 (to order publications), 301-519-5600  
(to ask questions), 800-638-8736 (fax-on-demand,  
Fact Sheets and Bulletins only)

**E-mail:** askncjrs@ncjrs.org (to ask questions)

**Internet:** [www.ojjdp.ncjrs.org](http://www.ojjdp.ncjrs.org) (to view or download materials)  
[www.puborder.ncjrs.org](http://www.puborder.ncjrs.org) (to order publications online)

## *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 problems of abused, neglected, missing, and exploited children and for coordinating Federal agency efforts in these areas.

Although the nature and extent of delinquency and abuse have changed considerably since OJJDP was created, the Office continues to provide national leadership and to support an array of activities that help States, tribal jurisdictions, communities, and local governments meet the many juvenile justice challenges facing them. These challenges include dealing with the small percentage of juveniles who are serious, violent, and chronic offenders; holding offenders accountable for their unlawful actions; combating alcohol and drug abuse; addressing gang and juvenile gun violence; addressing the growing number of girls entering the juvenile justice system; recognizing and meeting the mental health needs of juvenile offenders; and helping children victimized by crime and child abuse.

The Office supports important research and evaluation efforts, statistical studies, and demonstration programs; provides technical assistance and training; produces and distributes publications and other products containing reliable and relevant information about juvenile justice topics; manages programs that address situations involving missing and exploited children; and administers formula, block, and discretionary grant programs.

During fiscal year (FY) 2000, OJJDP supported a variety of activities to help communities develop and implement multidisciplinary prevention and intervention programs and improve the capacity of their juvenile justice systems to protect the public, hold offenders accountable, and provide treatment and rehabilitative services to juveniles and their families. OJJDP also continued to provide up-to-date information to policymakers and the public about the extent and nature of juvenile crime and about what works to prevent it.

This Report describes OJJDP's major activities and accomplishments in these areas during FY 2000. Together, they reflect the Office's continuing commitment to programs that have the greatest potential for reducing juvenile delinquency and the victimization of children and for improving the juvenile justice system.

## Chapter 1

# *An Overview of Major Accomplishments*

After peaking in 1994, juvenile violent crime arrests, which had increased substantially since the late 1980s, declined dramatically. According to the OJJDP Bulletin *Juvenile Arrests 1999*, the juvenile arrest rate for violent crime in 1999 (the most recent year for which juvenile arrest statistics are available) was 36 percent below its peak in 1994. From 1993 to 1999, the juvenile arrest rate for murder decreased a remarkable 68 percent—to the lowest level since the 1970s. The number of juvenile arrests has declined in every violent crime category, despite an 8-percent growth in the juvenile population from 1993 to 1999.

These statistics are encouraging. Nevertheless, the Nation must not become complacent about the continuing need to combat delinquency and violent juvenile crime. Although the violent juvenile “super-predator” many feared at the beginning of the 1990s never emerged, the country’s juvenile justice system now faces a host of new challenges—drug dependency, underage drinking, child maltreatment, online sexual exploitation of children, youth gangs, increasing numbers of female juvenile offenders, delinquency on tribal lands, and mental health problems—to name just a few.

As the Federal agency responsible for leading the Nation in addressing juvenile delinquency, crime, and victimization, OJJDP recognizes the need to find solutions to new challenges as they arise. In FY 2000, the Office designed new programs and continued to fund promising programs that address both existing and emerging challenges. OJJDP had many accomplishments during FY 2000, as evidenced by the programs described later in this Report. This chapter gives an overview of OJJDP’s philosophy, approach, and priorities in undertaking these activities.

## *A Cycle of Activities*

OJJDP carries out its leadership role through a cycle of activities that include data collection, research, evaluation, demonstration, training and technical assistance, and dissemination. For example, OJJDP collects and disseminates critical statistics about juvenile arrests, offenders, and victimization. These statistics help both the Office and the juvenile justice field better understand issues affecting juveniles and also help OJJDP determine the types of research that need to be conducted. Some of the research projects that the Office funds are short term; others are longitudinal studies that follow samples of youth over many years. This research provides OJJDP and the Nation with an enormous base of relevant and reliable data. Findings from these research studies often lead to the development of demonstration programs, many of which involve community-based, comprehensive juvenile justice strategies. To ensure that these strategies are working, OJJDP funds evaluations that are conducted with scientific rigor—the Office is currently supporting more than 30 program evaluations. Once OJJDP is confident that a strategy or program works, it sponsors training and technical assistance to help communities across the country replicate the approach. Training and technical assistance are available to policymakers and practitioners on a broad range of juvenile justice topics. OJJDP also provides seed money to States and local governments through formula and block grants to help them implement effective and promising programs to make systemwide improvements in their juvenile justice systems. Finally, through an intense information dissemination strategy that includes printed and electronic products as well as a Web site, OJJDP keeps the field informed about statistics, research findings, and lessons learned.

## *Building on Lessons Learned*

During FY 2000, OJJDP continued to build on lessons learned from past activities. For example, after findings from the Study Group on Serious and Violent Juvenile Offenders indicated that most chronic juvenile offenders begin their criminal careers when they are very young, the Office established a Study Group on Very Young Offenders to gain further knowledge about these youth (see page 13). OJJDP also added another component to its ongoing Program of Research on the Causes and Correlates of Delinquency, a group of three longitudinal studies that are providing the Nation with a rich base of empirical knowledge. One of these studies has followed 1,000 youth from Rochester, NY, and their parents since the youth were in the seventh grade. Many of these youth are now parents, and OJJDP has begun gathering data on their children. This new intergenerational component, which is discussed in detail on page 66, will allow researchers to examine and track behavior over three generations.

Lessons learned through OJJDP's programs and evaluations also influence its program planning. For example, in FY 2000, OJJDP launched a major new antigang initiative, Gang-Free Schools and Communities, discussed on pages 53 and 54. All communities participating in this initiative will begin their projects with a thorough assessment of the nature and scope of the local youth gang problem. This "assessment prior to implementation" approach was a key lesson from OJJDP's earlier Comprehensive Gang Initiative, which was launched in 1994 and closely evaluated through 2000.

## *Collaboration*

For the past several years, OJJDP has stressed the need for State and local agencies, communities, and components of the juvenile justice system to work together to address juvenile crime and victimization. Leading by example, the Office made collaboration the cornerstone of many of the programs it supported in FY 2000. At the heart of these programs is the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, which is helping States

and local communities address juvenile delinquency in a strategic and practical manner (see page 42). Collaboration guides a number of other programs discussed in this Report, including programs to address drug use, juvenile gun violence, gang violence, truancy, and Internet crimes against children. The Office also is collaborating with other Federal agencies on several critical programs, such as the Safe Schools/Healthy Students Initiative, a joint effort of the U.S. Departments of Education, Health and Human Services, and Justice to reduce school violence (see page 11). To help make limited Federal resources go further, OJJDP also has "piggy-backed" onto existing programs of other agencies to enhance project goals and products—for example, the Office provided funds to the National Institute of Mental Health to add a juvenile justice component to a study of children with attention deficit/hyperactivity disorder (see page 66).

## *Dissemination*

Providing information to the field is vital. OJJDP works vigorously to get a full spectrum of information (about research, statistics, promising practices, and emerging concerns and issues) into the hands of those who can use it. Dissemination remained a priority at OJJDP in FY 2000. The Office's accomplishments in this area included sponsoring a third national juvenile justice conference and developing two new Web sites. OJJDP also produced more than 80 new publications in FY 2000 and established electronic and printed products designed to make information more accessible to the field. For example, a new series of Bulletins extracts pertinent statistics from *Juvenile Offenders and Victims: 1999 National Report* (recognized nationally as an important resource on juvenile delinquency and victimization) and highlights their topical relevance. OJJDP also initiated an online ordering service to make it easier for clients to order documents. These and other dissemination activities are highlighted in chapter 12.

## *Priority Program Areas*

OJJDP administered numerous new program activities during FY 2000, paying special attention to

emerging challenges facing the juvenile justice system today. In some cases, the Office built on existing programs with demonstrated effectiveness; in other cases, new, innovative approaches were designed. Priority areas in FY 2000 included the following:

- ◆ **Gang programs.** Research has shown that gang involvement leads to serious delinquency and that gangs have proliferated over the past two decades. In response, OJJDP is supporting a range of initiatives to help prevent and suppress juvenile gang violence, including research and evaluation, training and technical assistance, and information dissemination. These initiatives are discussed in chapter 7.
- ◆ **Girls' programs.** OJJDP took steps to close the "gender gap" in programming by developing two new programs and continuing support of several others that specifically meet the needs of at-risk and delinquent girls. These gender-specific activities are discussed in chapter 8.
- ◆ **Mental health programs.** OJJDP recognizes the need to help the juvenile justice field respond to the mental health problems that face so many system-involved youth today and has collaborated for several years with other Federal agencies on programs to address this issue. In FY 2000, the Office added a new initiative to develop and test a model program to meet the mental health needs of youth who come in contact with the juvenile justice system. The Office also developed a new mental health initiative for tribal youth. OJJDP's mental health initiatives are discussed in chapter 10.
- ◆ **Safe Start Initiative.** Research suggests that children who are exposed to violence are more prone to commit delinquent and violent acts later in life. OJJDP is helping nine communities reduce the impact of family and community violence on young children by creating a comprehensive system of services. This activity is described in greater detail on pages 49 and 50.
- ◆ **Tribal Youth Program.** OJJDP is helping American Indian and Alaska Native communities

across the country strengthen their juvenile justice systems and develop programs to meet the needs of at-risk tribal youth and their families. These initiatives are highlighted in chapter 9.

## *Program Solicitations and Peer Reviews*

Many of the programs that OJJDP supported in FY 2000 were funded through a competitive application process. It was, in fact, a busy year, as OJJDP issued solicitations for 22 discretionary-funded programs and received 1,133 applications in response. Several of the program announcements resulted in hundreds of applications: for example, the Drug-Free Communities Support Program received more than 200 applications and the Juvenile Mentoring Program (JUMP) more than 500. To ensure that only the highest quality programs are funded, OJJDP conducts an intense peer review of all eligible applications for competitive discretionary funding. Peer reviewers include practitioners, researchers, and academicians from the public and private sectors. During FY 2000, the Office convened 73 peer review panels to evaluate applications for funding for 22 programs. A total of 214 reviewers served on the panels. (Typically, a panel consists of 3 reviewers and considers 10 applications.)

## *Conclusion*

The philosophy OJJDP used to guide its programming in FY 2000 focused on solidifying the gains achieved in reducing the rate of juvenile arrests and emphasized the importance of continuing the beneficial programs and effective intervention efforts currently under way. By supporting a cycle of activities—research and statistics; program development, testing, and demonstration; replication; training and technical assistance; and information dissemination—the Office was able to help put practitioners and policymakers in a better position to make informed choices about programs and approaches to best serve their States and communities.

## *Chapter 2*

# *Preventing and Intervening in Delinquency*

OJJDP has long recognized the importance of developing programs that prevent delinquency or that intervene immediately and effectively when delinquent or status offense behavior first occurs. Effective prevention and early intervention programs will reduce the flow of juveniles 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 protects the public, long-term solutions lie primarily in taking aggressive steps to stop delinquency before it starts or becomes a pattern of behavior. Several OJJDP programs are providing research findings that will help the juvenile justice system develop such interventions. One of these is the OJJDP Causes and Correlates longitudinal study, which has been following a sample of inner-city youth since 1986; others include two study groups that examined serious and violent offenders and very young offenders.

OJJDP also supports prevention programs that help keep children safe at school and away from drugs, initiatives that provide one-on-one mentoring, and early intervention programs (including a program that addresses school truancy). Programs that provide youth with positive opportunities are also important, and OJJDP's National Youth Network is one example of such programs.

Coordinating programs is essential. OJJDP works closely with other Federal agencies on programs to meet the needs of girls and parents. OJJDP also is coordinating agencies' efforts to identify critical next steps in combating juvenile violence and delinquency.

These and the other activities highlighted in this chapter provide valuable information for the juvenile justice system. This information helps the system prevent delinquency before it starts or intervene before it becomes a serious problem.

## *Causes and Correlates of Delinquency*

Since 1986, OJJDP has sponsored three major longitudinal studies—collectively known as the Program of Research on the Causes and Correlates of Delinquency—that are examining how juveniles develop within the context of family, school, peers, and community. Researchers are studying samples of inner-city youth in Denver, CO; Pittsburgh, PA; and Rochester, NY. On average, 90 percent of the juveniles in the original sample populations have remained in the studies. Findings from this research project are providing valuable information about what causes a juvenile to commit delinquent acts. Many of the findings reinforce earlier beliefs and knowledge about the roots of delinquency and violence—for example, that childhood maltreatment is associated with later behavioral problems and that less serious problem behaviors precede more serious delinquency.

Some of the newest findings from the research indicate that multiple family transitions (such as those caused by separation or divorce) are a risk factor for delinquency. Researchers found a consistent relationship between the number of transitions and the level of delinquency and drug use among youth in the three sample cities. Researchers also found that a male youth's early involvement in drug use and delinquency is highly correlated with becoming a teen father. Even when researchers controlled for other variables, they found that a number of problem behaviors—early sexual activity (before age 16), gang membership, chronic involvement in violent behavior, and chronic drug use—substantially increased a boy's likelihood of becoming a teen father. Researchers also found that becoming a father does not cause a young male to become more responsible and law abiding. Although some hypothesize

that fatherhood might encourage young males to become more mature and assume the tasks of helping to establish and support a family, researchers found that fathering a child was associated with an even greater increase in delinquent behavior. Teenage fathers were more likely to have court petitions alleging delinquency, to drink alcohol frequently, to deal in drugs, or to drop out of school. These findings from the Causes and Correlates research are described in greater detail in three OJJDP Bulletins: *Co-occurrence of Delinquency and Other Problem Behaviors*, *Family Disruption and Delinquency*, and *Teenage Fatherhood and Delinquent Behavior*. The Bulletins are available from the Juvenile Justice Clearinghouse. Topics for upcoming OJJDP reports from these studies include characteristics and predictions of offending at a very young age, consequences of delinquency, and long-term effects of involvement in the juvenile justice system. For more information on the Causes and Correlates program and a complete listing of all publications resulting from this research, visit the OJJDP Web site's Causes and Correlates dedicated site ([www.ojjdp.ncjrs.org/ccd/index.html](http://www.ojjdp.ncjrs.org/ccd/index.html)).

## *Coordinating Council on Juvenile Justice and Delinquency Prevention*

The Coordinating Council on Juvenile Justice and Delinquency Prevention (Council) identifies and develops policies, objectives, and priorities for Federal programs and activities pertaining to juvenile delinquency, juvenile victimization, and missing and exploited children. The Attorney General is chairperson and the OJJDP Administrator is vice chairperson of the Council, which is supported by OJJDP. The Council comprises *ex officio* members from nine Federal agencies and nine practitioner members appointed by the President, the President of the Senate, and the Speaker of the House.

During FY 2000, the Council focused on updating its 1996 juvenile justice action plan, developing resources to meet the needs of parents and at-risk

girls, and addressing the issue of juveniles and the death penalty. The Council also met to discuss youth employment.

The Council developed and published *Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Action Plan)* in 1996. The *Action Plan* encourages communities to develop partnerships with State and Federal agencies to address and reduce the impact of juvenile violence and delinquency. The Council's member agencies began updating the *Action Plan* in FY 2000 by summarizing their major accomplishments since 1996 in juvenile justice-related programs, research, and training and technical assistance. The Council also plans to produce and collaboratively publish, through OJJDP, a series of eight stand-alone Bulletins—one for each of the *Action Plan's* original objectives—to encourage replication of successful delinquency prevention programs at the State and local levels.

After reviewing Federal agencies' existing programs to help parents, the Council developed additional informational resources for parents. Although impressed with the depth and breadth of available information, especially in the area of model programs for family strengthening and support, the Council concluded that the Federal Government could do a better job of organizing information and providing support for parents. As a result, in FY 2000, the Council developed a national parenting Web site ([www.parentingresources.ncjrs.org](http://www.parentingresources.ncjrs.org)), which was launched in June and has already received more than 134,000 hits. The Web site is discussed in greater detail on page 75.

The Council also began focusing on the Federal Government's efforts to meet the needs of girls who are at risk of becoming involved in the juvenile justice system or who are already involved in the system. The Council created a Federal Interagency Working Group on Gender Issues, which is cataloging, coordinating, and expanding gender-specific programming across Federal agencies. This working group met twice in FY 2000 and will continue to meet in FY 2001.

In FY 2000, the Council supported the development and publication of a Bulletin discussing the use of the death penalty for juvenile offenders. *Juveniles and the Death Penalty* examines the history of capital punishment and U.S. Supreme Court decisions related to its use with juveniles. It also includes profiles of individuals sentenced to death for crimes they committed as juveniles and explores the international movement toward abolishing the sanction.

An OJJDP Fact Sheet on the Council's activities and responsibilities, *Coordinating Council Promotes Federal Collaboration*, is available from the Juvenile Justice Clearinghouse. The Bulletin *Juveniles and the Death Penalty* also is available from the Clearinghouse.

## ***Drug-Free Communities Support Program***

In its third year of funding, the Drug-Free Communities Support Program (DFCSP) provides grants to 307 community coalitions in all 50 States, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands to strengthen their efforts to prevent and reduce young people's illegal use of drugs, alcohol, and tobacco. In FY 2000, OJJDP awarded nearly \$9 million in new grants to 94 sites, including Boston, MA; Chicago, IL; Detroit, MI; and Washington, DC. The White House Office of National Drug Control Policy (ONDCP), which oversees the program, and OJJDP, which awards and administers the grants, selected the new sites from 228 applications through a competitive review process. In the program's first year (FY 1998), ONDCP and OJJDP awarded grants to 93 sites. An additional 124 sites received grants in FY 1999.

The coalitions, which must have worked together on substance abuse reduction initiatives for a minimum of 6 months prior to receiving a grant, are made up of youth; parents; business and media representatives; school officials; youth service organizations; law enforcement; civic, volunteer, and fraternal groups; healthcare professionals; religious organizations; State, local, or tribal governmental

agencies with expertise in the field of substance abuse; and other organizations involved in reducing substance abuse. Effective project activities funded under this program have included teen courts, alcohol and drug abstinence pledge programs, charter schools, counseling services, peer mentoring programs, prevention and outreach activities, skills-building programs, celebrity dinners, cultural awareness initiatives, art clubs, town hall meetings, and service projects.

Awards of up to \$100,000 are made to coalitions for use over a 1-year period. The coalitions, which have developed long-range plans to reduce substance abuse, are required to match grant awards with funding from non-Federal sources. Although the awards are for 1 year, grantees may apply for continuation awards based on performance and availability of funds. The program enables the coalitions to enhance their collaborative and coordination efforts. The coalitions also encourage citizen participation in substance abuse reduction efforts and disseminate information about effective programs.

The six regional Centers for Application of Prevention Technologies, through funding from OJJDP and the U.S. Department of Health and Human Services' Center for Substance Abuse Prevention, also provide technical assistance to grantees. In addition, the Community Anti-Drug Coalitions of America of Alexandria, VA, provides critical support to these grassroots organizations.

In 1999, Caliber Associates of Fairfax, VA, received an award to conduct process and outcome evaluations of the community-based coalition projects. The evaluation is reviewing the implementation of programs at more than 100 sites, with a more in-depth look at 12 sites to measure the impact and outcome of program activities.

Some early findings from the evaluation indicate that DFCSP coalitions serve urban, suburban, rural, and tribal areas. Coalitions are concentrated in urban and suburban areas (40 percent) and areas that encompass urban, suburban, and rural communities (34 percent). A large proportion (42 percent)

of coalitions target the entire community, approximately one-fourth target youth, and almost one-third target a specific age group (elementary, middle, or high school). The strategies and activities that coalitions plan to use reflect the range of services and activities frequently employed in substance abuse prevention and treatment. Forty-six percent will engage in data-driven planning and decisionmaking with other agencies, 37 percent will continue to mobilize and form partnerships, 55 percent will provide training and educational services, and 56 percent plan to improve their information-sharing techniques. Evaluators continue to track the implementation of these programs. Final evaluation results are expected in 2003.

## *Juvenile Mentoring Program*

The Juvenile Mentoring Program (JUMP) supports one-to-one mentoring programs for youth at risk of failing or dropping out of school or becoming involved in delinquent activities, including drug use and gang crime. OJJDP recently awarded more than \$5.6 million in FY 2000 grants for programs in 20 States and Puerto Rico. The 26 new sites were competitively selected from a pool of 534 applicants. Awards ranged from \$190,000 to \$210,000.

Each site participating in JUMP is required to coordinate its activities with local schools. Some of the newly funded programs emphasize tutoring and academics; others focus on vocational counseling and job skills. Many of the programs recruit law enforcement officers as mentors. In other programs, volunteer mentors include college students, senior citizens, military personnel, business leaders, clergy, doctors, lawyers, teachers, tribal leaders, and government employees. The programs target youth from first grade through high school. Ten of the new programs focus on minority youth, two focus on girls, and five specifically target youth who are involved in the juvenile justice system. The newly funded programs represent a balanced cross-section of America's rural, urban, suburban, and tribal communities.

To help strengthen the quality of JUMP, OJJDP funds the National Mentoring Center at Northwest Regional Educational Laboratory of Portland, OR. The Center is a collaborative effort with Big Brothers Big Sisters of America (BBBS) and Public/Private Ventures, both of Philadelphia, PA. The Center provides training and technical assistance to JUMP and other mentoring programs, produces publications and newsletters, and offers an online lending library of mentoring resources. Information about the Center is available through its Web site ([www.nwrel.org/mentoring](http://www.nwrel.org/mentoring)). OJJDP also has provided \$4.4 million to BBBS to strengthen its local affiliates by implementing a comprehensive and multifaceted effort to double the number of mentors for at-risk youth.

OJJDP is funding an ongoing evaluation of JUMP. Conducted by Information Technology International (ITI) of Potomac, MD, the evaluation will continue through 2001. Evaluators began collecting data from the initial 41 JUMP projects in 1997 and provided a report to Congress based on this preliminary data in 1998. Researchers continue to collect data for both process and outcome evaluations and have prepared a draft interim report of their findings. The researchers also plan to conduct several new activities, including helping local projects conduct their own evaluations to make the projects more sustainable after Federal funding ends and examining the long-term impact of mentoring on youth served by JUMP.

## *National Youth Network*

The National Youth Network (NYN), established in 1997, consists of young people (ages 14 to 24) representing key national and local nonprofit, community-based, school, and juvenile justice organizations. NYN is a cooperative partnership among OJJDP, the National Crime Prevention Council (NCPC), and 18 youth-serving organizations. NYN brings together youth and adults from these organizations to promote youth leadership development and increase opportunity for youth around the country to participate in public policy

discussions and programmatic decisions on issues that affect them. Network members and adults participate in annual meetings to develop a work plan that is implemented by youth-led task forces. With the support and resources of OJJDP staff, NYN members assist communities and organizations in training young people to produce youth forums and town hall meetings.

During FY 2000, Network members made presentations to a variety of youth audiences, Members of Congress, members of national organizations, and attendees at State and local conferences. Their presentations addressed a number of issues facing youth, including gun violence, underage drinking, and violence prevention.

OJJDP and NYN, in collaboration with NCPC, also produced and distributed several Youth in Action (YIA) Bulletins and Fact Sheets in FY 2000. These publications, written by and for youth, provide information about activities that young people have planned and implemented to prevent crime and make their communities safer and healthier. Publications produced in FY 2000 discuss how youth can work with the media, assess the performance of their youth programs, develop mediation programs to promote peaceful resolution of conflicts, create crime-fighting publications, and raise awareness and educate the public about youth violence prevention efforts. (For a list of YIA Bulletins and Fact Sheets, see "Youth in Action Publications," page 81.)

## *Safe Schools/Healthy Students Initiative*

The Safe Schools/Healthy Students (SS/HS) Initiative is an unprecedented collaborative effort by the U.S. Departments of Education (ED), Health and Human Services (HHS), and Justice that began in 1999. Grants totaling \$242 million have been distributed to 77 communities across the country to help make their schools safe and drug free and to promote healthy child development. Awards range from (up to) \$3 million per year for urban school districts, \$2 million for suburban school districts,

and \$1 million for rural school districts and tribal schools. The initiative helps students develop the skills they need to promote positive mental health, engage in prosocial behavior, and avoid violent behavior and drug use. Another goal of the initiative is to help grantees create an infrastructure that will institutionalize and sustain the services developed to ensure that schools provide students a safe, disciplined, and drug-free environment. Each grantee is implementing an SS/HS comprehensive, integrated plan that addresses the following six elements: school safety; prevention and early intervention efforts to respond to violence, alcohol use, and drug use; school and community mental health preventive and treatment intervention services; early childhood and psychosocial and emotional development services; educational reform; and safe school policies. This initiative is helping communities link and integrate existing and new services and activities into a comprehensive approach to violence prevention and healthy development that reflects an overall vision for the community.

OJJDP, through a cooperative agreement with the Research Triangle Institute of Research Triangle, NC, is collaborating with ED and HHS to conduct a national evaluation of this program. The National Mental Health Association of Alexandria, VA, through a cooperative agreement funded by OJJDP, ED, and HHS, has established the Safe Schools/Healthy Students Action Center to provide training and technical assistance to SS/HS sites. Information about the Center is available on its Web site ([www.sshsac.org](http://www.sshsac.org)).

## *Study of Marketing of Violent Entertainment to Children*

In 1999, the Federal Trade Commission (FTC), with financial support from OJJDP, began a study to determine the extent to which entertainment products that are age-restricted because of their violent content—including movies, video and computer games, and music recordings—are marketed and made available to youth. The study report, which was published on September 11, 2000, concluded

that even though entertainment industry representatives acknowledge that such products warrant parental caution, the industry promotes the products in venues where children make up a substantial percentage of the audience and designs its advertisements to attract children and teenagers. The report recommended that the industry establish or expand codes that prohibit targeting marketing efforts on children and impose sanctions for violations. The report also recommended that the industry improve self-regulatory system compliance at the retail level and work to increase parental awareness of product ratings and cautionary labels.

OJJDP is working with the FTC to develop materials to help parents better control their children's access to media products inappropriate for their age. The materials will explain the various rating systems; explain how materials are marketed to children, especially in locations not monitored by parents; and suggest actions parents can take to reassert their control over the types of media products to which their children are exposed.

## *Truancy Reduction Activities*

The goal of the Truancy Reduction Demonstration Program is to encourage communities to develop comprehensive approaches that involve schools, parents, the justice system, law enforcement, and social service agencies in identifying and tracking truant youth. The truancy program is a collaborative effort of OJJDP, the Department of Education's Safe and Drug-Free Schools Program, and the Department of Justice's Weed and Seed program, which supports communitywide efforts to "weed out" violent crime, gang activity, drug trafficking, and drug use and "seed in" social programs.

In 1998, OJJDP solicited applications from communities that were engaged in integrated, communitywide plans to reduce truancy. Applicants were required to outline a comprehensive program that included four major components: a continuum of services to support truant youth and their families; system reform and accountability; data collection (from schools, agencies, and courts) and evaluation;

and a community education and awareness program that addresses the need to prevent truancy and intervene with truant youth.

Communities in several sites—Contra Costa County, CA; Honolulu, HI; Houston, TX; Jacksonville, FL; King County, WA; Suffolk County, NY; and Tacoma, WA—are implementing programs that link truant youth with community-based services and programs. The sites are diverse in their geographic location, ethnic and socioeconomic makeup, and community-based leadership; therefore, the contexts in which their projects exist differ. All the sites have a large number of minority students and families and a significant number of students and families living in poverty. Examples of site accomplishments in 2000 include a successful Faith-Based Truancy Prevention Conference in Jacksonville and a poster contest in Suffolk County. The project in King County designed and implemented a popular truancy reduction media campaign using advertisements on the sides of public transportation buses.

OJJDP also is funding an evaluation of the truancy demonstration program. The evaluation, which is being conducted by the Colorado Foundation for Families and Children of Denver, CO, is documenting the implementation process and examining challenges faced by grantees, planned interventions, and student and family outcomes. One of the goals of the evaluation is to identify key components of projects that work to reduce truancy and other behaviors that are risk factors for delinquency. These findings will help to provide other communities with guidance as they develop their own truancy reduction efforts.

The first year of the truancy program evaluation (1999) has yielded a strong base of information that will help direct future program activities. Evaluators are providing the sites with support and training to implement their programs and to gather information needed for the evaluation. Support has been provided for sites in developing and maintaining collaborative groups that direct the projects. Several sites have been very successful in building collaborative relationships and accessing data. In

2000, sites received training on using culturally appropriate practices and ensuring family involvement in truancy reduction efforts.

### *Very Young Offenders Study Group*

OJJDP's Study Group on Serious and Violent Juvenile Offenders found that most chronic juvenile offenders begin their criminal careers prior to age 12 and some begin as early as age 10. Based on this finding, OJJDP assembled in FY 2000 a Study Group on Very Young Offenders. The distinguished panel of 39 researchers examined what is known about the prevalence and frequency of very young offending—typically defined as delinquency by children younger than 13—and focused on identifying whether young offending predicts future delinquent or criminal careers, how very young offenders are handled by various systems, and what the best methods are to prevent very young offending and persistent offending.

The Study Group on Very Young Offenders found that action can be taken to identify risk and protective factors relevant to preventing child delinquency and its escalation to chronic criminal behavior. Child delinquency risk factors, like risk factors for older juvenile offenders, exist within the individual child, the family, the peer group, the school, and the neighborhood. For very young offenders, the most important risk factors are likely to be individual (e.g., birth complications, hyperactivity, impulsivity) and familial (e.g., parental substance abuse or lack of child-rearing skills). The Study Group also found that protective factors such as prosocial behavior during the preschool years and good cognitive performance can buffer or offset the impact of risk factors. Ultimately, children with many risk factors and few protective factors are at highest risk of becoming serious, violent, and chronic offenders. The Study Group urged an emphasis on primary prevention and early intervention efforts, highlighting several well-evaluated primary prevention programs geared toward conflict resolution and violence prevention that focus on enhancing children's problem-solving and interaction skills. OJJDP will publish the Study Group's findings in 2001.

## Chapter 3

# Strengthening the Juvenile Justice System

In keeping with its role of providing national leadership in juvenile justice and delinquency prevention, OJJDP continually strives to help improve the juvenile justice system and the way it responds to juvenile delinquents, status offenders, and victimized children. During FY 2000, the Office supported a number of programs that are helping to strengthen juvenile justice systems across the country. The oldest of these programs, the Formula Grants program, has been providing block grants to States since 1975 to help them develop and implement comprehensive State juvenile justice plans based on detailed studies of needs. OJJDP also oversees several programs that recognize the importance of holding youth accountable for violating the law and providing youth with rehabilitation services.

Many States and communities find themselves struggling with detention and corrections issues, and OJJDP is funding several initiatives to help jurisdictions address these issues. One of these initiatives provides training on how to plan for the construction or renovation of, and programming for, facilities. Another is helping juvenile detention and correctional facilities implement operating standards and conduct self-evaluations to monitor implementation.

OJJDP also sponsors a number of training and technical assistance activities that address the needs of juvenile justice practitioners (such as law enforcement professionals, prosecutors, educators, and social service professionals) and communities. To make it easier for the field to access information about these activities, OJJDP has established a National Training and Technical Assistance Center.

The Office also developed a number of new programs to address juvenile justice system issues. One of these programs will identify and examine

the principal reasons behind the statistical trends in juvenile crime and violence.

OJJDP continues to develop and fund a variety of programs to help strengthen the juvenile justice system. The activities highlighted in this chapter illustrate the types of programs that are under way.

### *Balanced and Restorative Justice*

During FY 2000, OJJDP continued to support the Balanced and Restorative Justice (BARJ) project, which promotes increased use of restitution, community service, victim-offender mediation, and other innovative programs designed to hold juvenile offenders accountable and protect the community while, at the same time, developing the competency of juveniles. Through its grantee, Florida Atlantic University (FAU) in Fort Lauderdale, FL, OJJDP provides training, technical assistance, and information/resources to States and local jurisdictions interested in implementing BARJ programs.

In recent years, the BARJ project has reached justice system managers and practitioners in every State, resulting in innovative restorative justice activity across the Nation. The project has developed both basic and advanced BARJ training curriculums (in cooperation with the National Institute of Corrections) and produced several BARJ resource documents, including the *Guide for Implementing the Balanced and Restorative Justice Model*, *Balanced and Restorative Justice for Juveniles: A Framework for Juvenile Justice in the 21st Century*, and *Restorative Justice Inventory: An Organizational Assessment for Juvenile Justice Agencies*. The *Guide for Implementing the Balanced and Restorative Justice Model* is available from the Juvenile Justice Clearinghouse. The other publications are

available from FAU. In addition, project staff and consultants have written articles about BARJ for numerous professional periodicals.

During FY 2000, BARJ staff and consultants presented more than 25 training and technical assistance events. Notable among these were a number of roundtables for judges, juvenile justice administrators, and representatives of States interested in implementing BARJ. The roundtables are designed to train from 30 to 40 local juvenile justice leaders. BARJ staff also held forums on changing roles for juvenile probation, prosecutor involvement in restorative justice, and strength-based rehabilitation and competency development. In cooperation with OJJDP's Juvenile Accountability Incentive Block Grants program (see pages 18–20) and the National Institute of Corrections, BARJ staff and consultants also delivered two "train the trainers" courses and a course on basic BARJ principles. Since 1998, the project grantee has organized or made presentations at more than 100 events, which were attended by more than 10,000 practitioners.

## *Community Assessment Centers*

Many communities are searching for more effective and efficient methods to identify and intervene with juveniles at risk of becoming serious, violent, and chronic offenders. Research has demonstrated that delinquent youth often face multiple risk factors and that, as risk factors accumulate, higher levels of delinquency and other problem behaviors result. Consequently, youth with these problems are often involved with several different systems (e.g., juvenile justice, mental health, and/or alcohol and other drug treatment) that may not communicate adequately with one another. OJJDP's Community Assessment Center (CAC) program currently is helping two communities—Denver, CO, and Orlando, FL—test the efficacy of the CAC model in addressing these problems. (OJJDP originally funded four sites: Denver and Jefferson County, CO; and Fort Myers and Orlando, FL.)

The main purpose of a CAC is to facilitate earlier and more efficient delivery of prevention and intervention

services at the front end of the juvenile justice system. During FY 2000, Human Service Associates, Inc., of Orlando and the Denver Juvenile Court each worked to develop a fully operational CAC that includes the following four components:

- ◆ A centralized point of intake and assessment for juveniles who have come into contact with the juvenile justice system or are likely to come into contact with the system.
- ◆ Immediate and comprehensive needs assessments for youth at the front end of the juvenile justice system.
- ◆ A management information system to manage and monitor youth served.
- ◆ Integrated case management for youth, which includes making service recommendations, facilitating access to services, conducting followup, and periodically reassessing youth.

OJJDP also continued to fund an intensive process and outcome evaluation of the sites through the National Council on Crime and Delinquency (NCCD) of San Francisco, CA. NCCD has completed the process evaluation of the four community assessment centers originally funded by OJJDP and is continuing an outcome evaluation of the Denver and Orlando sites. The evaluators also will conduct a national survey of CACs to identify and describe different concepts being implemented.

An OJJDP Bulletin, *The Community Assessment Center Concept*, describes this program. The Bulletin is available from the Juvenile Justice Clearinghouse.

## *Formula Grants Program*

The Formula Grants program, which was established by the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, is the core program supporting State and local program planning and implementation. This program provides funds directly to States, U.S. territories, and the District of Columbia to help them implement comprehensive State juvenile justice plans based on detailed studies

## Achieving Compliance in Nevada

Nevada did not begin participating in the Juvenile Justice and Delinquency Prevention (JJDP) Act's Formula Grants program until 1987. In its early years of participation, the State had high violation rates for the deinstitutionalization of status offenders requirement. In 1988, the State reported 1,296 violations of the deinstitutionalization requirement, a rate of 434.9 per 100,000 juveniles in the population. However, the State demonstrated rapid progress toward achieving substantial compliance with the requirement in the time limit imposed by Section 223(c)(2) of the JJDP Act. The State's commitment to achieving compliance has continued. In its 1998 monitoring report, the State recorded only 25 violations of the deinstitutionalization requirement, a rate of 5.42 per 100,000 juveniles in the population—well below the *de minimis* standard established by OJJDP. Nevada has achieved this low rate through passage and enforcement of a State law that recognizes the value of both preventing status offenders from being detained or confined and maintaining community sanctioning programs that hold offenders accountable for their actions while providing services that help to prevent reoffending.

Through the efforts of the State Juvenile Justice Specialist in the Nevada Division of Child and Family Services, each adult jail and lockup and juvenile detention center in Nevada receives an annual onsite visit. Problems with maintaining compliance are addressed quickly, often by using Formula Grant funds. For example, Clark County uses Formula Grant funds to support a nonsecure emergency shelter for runaway youth and other status offenders. This shelter has enabled the urban area of Las Vegas to provide appropriate services for these youth in a nonsecure setting.

Many rural areas in the State receive Formula Grant funds to prevent status offenders from being placed in adult jail and lockup facilities and juvenile detention centers. Such offenders are often cited by police and returned to their homes; in cases where this is not possible, Formula Grant funds are used to provide temporary, nonsecure supervision until an alternative placement is available.

of needs in their jurisdictions. (The term "States" as used throughout the remainder of this discussion refers to the 50 States, the District of Columbia, and 5 U.S. territories: American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the Virgin Islands.)

During FY 2000, \$76,540,000 was available for direct awards to States. Allocations are based on the number of juveniles in a State and ranged (other than for territories) from \$638,000 (Washington, DC) to \$8.4 million (California). The Governor of each State designates the State agency that implements the Formula Grants program. Contact information for each State's administering agency for Formula Grants and other grants can be found at

[www.ojp.gov/state.htm](http://www.ojp.gov/state.htm). Although the awards go to this agency, the JJDP Act requires that two-thirds of all Formula Grant funds be passed through to programs of units of general local government, local private agencies, and Indian tribes that perform law enforcement functions.

To participate in the Formula Grants program, a State must address 25 State planning requirements set forth in the JJDP Act and must comply with 4 core protections for juveniles involved in the justice system:

- ◆ Deinstitutionalizing status offenders and nonoffenders (DSO).

- ◆ Separating adult and juvenile offenders in secure institutions (separation).
- ◆ Eliminating the practice of detaining or confining juveniles in adult jails and lockups (jail and lock-up removal).
- ◆ Addressing the disproportionate confinement of minority juveniles in secure juvenile justice system facilities and jails and lockups where such overrepresentation exists (DMC).

Under OJJDP's leadership, States are making tremendous strides in achieving or maintaining compliance with these core protections. The vast majority of the 54 States participating in the Formula Grants program (South Dakota and Wyoming are not participating) are now in full compliance (or in full compliance with *de minimis* exceptions) with the first 3 requirements and are making satisfactory progress in meeting the DMC requirement, which was added as a core protection when the JJDP Act was amended in 1992. Most States have completed the initial identification and assessment phases for this provision and are implementing the intervention phase. Twenty of these States have submitted updated DMC data, evidencing ongoing monitoring efforts. Details of individual States' compliance with the core protections of the JJDP Act are presented in the charts on pages 28–32.

## *Interstate Compact on Juveniles*

The Interstate Compact on Juveniles (ICJ) is a multi-State agreement—a legal contract involving all 50 States, the District of Columbia, the Virgin Islands, and Guam—that provides a procedural means to regulate the movement across State lines of juveniles who are under court supervision. It is estimated that ICJ handles the transfer and supervision across State lines of more than 40,000 juvenile offenders and nonoffenders annually. During FY 2000, OJJDP, in cooperation with the National Institute of Corrections, funded a survey of juvenile justice professionals who are familiar with ICJ to assess the strengths and weaknesses of the Compact.

Survey results identified common problems with the Compact and provided recommendations for improvements. OJJDP and the Council of State Governments of Lexington, KY, organized an advisory group of representatives from juvenile justice, probation and parole, victims advocacy, law enforcement, health and human services, and judiciary organizations to assess and determine a future course of action with regard to modifying ICJ to enhance its effectiveness. The group's recommendations are expected in June 2001. A Fact Sheet, *Interstate Compact on Juveniles*, is available from the Juvenile Justice Clearinghouse.

## *Juvenile Accountability Incentive Block Grants Program*

The Juvenile Accountability Incentive Block Grants (JAIBG) program, first funded in FY 1998, is helping to strengthen the juvenile justice system by encouraging States and local jurisdictions to implement accountability-based programs and services. Under the program, OJJDP awards block grants to States, which in turn pass through at least 75 percent of the funds (absent a waiver) to local jurisdictions. JAIBG also supports program-related research, demonstration, evaluation, training, and technical assistance activities.

During FY 2000, 56 eligible jurisdictions (50 States, 5 U.S. territories, and the District of Columbia—hereinafter referred to as “States”) received JAIBG awards. The awards can be used to fund programs in 12 purpose areas, listed on page 19.

To help States and local jurisdictions implement JAIBG programs, OJJDP provides training and technical assistance through a grant to Development Services Group, Inc. (DSG), of Bethesda, MD. Since 1998, DSG staff have filled more than 200 technical assistance requests; conducted 64 training events, presentations, and workshops; and trained more than 2,800 individuals across the Nation. During FY 2000, the training program featured six regional training conferences for State and local

## JAIBG Program 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.

JAIBG grantees. Each conference included a 3-day program of 20 workshops and presentations customized to the needs of the region. From 100 to 125 participants attended each conference. DSG also held focus group meetings to identify training needs on the subjects of juvenile sex offenders and management information technology and also sponsored two “train the trainers” programs. DSG is currently implementing a JAIBG topical training program based on the identified needs of communities. Topics

of this new training program include graduated sanctions, law enforcement programs for schools, information technology, risk assessment, court programs (such as youth, gun, and drug courts), and the balanced and restorative justice approach.

During the past 2 years, DSG has produced more than 50 surveys, reports, newsletters, and other information products. For example, at OJJDP’s request, DSG assessed training and technical assistance needs for the JAIBG program. In addition,

DSG staff contacted all States and territories five times during the past 2 years to take a “snapshot” of their progress in implementing the JAIBG program. DSG also provides information services to JAIBG stakeholders through a quarterly newsletter, a listserv, and a toll-free telephone number—877-GO-JAIBG (877-465-2424).

As part of its technical assistance responsibility, DSG also coordinates the JAIBG National Training and Technical Assistance Alliance, a group of 18 OJJDP grantees that provide training and technical assistance to States and localities to help implement the JAIBG program. This streamlined approach provides a single point of contact for States and local jurisdictions. Alliance members have conducted more than 300 training events, workshops, presentations, and videoconferences, providing a total of 148,000 hours of JAIBG-related training to nearly 19,000 practitioners. Alliance members have developed 179 products that address topics such as drug courts, youth courts, training for newly assigned prosecutors and detention and corrections facility staff, drug testing, model youth accountability programs, and balanced and restorative justice strategies. One example of these broad-based training efforts is the American Prosecutors Research Institute’s Jumpstart program, which is designed to meet the training needs of prosecutors newly hired with JAIBG funds, promoting an understanding of their responsibilities in prosecuting juvenile cases and offering information on practical skills and experiences to enhance prosecutorial effectiveness.

In addition to the training and technical assistance provided by DSG, OJJDP and the U.S. Department of Justice’s Bureau of Justice Statistics established the JAIBG Technical Support Center to help States gather information needed to ensure the proper allocation of JAIBG funds to local jurisdictions. Operated by the Justice Research and Statistics Association of Washington, DC, the Center provides States with the latest crime and expenditure data needed to calculate JAIBG allocations.

OJJDP also continued to publish a series of JAIBG Bulletins that present up-to-date information about each of the JAIBG program purpose areas. During FY 2000, the following Bulletins were published:

- ◆ *Construction, Operations, and Staff Training for Juvenile Confinement Facilities.*
- ◆ *Enabling Prosecutors To Address Drug, Gang, and Youth Violence.*
- ◆ *Enhancing Prosecutors’ Ability To Combat and Prevent Juvenile Crime in Their Jurisdictions.*
- ◆ *Establishing and Maintaining Interagency Information Sharing.*
- ◆ *Ten Steps for Implementing a Program of Controlled Substance Testing of Juveniles.*
- ◆ *Workload Measurement for Juvenile Justice System Personnel: Practices and Needs.*

The Bulletins are available from the Juvenile Justice Clearinghouse.

Abt Associates Inc., of Cambridge, MA, began conducting a 48-month national process evaluation of the JAIBG program in FY 2001. Researchers will document how the program was administered, how grants were used by State and local recipients, and what types of programs were funded. They also will document State and local programs’ access to and use of training and technical assistance, practitioners’ and policymakers’ attitudes about the JAIBG program, and States’ responses to JAIBG purpose areas. Evaluators also will conduct mail surveys of State and local practitioners and policymakers concerning their attitudes about the JAIBG program and perceptions of how it was implemented in their jurisdictions.

## *National Juvenile Corrections and Detention Forum*

The American Correctional Association of Lanham, MD, conducts an annual National Corrections and Detention Forum under a grant from OJJDP. The Forum allows juvenile justice leaders from across the country to exchange information and network with their peers. Each State director of juvenile corrections, along with a detention center director, is invited to attend the Forum to learn about emerging issues, best practices, changes in laws, and court decisions affecting State and local departments of juvenile corrections and detention. Each year, the Forum agenda reflects current topical issues facing the juvenile justice system. The theme of the 2000 Forum, held in May in Albuquerque, NM, was Mental Health Issues in Juvenile Corrections. Forum topics included methods of identifying and screening mentally ill juveniles, risk assessments, promising practices, and suicide prevention. More than 150 individuals attended the Forum. The 2001 Forum was held in San Diego, CA, on May 5–8; the theme was Correctional Education in the Juvenile Justice System.

## *National Training and Technical Assistance Center*

Practitioners in the field of juvenile justice and delinquency prevention face enormous challenges in their efforts to change existing practices in ways that will improve outcomes. Because quality training and technical assistance (T&TA) can facilitate such efforts, OJJDP established the National Training and Technical Assistance Center (NTTAC) in 1995. Operated by Caliber Associates of Fairfax, VA, the Center coordinates the services of more than 60 OJJDP T&TA providers. The Center also identifies and assesses T&TA resources in the field, collects and provides access to the best available T&TA materials, develops new T&TA materials, and disseminates model T&TA protocols and guides. During FY 2000, NTTAC responded to more than 427 T&TA requests, collected more than

1,300 resources about T&TA best practices, and recorded more than 5,000 visits on its Web site ([www.nttac.org](http://www.nttac.org)).

NTTAC also produces a number of products, including a bimonthly newsletter, Fact Sheets, and Bulletins. During FY 2000, the Center updated and published the *OJJDP Training and Technical Assistance Resource Catalog (2000 Edition)*, one of its major products. The catalog contains comprehensive information on some 100 OJJDP-sponsored T&TA projects, including scope, services, and contact information. A Fact Sheet, *OJJDP National Training and Technical Assistance Center*, is available from the Juvenile Justice Clearinghouse. Information about NTTAC's products and services also is available by calling 800-830-4031 or visiting the Web site.

## *Performance-based Standards Project*

OJJDP launched the Performance-based Standards (PbS) project in 1995 in response to findings from its landmark 1994 study, *Conditions of Confinement: Juvenile Detention and Correction Facilities*, which identified several factors related to high rates of injury to staff and youth and high levels of staff turnover in juvenile correctional facilities. These factors include high rates of suicidal behavior by youth in residential placement, lack of timely and professionally conducted health screenings, and pervasive overcrowding. Recognizing the need for national performance standards to improve the quality and conditions of such facilities, OJJDP awarded a grant to the Council of Juvenile Correctional Administrators of South Easton, MA, to establish outcome measures and data elements for measuring the impact of six PbS goals in the areas of security, order, safety, programming, justice, and health/mental health.

Performance-based standards appear to be making a difference in the quality of service. Since August 1998, 32 juvenile facilities have served as test sites for the standards. These facilities have completed four rounds of data collection and were continuing

to work on improvements prior to the next round, which is scheduled to begin in spring 2001. Since beginning implementation, facilities have reported positive changes. These were measurable, tangible improvements, such as reductions in youth injuries and staff turnover. One facility, which had experienced a youth suicide and major criticism from the media, policymakers, and the public, showed substantial improvement just 1 year after implementing its PbS project. The facility's data report showed that all youth were now being screened at intake for risk of suicide before being assigned housing and that there had been no suicides during the year. The evaluation also showed a reduction in the use of mechanical restraints and indicated that no injuries to youth had occurred when restraints were used. Over the same period, the facility's use of isolation and room confinement was cut in half, and fewer injuries to youth and fewer escapes occurred. Each of these areas had been the subject of public criticism and had been targeted for improvement.

Through an interagency agreement with the U.S. Department of Commerce, OJJDP also is supporting an evaluation of the PbS project. The evaluation is being conducted by the National Academy of Public Administration of Washington, DC. Recent survey results from the evaluation continue to be positive, in terms of both the adoption of PbS and improvements in facility outcomes. Even though nearly one-third of facilities reported significant difficulties with initial implementation, they felt strongly that the standards would ultimately be accepted and benefit youth correction and detention facilities. Researchers confirmed that PbS goals are widely shared by facility administrators and staff.

During FY 2000, 26 additional facilities volunteered to participate in the PbS project and began an intensive orientation and training process. OJJDP also expanded the scope of PbS by focusing on the critical goal of facilitating effective reintegration of youth back into their communities. The PbS project team is working with OJJDP's Intensive Aftercare Program (IAP) team to integrate IAP concepts and appropriate measures into the PbS project.

## *Planning of New Institutions for Juveniles*

A few years ago, it became evident through studies such as OJJDP's *Conditions of Confinement: Juvenile Detention and Correction Facilities* that because of widespread crowding and substandard conditions in juvenile facilities across the country, many facilities had to be replaced or renovated. Recognizing the need to help jurisdictions plan for the construction or renovation of juvenile facilities, OJJDP and the U.S. Department of Justice's Corrections Program Office (CPO) approached the National Institute of Corrections (NIC) about developing workshops for officials planning to build or renovate juvenile facilities. The resulting Planning of New Institutions for Juvenile Facilities (Juvenile PONI) workshop program helps jurisdictions make well-informed planning decisions about building new secure juvenile facilities or about renovating or expanding existing facilities. OJJDP and CPO provide the funding for this program and NIC oversees development and presentation. The Juvenile PONI program, which is funded in part through OJJDP's JAIBG program (see pages 18–20), represents an important commitment by the three sponsoring Federal agencies to devote special attention to juvenile confinement facilities.

Participating jurisdictions select six-person teams to attend PONI workshops. Each team must include officials with statutory responsibility for funding, operation, and administration of the facility to be constructed or renovated. Other members might include judges, program administrators, citizens, financial officers, and/or architects and planners under contract to the jurisdictions.

The 5-day Juvenile PONI curriculum is organized into 16 modules. Several of the modules—including a historical overview of juvenile justice management and attitudes, an overview of the facility development process, and aspects of direct supervision—use a conventional lecture-discussion format. Other modules, such as clarifying team roles, framing a vision statement, developing functional space

programs, and relating staffing plans to facility plans, use break-out sessions that require hands-on teamwork and result in an on-the-spot work product. The workshops also emphasize that secure facilities should be part of a system of graduated sanctions to ensure swift treatment of juveniles that is appropriate to the seriousness of their offenses. The first Juvenile PONI workshop was conducted in November 1998. Since then, the sponsoring agencies have offered three workshops each year, with five to six jurisdictions participating in each session. An OJJDP Fact Sheet, *Planning of New Institutions: Workshops for Juvenile Facilities*, describes this program and is available from the Juvenile Justice Clearinghouse.

### *Private Sector Options for Juvenile Corrections*

Over the past several years, many State and local jurisdictions have begun to study the feasibility of contracting with the private sector to provide juvenile detention or corrections services. This trend toward privatization has been a complex and, at times, controversial one. Before a government director of juvenile corrections decides to initiate or extend private sector contracting, many basic issues need to be examined.

Under a grant from OJJDP, the American Correctional Association (ACA) of Lanham, MD, developed educational materials and a training curriculum to address these issues. ACA uses the training curriculum to conduct annual regional workshops that address three key program areas of privatization: developing requests for proposals and the proposal review process, writing private sector contracts, and developing contract monitoring procedures and monitoring plans. Teams of two or three representatives from State juvenile justice agencies that work with private sector contracts are invited to attend the workshops. During the past year, ACA held 3 workshops attended by close to 100 individuals. Response to the workshops has been enthusiastic, and participants have praised the relevance and importance of the training materials. OJJDP and ACA hope to expand the workshops to include

teams from local jurisdictions that have juvenile justice responsibilities.

### *State Challenge Activities*

OJJDP has administered the State Challenge Activities Program since 1992, when it was authorized by Congress to encourage States participating in the Formula Grants program to reform and improve their juvenile justice systems by developing, adopting, or improving policies and programs in 1 or more of 10 specific Challenge program areas (see page 24). The 10 Challenge program areas address basic juvenile justice system services, access to counsel, community-based alternatives, facilities for violent juvenile offenders, gender-specific policies and programs, State ombudsman offices, deinstitutionalization of status offenders, alternatives to school suspension and expulsion, aftercare services, and State agency coordination/case review systems.

Only those States participating in the Formula Grants program are eligible to receive State Challenge grants. In FY 2000, Congress allocated \$10 million for the program, and 45 States, the District of Columbia, and 5 territories received State Challenge awards (see chart on page 33 for a list of participating States). The Challenge activities most often addressed were alternatives to suspension and expulsion (21 States), gender bias policies and programs (20 States), aftercare services (18 States), community-based alternatives (17 States), and basic system services (14 States). The Challenge activities least often addressed were violent juvenile offender facilities (no States), State agency coordination/case review and State ombudsman (three States for each), and access to counsel (four States). Details of State Challenge activities are presented in the charts on page 33.

Many States have used the unique opportunities presented by the State Challenge funds to bring about far-reaching systemic changes in their State juvenile justice systems. Over the past several years, States generally have focused their systemic change efforts on the following broad categories of activities:

## 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 their 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.

- ◆ 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 to increase the overall capacity of the service system.

These State activities have generated many publications and other useful products that can stimulate and assist efforts across the Nation to improve juvenile justice systems. An FY 2000 OJJDP Bulletin, *System Change Through State Challenge Activities: Approaches and Products*, defines characteristics of systems change, describes requirements of systems change, and summarizes and discusses the categories of States' systems change approaches mentioned above. The Bulletin is available from the Juvenile Justice Clearinghouse. To further help States implement systemic change, OJJDP also developed the State Challenge Activities Program Monitoring Checklist to help State Juvenile Justice Specialists focus on systems change as an essential goal of this grants program.

## *Youth Court Activities*

Youth courts (also known as teen courts), first established 20–25 years ago, are generally targeted at younger juveniles (ages 10–15), juveniles with no prior arrests, and juveniles charged with less serious law violations (e.g., shoplifting, vandalism, status offenses). These juveniles are typically offered participation in youth court in lieu of the traditional juvenile justice system. Although youth courts often include many of the same steps used by the formal juvenile court (e.g., intake, preliminary review of

charges, court hearing, and sentencing), they differ from the formal court in that young people, rather than adults, are in charge. Youth may act as prosecutors, defense counsel, and, often, judge (or as a panel of judges) and also as jurors, court clerks, and bailiffs. Adults also are involved in these courts as administrators who provide oversight, planning, and training. However, the key to all youth court programs is the substantial role that youth play in the deliberation of charges and, more often, the imposition of sanctions on young offenders.

Seven years ago, there were only 50 youth courts operating in the United States. Today, there are more than 800 operational youth courts and another 100 in development. Many of these programs are “grassroots” community efforts. In addition, 17 States have passed legislation expressly sanctioning the establishment of youth courts. Recognizing the effectiveness and growing popularity of youth courts, OJJDP has expanded its funding for training and technical assistance and for conducting a national evaluation.

In response to the need for a central point of contact for youth court programs, OJJDP established the National Youth Court Center (NYCC) in 1999. The Center is operated by the American Probation and Parole Association of Lexington, KY, with funding support from OJJDP, the U.S. Department of Transportation's National Highway Traffic Safety Administration, the U.S. Department of Health and Human Services' Substance Abuse and Mental Health Services Administration, and the U.S. Department of Education's Office of Elementary and Secondary Education. The Center provides training, technical assistance, and resource materials to existing and developing youth courts. It manages a clearinghouse, which provides information on operations and practices of youth court programs in the United States. It also maintains a searchable database of information about active and developing youth court programs; nearly 600 youth courts have submitted comprehensive information to this database. The Center also maintains a youth court Web site ([www.youthcourt.net](http://www.youthcourt.net)). A Fact Sheet, *National Youth*

*Court Center*, is available from the Juvenile Justice Clearinghouse.

NYCC also has developed and published *National Youth Court Guidelines (Guidelines)* to help communities with existing or planned youth court programs. Copies of the *Guidelines* are available free from the Center. During FY 2001, NYCC will supplement the *Guidelines* with seven regional training programs, onsite technical assistance, and cross-site technical assistance. NYCC also presented the first federally supported National Youth Court Conference, held in Albuquerque, NM, on October 22–24, 2000. The conference was attended by more than 600 individuals and featured more than 40 workshops.

To document the characteristics and effectiveness of youth courts, OJJDP awarded a grant to The Urban Institute of Washington, DC, in 1998 to conduct a national evaluation of youth courts. More than 300 programs responded to an initial survey. Survey responses documented the range of youth court programs used by jurisdictions across the country, characteristics of the courts' clients, sanctions imposed, courtroom models used, extent of community support, and challenges faced. The findings suggest that most youth courts are relatively small, handle 100 or fewer cases annually, and were established very recently. The findings also suggest that the most securely established youth court programs (i.e., programs reporting longstanding operations and/or little financial uncertainty) may be those that are housed within or closely affiliated with the traditional juvenile justice system. Survey findings also indicate that youth courts enjoy broad community support, apparently stemming from the high levels of satisfaction reported by youth volunteers, parents, and local juvenile justice officials. Survey findings are discussed in further detail in an OJJDP Bulletin, *Teen Courts: A Focus on Research*, which is available from the Juvenile Justice Clearinghouse.

## *On the Horizon*

In FY 2000, OJJDP also solicited competitive applications for several new programs designed to help strengthen the juvenile justice system, including the following:

- ◆ **Improving Juvenile Sanctioning: An Intensive Training and Technical Assistance Delivery Program.** Under this program, OJJDP will select an organization to provide intensive training and technical assistance to assist at least 10 selected jurisdictions in developing or enhancing a continuum of community-based graduated sanctions. OJJDP anticipates making an award in FY 2001.
- ◆ **Information Sharing To Prevent Juvenile Delinquency: A Training and Technical Assistance Approach.** OJJDP designed this program to help juvenile justice, education, health, child welfare, and other youth-serving systems or organizations share information to foster multidisciplinary, multiagency solutions to the problem of at-risk and delinquent youth. The Office awarded funds to the Center for Network Development of Denver, CO, to develop a national program of training and technical assistance.
- ◆ **Juvenile Sex Offender Training and Technical Assistance Initiative.** OJJDP designed this program to provide States, territories, and the District of Columbia with training and technical assistance support to increase the accuracy of information about the nature, extent, and impact of juvenile sex offending. OJJDP hopes to improve the responses of elected public officials, public and private agencies and organizations, private citizens, and parents to juvenile sex offending. OJJDP will award a cooperative agreement in FY 2001.
- ◆ **Understanding and Monitoring the "Whys" Behind Juvenile Violent Crime Trends.** This 5-year research project will identify and examine

the principal reasons behind the trends in juvenile crime and violence. The lessons to be learned from this inquiry should yield a number of tools that Federal, State, and local policy-makers and planners can use to anticipate,

monitor, and explain future trends and to plan effective prevention and intervention strategies. OJJDP awarded a grant to the University of Pennsylvania's Jerry Lee Center of Criminology of Philadelphia, PA.

**Core Protections Compliance Summary Totals\***  
(as of September 30, 2000)

	<u>Number of Jurisdictions</u>
<b><u>Deinstitutionalization of Status Offenders (DSO)</u></b>	
Full compliance—zero violations	9
Full compliance— <i>de minimis</i> exceptions	39
Not in compliance	4
Funds withheld pending additional compliance data	2
Not participating	2
<b><u>Separation of Juvenile and Adult Offenders</u></b>	
Full compliance—zero violations	41
Full compliance—exception provision	11
Funds withheld pending additional compliance data	2
Not participating	2
<b><u>Jail and Lockup Removal</u></b>	
Full compliance—zero violations	11
Full compliance— <i>de minimis</i> exceptions	38
Not in compliance	3
Funds withheld pending additional compliance data	2
Not participating	2
<b><u>Disproportionate Minority Confinement (DMC)</u></b>	
Completed identification and assessment, implementing intervention and monitoring	21
Completed identification and assessment, implementing intervention	15
Completed identification and assessment/updating data and revising intervention plan	2
Completed identification/implementing intervention/ conducting formal assessment	3
Conducting identification phase	1
Exempt from DMC requirement	7
DMC status under review	5
Not participating	2
<small>* States' eligibility to receive FY 2000 formula grants was initially determined on the basis of 1998 monitoring reports for compliance with JJDP Act core protections regarding DSO, separation, and jail and lockup removal and on the basis of information in FY 2000 Formula Grants program comprehensive plans for compliance with the DMC core protection.</small>	

## State Compliance Based on 1998 Reports: Deinstitutionalization of Status Offenders (DSO), Sec. 223(a)(12)(A)

<i>Formula Grant Participants (as of September 30, 2000)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— de minimis exceptions<sup>a</sup></i>	<i>Not in compliance</i>	<i>Funds withheld pending additional compliance data</i>	<i>Formula Grant Participants (as of September 30, 2000)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— de minimis exceptions<sup>a</sup></i>	<i>Not in compliance</i>	<i>Funds withheld pending additional compliance data</i>
Alabama		♦			New Hampshire		♦		
Alaska		♦			New Jersey				♦
Arizona		♦			New Mexico		♦		
Arkansas		♦			New York	♦			
California		♦			North Carolina		♦		
Colorado		♦			North Dakota		♦		
Connecticut		♦			Ohio				♦
Delaware		♦			Oklahoma		♦		
Dist. of Columbia		♦			Oregon		♦		
Florida		♦			Pennsylvania		♦		
Georgia		♦			Rhode Island		♦		
Hawaii		♦			South Carolina			♦	
Idaho		♦			South Dakota <sup>b</sup>				
Illinois		♦			Tennessee			♦	
Indiana		♦			Texas		♦		
Iowa		♦			Utah		♦		
Kansas		♦			Vermont	♦			
Kentucky		♦			Virginia		♦		
Louisiana		♦			Washington			♦	
Maine	♦				West Virginia		♦		
Maryland		♦			Wisconsin		♦		
Massachusetts		♦			Wyoming <sup>b</sup>				
Michigan		♦			Amer. Samoa	♦			
Minnesota		♦			Guam	♦			
Mississippi			♦		N. Mariana Is.	♦			
Missouri		♦			Puerto Rico	♦			
Montana	♦				Virgin Is.	♦			
Nebraska		♦			<b>TOTALS</b>	<b>9</b>	<b>39</b>	<b>4</b>	<b>2</b>
Nevada		♦							

<sup>a</sup>Fewer than 29.4 violations per 100,000 persons under age 18 in the State.

<sup>b</sup>South Dakota and Wyoming did not participate in the FY 2000 Formula Grants program.

## State Compliance Based on 1998 Reports: Separation of Juvenile and Adult Offenders, Sec. 223(a)(13)

<i>Formula Grant Participants (as of September 30, 2000)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— exception provision<sup>a</sup></i>	<i>Funds withheld pending additional compliance data</i>	<i>Formula Grant Participants (as of September 30, 2000)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— exception provision<sup>a</sup></i>	<i>Funds withheld pending additional compliance data</i>
Alabama	♦			New Hampshire	♦		
Alaska		♦		New Jersey			♦
Arizona	♦			New Mexico	♦		
Arkansas	♦			New York		♦	
California	♦			North Carolina	♦		
Colorado	♦			North Dakota	♦		
Connecticut	♦			Ohio			♦
Delaware	♦			Oklahoma	♦		
Dist. of Columbia	♦			Oregon	♦		
Florida	♦			Pennsylvania	♦		
Georgia		♦		Rhode Island	♦		
Hawaii		♦		South Carolina	♦		
Idaho		♦		South Dakota <sup>b</sup>			
Illinois	♦			Tennessee		♦	
Indiana	♦			Texas		♦	
Iowa		♦		Utah	♦		
Kansas	♦			Vermont	♦		
Kentucky	♦			Virginia	♦		
Louisiana		♦		Washington	♦		
Maine	♦			West Virginia		♦	
Maryland	♦			Wisconsin	♦		
Massachusetts	♦			Wyoming <sup>b</sup>			
Michigan	♦			Amer. Samoa	♦		
Minnesota	♦			Guam	♦		
Mississippi		♦		N. Mariana Is.	♦		
Missouri	♦			Puerto Rico	♦		
Montana	♦			Virgin Is.	♦		
Nebraska	♦			<b>TOTALS</b>	<b>41</b>	<b>11</b>	<b>2</b>
Nevada	♦						

<sup>a</sup>OJJDP regulatory criteria set forth in Section 31.303(f)(6)(ii) of the OJJDP Formula Grants Regulation (28 C.F.R. 31) and published in the May 31, 1995, *Federal Register*, allow States reporting noncompliant incidents to continue in the program provided the incidents are not in violation of State law and no pattern or practice exists.

<sup>b</sup>South Dakota and Wyoming did not participate in the FY 2000 Formula Grants program.

## State Compliance Based on 1998 Reports: Jail and Lockup Removal, Sec. 223(a)(14)

<i>Formula Grant Participants (as of September 30, 2000)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— de minimis exceptions<sup>a</sup></i>	<i>Not in compliance</i>	<i>Funds withheld pending additional compliance data</i>	<i>Formula Grant Participants (as of September 30, 2000)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— de minimis exceptions<sup>a</sup></i>	<i>Not in compliance</i>	<i>Funds withheld pending additional compliance data</i>
Alabama	♦				New Hampshire		♦		
Alaska			♦		New Jersey				♦
Arizona		♦			New Mexico		♦		
Arkansas		♦			New York		♦		
California		♦			North Carolina	♦			
Colorado		♦			North Dakota		♦		
Connecticut		♦			Ohio				♦
Delaware		♦			Oklahoma		♦		
Dist. of Columbia	♦				Oregon	♦			
Florida		♦			Pennsylvania		♦		
Georgia		♦			Rhode Island		♦		
Hawaii		♦			South Carolina	♦			
Idaho		♦			South Dakota <sup>b</sup>				
Illinois			♦		Tennessee		♦		
Indiana		♦			Texas		♦		
Iowa		♦			Utah		♦		
Kansas		♦			Vermont	♦			
Kentucky		♦			Virginia		♦		
Louisiana		♦			Washington		♦		
Maine			♦		West Virginia		♦		
Maryland		♦			Wisconsin		♦		
Massachusetts		♦			Wyoming <sup>b</sup>				
Michigan		♦			Amer. Samoa	♦			
Minnesota		♦			Guam	♦			
Mississippi		♦			N. Mariana Is.	♦			
Missouri		♦			Puerto Rico	♦			
Montana		♦			Virgin Is.	♦			
Nebraska		♦			<b>TOTALS</b>	<b>11</b>	<b>38</b>	<b>3</b>	<b>2</b>
Nevada		♦							

<sup>a</sup>State was found in compliance based on the numerical or substantive *de minimis* standard criteria set forth in Section 31.303(f)(6)(iii)(B) of the OJJDP Formula Grants Regulation (28 C.F.R. 31) and published in the May 31, 1995, *Federal Register*.

<sup>b</sup>South Dakota and Wyoming did not participate in the FY 2000 Formula Grants program.

## State Compliance Based on FY 2000 Formula Grants Program Comprehensive Plan: Disproportionate Minority Confinement (DMC), Sec. 223(a)(23)

Formula Grant Participants (as of September 30, 2000)	Completed identification and assessment/implementing intervention and monitoring	Completed identification and assessment/implementing intervention	Completed identification and assessment/updating data and revising intervention plan	Completed identification/ implementing intervention/ conducting formal assessment	Conducting identification phase	Exempt from DMC requirement	DMC status under review	Formula Grant Participants (as of September 30, 2000)	Completed identification and assessment/implementing intervention and monitoring	Completed identification and assessment/implementing intervention	Completed identification and assessment/updating data and revising intervention plan	Completed identification/ implementing intervention/ conducting formal assessment	Conducting identification phase	Exempt from DMC requirement	DMC status under review
Alabama				♦				New Hampshire						♦	
Alaska		♦						New Jersey							♦
Arizona		♦						New Mexico		♦					
Arkansas	♦							New York		♦					
California			♦					North Carolina	♦						
Colorado	♦							North Dakota	♦						
Connecticut	♦							Ohio							♦
Delaware			♦					Oklahoma	♦						
Dist. of Columbia							♦	Oregon							♦
Florida	♦							Pennsylvania	♦						
Georgia	♦							Rhode Island		♦					
Hawaii		♦						South Carolina	♦						
Idaho	♦							South Dakota <sup>c</sup>							
Illinois		♦						Tennessee	♦						
Indiana <sup>a</sup>	♦							Texas		♦					
Iowa	♦							Utah	♦						
Kansas		♦						Vermont <sup>b</sup>							♦
Kentucky							♦	Virginia	♦						
Louisiana	♦							Washington	♦						
Maine <sup>b</sup>							♦	West Virginia	♦						
Maryland		♦						Wisconsin		♦					
Massachusetts		♦						Wyoming <sup>c</sup>							
Michigan		♦						Amer. Samoa <sup>d</sup>							♦
Minnesota		♦						Guam <sup>d</sup>							♦
Mississippi				♦				N. Mariana Is. <sup>d</sup>							♦
Missouri	♦							Puerto Rico <sup>e</sup>							♦
Montana				♦				Virgin Is. <sup>d</sup>							♦
Nebraska		♦						TOTALS	21	15	2	3	1	7	5
Nevada	♦														

<sup>a</sup>Indiana has plans to update DMC identification and assessment data.

<sup>b</sup>Maine and Vermont are exempt from the DMC requirement because their minority juvenile population does not exceed 1 percent of the total State juvenile population.

<sup>c</sup>South Dakota and Wyoming did not participate in the FY 2000 Formula Grants program.

<sup>d</sup>In four territories, it has been determined that minority juveniles are not disproportionately arrested or detained.

<sup>e</sup>Puerto Rico is exempt from reporting racial statistics because of the homogeneity of its population.

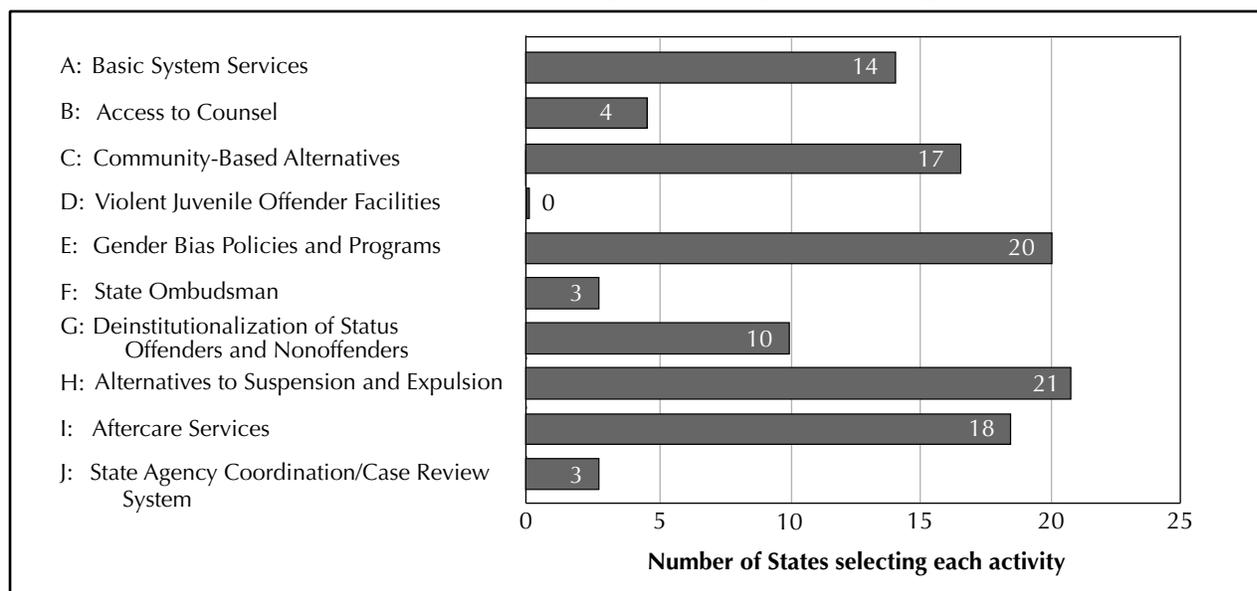
## FY 2000 Challenge Activities by State

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

Note: Kentucky, Ohio, and Oregon—did not apply. South Dakota and Wyoming—ineligible because States are not participating in Formula Grants program.

- |   |   |  |
|---|---|--|
| <p><b>A Basic System Services</b></p> <p><b>B Access to Counsel</b></p> <p><b>C Community-Based Alternatives</b></p> <p><b>D Violent Juvenile Offender Facilities</b></p> | <p><b>E Gender Bias Policies and Programs</b></p> <p><b>F State Ombudsman</b></p> <p><b>G Deinstitutionalization of Status Offenders and Nonoffenders</b></p> | <p><b>H Alternatives to Suspension and Expulsion</b></p> <p><b>I Aftercare Services</b></p> <p><b>J State Agency Coordination/Case Review System</b></p> |
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## FY 2000 Challenge Activity Summary



## *Chapter 4*

# *Enhancing Public Safety and Law Enforcement*

The rate of juvenile arrests for violent offenses (murder, forcible rape, robbery, and aggravated assault) in 1999 was at its lowest level since 1988. Nevertheless, protecting the public from serious, violent juvenile offenders and helping improve law enforcement agencies' responses to both offenders and crime victims remained priorities at OJJDP in FY 2000.

For example, the Office continues to be especially concerned about juvenile gun violence and is helping three communities develop effective comprehensive partnerships to reduce gun violence. Through an intensive training and technical assistance program, OJJDP also is helping law enforcement agencies develop and implement strategies to respond to serious youth crime. Youth gang violence is of special concern to OJJDP, and the Office has designed a multifaceted, comprehensive approach that involves several programs, which are discussed in chapter 7. Underage drinking is a national problem, and OJJDP continues to help communities and law enforcement agencies across the country enforce underage drinking laws. School safety also remains a serious concern in the Nation's communities, and a new OJJDP program is training school resource officers to address this concern.

Responding to child victims of crime, including child abuse and neglect, is just as important as protecting citizens from serious juvenile crime, and OJJDP supports a number of initiatives that are helping law enforcement agencies in this area. One of these initiatives is examining the effect of transferring child protective investigations from social service agencies to law enforcement agencies. Another is helping to mitigate the impact that witnessing violence has on children and families. OJJDP also supports a comprehensive program of training and technical assistance that helps law enforcement agencies improve their responses to missing,

exploited, and abducted children; this program is described on page 50.

This chapter highlights programs designed to help protect the public from serious juvenile crime and improve law enforcement efforts. These programs, combined with delinquency prevention and intervention strategies, represent the continuum of programs and services needed to enhance public safety and help communities and law enforcement respond more effectively to juvenile delinquency and violence.

### *Child Development-Community Policing*

The Child Development-Community 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. The program addresses the psychological burdens that witnessing violence imposes on children and families. OJJDP is working with the Yale Child Study Center to replicate the program in several new communities. In FY 2000, CD-CP staff worked with police and mental health representatives in five sites—Bridgeport, CT; Gainesville, GA; Nassau County, NY; San Diego, CA; and Topeka, KS—to replicate the program. The Yale Child Study Center also continued to work with nine communities with existing CD-CP programs to develop plans to sustain the programs after Federal funding ends in FY 2001. The grantee also provided training on developmental stages of youth to staff at Connecticut's three juvenile detention centers and interdisciplinary training for New Haven police officers, mental health clinicians, and probation officers.

## *Enforcing the Underage Drinking Laws Program*

Since 1998, OJJDP has been working with States to address the problem of underage drinking through a multifaceted effort that includes block grants, discretionary programs, training and technical assistance, and a national evaluation. The Enforcing the Underage Drinking Laws (EUDL) Program is helping the 50 States, the District of Columbia, and the territories to develop comprehensive and coordinated initiatives to enforce laws that prohibit the sale of alcoholic beverages to minors (individuals under 21 years of age) and to prevent the purchase or consumption of alcoholic beverages by minors. OJJDP awarded FY 2000 block grants of \$360,000 each to all States and the District of Columbia. Recipients are using these funds to support activities in one or more of the three areas outlined in the EUDL legislation: enforcement, public education activities, and innovative programs.

Whereas the EUDL block grant program is designed to enhance State-level responses to underage drinking, the discretionary grant program is designed to foster State-local partnerships to address this problem. Since 1998, OJJDP has competitively awarded a total of 28 discretionary grants to 22 States to implement the EUDL Program at the local level. These States have provided subgrants to approximately 160 local jurisdictions, which are using EUDL funds to implement a variety of programs in concert with State agencies responding to underage drinking. Communities are using the funds to support EUDL coordinators; develop community coalitions; encourage youth leadership and participation in program activities; design needs assessments and strategic plans; increase enforcement efforts; review and improve policies, regulations, and laws; increase prevention and awareness efforts; and document accomplishments and processes. OJJDP also has awarded discretionary funds to support the demonstration of the EUDL Program in Puerto Rico, the Virgin Islands, and American Indian and Alaska Native communities, including the Central Council Tlingit and Haida Tribe of Alaska, Juneau,

AK; the Fort Peck Indian Reservation, Assiniboine and Sioux tribes, Poplar, MT; the Pawnee Nation of Oklahoma, Pawnee, OK; the Ponca Tribe of Oklahoma, Ponca City, OK; the Pueblo of Zuni, Zuni, NM; the Red Lake Band of Chippewa Indians, Redlake, MN; the Santee Sioux Tribe of Nebraska, Niobrara, NB; and the Southern Ute Tribe, Ignacio, CO.

As part of the FY 2000 discretionary grant program, OJJDP required States submitting applications for both block and discretionary funding to document the progress of their EUDL programs over the past 2 years and to describe gaps in their programs and enhancements needed to strengthen the programs and increase their effectiveness. OJJDP selected 11 States and 1 territory to receive FY 2000 discretionary grants based on each applicant's progress and achievements in establishing its EUDL program and the applicant's plan for building and sustaining that work. FY 2000 discretionary grants were awarded to Connecticut, Hawaii, Kansas, Maine, Maryland, Minnesota, Montana, Nevada, Oklahoma, Pennsylvania, Puerto Rico, and Wisconsin.

OJJDP also funds a comprehensive training and technical assistance program designed for State EUDL coordinators and representatives from alcoholic beverage control, law enforcement, traffic safety, health and human services, education, and other State and local agencies. The training and technical assistance services are provided by the Pacific Institute for Research and Evaluation (PIRE) of Calverton, MD. PIRE has involved a range of partners in its training program, including American Indian Development Associates of Albuquerque, NM; Mothers Against Drunk Driving (MADD) of Dallas, TX; the National Crime Prevention Council of Washington, DC; the National Liquor Law Enforcement Association of Raleigh, NC; and the Police Executive Research Forum of Washington, DC.

During FY 2000, PIRE provided training and technical assistance to more than 4,060 individuals through a variety of activities. PIRE conducted nearly 20 regional and local EUDL training events and conducted 10 onsite technical assistance

workshops at the request of coordinators and State and local communities seeking to develop or enhance underage drinking prevention and enforcement initiatives. PIRE also developed 12 monthly audio-teleconferences, in which a total of 1,265 individuals participated. In October 2000, PIRE also held the second annual National Leadership Conference in Reno, NV. The Conference was attended by more than 400 State coordinators, youth, high-level enforcement representatives, and other participants.

PIRE also operates the Underage Drinking Enforcement Training Center ([www.udetc.org](http://www.udetc.org)), which helps States receiving EUDL funds to focus their efforts on prevention, intervention, and enforcement issues. In FY 2000, to further help States and local jurisdictions, PIRE developed the following nine new documents, which are available on the Center's Web site:

- ◆ *Costs of Underage Drinking, Updated Edition.*
- ◆ *Environmental Strategies To Prevent Alcohol Problems on College Campuses.*
- ◆ *A Guide for Enforcing Impaired Driving Laws for Youth.*
- ◆ *A Guide to Zero Tolerance and Graduated Licensing: Two Strategies That Work.*
- ◆ *How To Use Local Regulatory and Land Use Powers To Prevent Underage Drinking.*
- ◆ *A Practical Guide to Preventing and Dispersing Underage Drinking Parties.*
- ◆ *Reducing Alcohol Sales to Underage Purchasers: A Practical Guide to Compliance Investigations.*
- ◆ *Regulatory Strategies for Preventing Youth Access to Alcohol: Best Practices.*
- ◆ *Strategies for Reducing Third-Party Transactions of Alcohol to Underage Youth.*

Recognizing the need to know how well the EUDL Program works, OJJDP awarded a grant to Wake Forest University School of Medicine in Winston-Salem, NC, to evaluate how States and local communities are using their EUDL block and

discretionary grants and to evaluate the impact of the program in a sample of communities. OJJDP awarded a supplement to the grant in FY 2000 to identify promising practices as part of the national evaluation.

The evaluation design includes 4 major components: a telephone survey of key actors in the initiative in all 50 States and the District of Columbia, indepth case studies of program implementation in 6 States, a telephone survey of police and sheriff's offices in a sample of grant recipient States, and telephone surveys of a sample of youth (ages 16–20) in the same States. Early findings from these surveys indicate that the EUDL Program is bringing together groups that have not previously worked together—particularly law enforcement and substance abuse and treatment agencies. Some States appear to be facing challenges in program implementation, especially among agencies that have limited experience in working together (such as Alcohol Beverage Control agencies, which are reported to be highly involved in EUDL programs in 66 percent of States). The surveys also found that citizens' groups, such as MADD, are significantly involved in only 28 States.

Data from the youth survey underscore the magnitude of the underage drinking problem. About half (46 percent) of the sample of youth reported current alcohol use (within the past 30 days), 27 percent reported alcohol use over the past 7 days, and 21 percent reported binge drinking (having five or more drinks in a row on at least one occasion during a 2-week period). Moreover, substantial numbers of youth reported engaging in risky behaviors associated with alcohol use, such as driving while under the influence of alcohol and riding with a driver who had been drinking. Negative consequences of drinking reported by current drinkers included experiencing headaches and hangovers, being unable to remember what happened after a drinking incident, passing out, getting into a fight, having sex without birth control, breaking or damaging property, missing school, and being the victim of a forced sex attempt. An OJJDP Bulletin summarizing the evaluation's first year of findings will be published in 2001.

## *Law Enforcement Training and Technical Assistance Program*

OJJDP provides instructional training and specialized assistance to State, local, and tribal law enforcement professionals through a grant to the International Association of Chiefs of Police, Alexandria, VA. The program aims to reduce juvenile delinquency and violence by facilitating effective techniques and programs for planning and delivering law enforcement services. It encourages the use of local collaborations to increase juvenile accountability for delinquent and criminal behavior and reduce juvenile violence. It also promotes a more positive approach to the Nation's youth.

The program examines core issues related to youth violence, using methods that are consistent with effective police practices. It provides leaders throughout the juvenile justice system—in law enforcement, prosecution, the courts, corrections, probation, and other agencies—with strategic information, materials, and training and technical assistance aimed at solving managerial issues that hinder implementation of effective youth crime prevention strategies.

The program covers a range of youth violence issues, including youth firearm possession and use; school violence and safety; youth-oriented community policing; gang and drug involvement; serious, violent, and habitual juvenile offenders; multidisciplinary youth violence strategies; police management of youth programs; tribal juvenile crime; and chief executive officers' responses to delinquency and violence.

In FY 2000, 18 pilot workshop sessions were conducted, with nearly 2,000 participants. The pilot workshops included the Chief Executive Officer Forum, Managing Juvenile Operations, School Administrators for Effective Police Operations Leading to Improved Children and Youth Services, Serious Habitual Offender Comprehensive Action Program, and Youth Gang, Gun, and Drug Policy. Revisions to the training designs are based on feedback from

law enforcement advisory groups and workshop participants. A new workshop—Tribal Law Enforcement Training and Technical Assistance—is in the design phase.

## *Partnerships To Reduce Juvenile Gun Violence*

According to the OJJDP Bulletin *Fighting Juvenile Gun Violence*, a teenager today is more likely to die of a gunshot wound than of disease or other natural causes. Firearm injuries are the eighth leading cause of death for juveniles in the United States. For every fatal shooting of a juvenile, there are about three nonfatal shootings. Suicides and unintentional gunshot injuries claim the lives of even more juveniles than gun-related homicides. The national increase in homicides of juveniles in the late 1980s and early 1990s—and the recent declines—were almost entirely related to the use of firearms by juveniles and young adults. Clearly, any comprehensive effort to reduce juvenile crime and delinquency must target gun violence. Recognizing the severity of the problem, OJJDP is helping selected local jurisdictions develop comprehensive partnerships to reduce juvenile gun violence. These efforts are based on community assessments of local needs and include suppression, intervention, and prevention components.

In FY 1997, OJJDP initiated a 3-year gun violence reduction partnership effort in four sites: Baton Rouge and Shreveport, LA; Oakland, CA; and Syracuse, NY. Shreveport withdrew from the program, but the remaining three communities each developed a comprehensive plan that integrates suppression, intervention, and prevention strategies and facilitates changes in the policies and procedures of participating public and private agencies. From this planning process, OJJDP and the grantees have learned four principal lessons:

- ◆ A comprehensive and accurate needs assessment is critical to strategic planning.
- ◆ Partnerships should use a logic model process to develop a comprehensive strategic plan (i.e., they should succinctly and logically link problem

identification statements with methods to address the problems and with expected results).

- ◆ As partnerships refine their gun violence strategies, they can use performance data to keep program planners and task force members informed.
- ◆ Key stakeholders need to make a commitment to the program and be active participants in the partnerships.

The three demonstration communities are experiencing positive results. For example, homicides in Baton Rouge decreased from 71 in 1996 to 48 in 1999. In the partnership's high-crime target area, the decrease was even more dramatic. Gun-related homicides in the target area declined from 19 in 1996 to 9 in 1999. In addition, 110 gun cases were referred to the U.S. Attorney's Office in 1999; 70 of these have resulted in convictions to date. In Oakland, the police department recovered 2,255 firearms between October 1998 and June 1999, and the Syracuse police department recovered 1,238 firearms between January 1997 and July 1999.

OJJDP also is funding an evaluation of this program by COSMOS Corporation of Bethesda, MD. Researchers are documenting and evaluating the process of community mobilization, planning, and collaboration needed to develop the comprehensive, collaborative approach to reducing gun violence among juveniles that OJJDP envisioned. Evaluators are examining the demonstration sites' logic models to identify relevant process and impact measures and also are assessing the sites' capacity-building efforts and achievement of short-term and long-term outcomes. Evaluators also have developed a training and technical assistance protocol package, which will be offered to selected communities that are focused on reducing gun violence through a collaborative planning process.

The OJJDP Bulletin *Fighting Juvenile Gun Violence* describes this program. The Bulletin is available from the Juvenile Justice Clearinghouse.

## School Resource Officers

Data from OJJDP's *Juvenile Offenders and Victims: 1999 National Report* indicate that children are safer at school than away from school. Nevertheless, families, school administrators, and communities continue to be concerned about school safety. In response to this concern, many police departments and schools are hiring school resource officers (SROs)—career law enforcement officers assigned to work with school and community-based organizations—to help prevent and respond to school crime. An SRO's role as law enforcement officer, counselor, teacher, and liaison between law enforcement, school, community, and family requires training beyond that received at a police academy.

Fox Valley Technical College (FVTC) of Appleton, WI, in partnership with OJJDP's National Center for Missing and Exploited Children (NCMEC) of Alexandria, VA, has developed a training program to help schools, communities, and juvenile justice agencies implement and sustain effective SRO programs. The training program, which is funded through the Department of Justice's Office of Community Oriented Policing Services (COPS), includes three components:

- ◆ The Chief Executive Officer Safe School Forum, designed for superintendents, police chiefs, chief probation officers, social services administrators, and chief prosecutors, discusses critical roles and responsibilities, information sharing, and policy issues related to school safety and juvenile justice.
- ◆ The School Resource Officer Leadership Program discusses standards of excellence and best practices and is designed for police officers designated to be SROs, their supervisors, school district and university police officers, and other school staff.
- ◆ The third component, Safe Schools Interagency Team Planning, brings together chief executives of schools and community, social service, and juvenile justice organizations to discuss information sharing, cooperation, and coordination efforts.

A technical assistance component, designed to sustain and support program development, also is available to eligible teams and participants who have completed training and have begun to implement an SRO program. An OJJDP Fact Sheet, *School Resource Officer Training Program*, is available from the Juvenile Justice Clearinghouse.

## *Transfer of the Responsibility for Child Protective Investigations to Law Enforcement Agencies*

In response to concerns about increasing demands on public child welfare agencies, the safety of children, and the capacity of law enforcement and social service agencies to deliver critical services, the State of Florida passed legislation in 1998 that allows jurisdictions to transfer the entire responsibility for

child protective investigations to a law enforcement agency. OJJDP, through an interagency agreement with the National Institute of Justice, is funding an evaluation of this activity. Evaluators are comparing child protection-related outcomes in three Florida counties where responsibility for investigation is being transferred to sheriff's offices with outcomes in three counties where social service agencies retain responsibility. The project is concerned primarily with whether children are safer when law enforcement agencies assume responsibility for child protective investigations, whether perpetrators of severe child abuse are more likely to face criminal sanctions, and whether there are impacts on other parts of the child welfare system. Also, a thorough process evaluation will be conducted to describe and compare the implementation process across the three counties. The evaluation is being conducted by the School of Social Work at the University of Pennsylvania in Philadelphia, PA.

## Chapter 5

# Comprehensive Community-Based Initiatives

In recent years, America's communities have made significant progress in reducing juvenile crime and victimization. This progress is attributable, in part, to strong efforts to develop comprehensive, community-based strategies, which combine prevention and early intervention programs with graduated sanctions that hold young offenders accountable in the juvenile justice system. OJJDP believes that community partnerships are necessary to ensure the continued decline of juvenile delinquency and violent crime. That is why the Office has supported the demonstration and evaluation of a number of community-based programs over the past several years.

Hundreds of communities across the Nation are developing community-based responses to juvenile delinquency and crime through OJJDP grants under the Title V Community Prevention Grants program. Communities in eight States are implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, which has been the cornerstone of OJJDP's programming for the past several years. Another six sites are implementing the SafeFutures program (based on the Comprehensive Strategy), which emphasizes the importance of providing a continuum of care at all developmental stages for at-risk and delinquent youth. In addition to these programs, which are highlighted in this chapter, OJJDP is helping communities across the Nation develop comprehensive approaches to reduce and prevent youth substance abuse (see page 9), truancy (page 12), gang violence (page 51), and juvenile gun violence (page 38) and to enforce underage drinking laws (page 36). These programs all illustrate the types of comprehensive responses OJJDP believes are necessary to reduce delinquency and increase public safety.

### Community Prevention Grants Program

The Title V Community Prevention Grants program (Title V) provides incentives to communities to use a comprehensive strategic approach to developing and implementing community-based, data-driven plans that address the prevention of juvenile delinquency. Enacted by Congress in 1992, Title V is the only Federal assistance funding source dedicated solely to delinquency prevention. Congress appropriated \$42.5 million for this program in FY 2000.

OJJDP awards Title V discretionary grants to States based on the relative size of their population subject to original juvenile court jurisdiction. The States, in turn, award the funds to qualified units of local government (i.e., a city, county, town, borough, parish, village, or Indian tribe that performs law enforcement functions) to implement delinquency prevention plans that meet their local needs.

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 of and investment in these programs is significant and has contributed to the overall success of the Title V program. Further, many States and communities have provided more than the required match and have incorporated the Title V program model into other grant programs.

From 1994 to 2000, 1,100 communities in 49 States, Washington, DC, and 5 territories (referred to collectively herein as "States") have received Title V subgrants. Title V helps these communities focus on making systemwide changes rather than simply establishing new programs. The grantees have created communitywide systems change by involving a wide

variety of individuals and groups in prevention activities. They also have promoted broader community perspectives, increased communication among key community agencies and systems, reduced gaps and duplication in services, shared resources, and leveraged additional resources. The communities have created programs—such as afterschool recreation, tutoring, conflict resolution, and family strengthening—that have provided youth with opportunities to develop the social and academic skills they need to avoid problem behaviors and experience success.

OJJDP enhanced its administration of the Title V program in FY 2000 by conducting training sessions for OJJDP staff to increase their understanding of program requirements and guidelines and by developing a Title V program monitoring checklist to help OJJDP staff monitor Title V activities more closely. OJJDP expanded training for State Juvenile Justice Specialists and Title V coordinators. The Office also awarded funds to a new Title V training and technical assistance contractor, Development Services Group, Inc. (DSG) of Bethesda, MD. DSG established a listserv for Title V coordinators and developed a Title V newsletter for States and local subgrantees. To facilitate information exchange and dissemination, DSG completed drafts of Title V training modules and began field testing and delivering a new training curriculum. (The curriculum is a work-in-progress, intended to be refined with input from the field on an ongoing basis.) OJJDP also introduced an updated *Title V Community Self-Evaluation Workbook*, an important step toward making evaluation an integral part of delinquency prevention plan development and implementation.

In FY 1998, OJJDP began funding an impact evaluation of the Title V program in 6 States—Hawaii, Michigan, Nebraska, Pennsylvania, Vermont, and Virginia—and 11 subgrantee sites in these States. Caliber Associates of Fairfax, VA, is conducting the evaluation. To further strengthen the Title V program, OJJDP encouraged collaboration between DSG (the training and technical assistance contractor) and Caliber. Together with OJJDP, DSG and Caliber have jointly conducted

Title V training at regional conferences and at OJJDP's national conference and have contributed to the new Title V newsletter.

The structure and support OJJDP has provided to Title V grantees have contributed significantly to the progress made in many communities. Across the Nation, thousands of citizens have learned the value of comprehensive delinquency prevention planning that focuses on protecting the community and meeting the needs of at-risk youth. As communities have become more proficient in implementing this approach, they have begun to experience significant improvements in juvenile problem behaviors and risk factor reduction and in other areas, including collaboration among community agencies and organizations, coordination of program services, and access to funds. In addition, recognizing the accomplishments that have taken place at the local level, many State agencies are now using the Title V principles to improve State-level planning and guide the administration of other grant programs.

## *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*

OJJDP published the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* in 1993 and the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* in 1995 to help States and local communities reduce juvenile delinquency, improve their juvenile justice systems, and deal with the relatively small number of serious, violent, and chronic juvenile offenders by developing and implementing a comprehensive strategic planning process. The Comprehensive Strategy calls for establishing a framework that provides a comprehensive continuum of services for youth and families from prenatal care to correctional aftercare programs. The Comprehensive Strategy is data driven, research based, and outcome focused; each program and practice developed by this approach is designed to reduce the risk factors that contribute to juvenile delinquency and/or build

protective factors that buffer children from the impact of risk factors. It includes a variety of delinquency prevention services and graduated sanctions to reduce risk factors and build protective factors. This community-based juvenile justice planning framework has demonstrated the capacity to bring about systemic change in the way that States and local communities identify, prioritize, and address juvenile delinquency and associated family and community issues. The Comprehensive Strategy is an inclusive process that requires commitment, leadership, and energy.

OJJDP has provided intensive training and technical assistance to eight States—Florida, Iowa, Maryland, Ohio, Oregon, Rhode Island, Texas, and Wisconsin. Within these States, 42 local communities have completed and are implementing 5-year Comprehensive Strategy plans. The training and technical assistance are based on the development of the Title V strategic planning process and results of pilot testing in three county jurisdictions. Communities in the eight States have embraced the comprehensive strategic planning framework and have demonstrated improved effectiveness in identifying risk factors that contribute to juvenile delinquency. Many of the communities report that the Comprehensive Strategy planning process has enhanced coordination among agencies and service providers, thereby reducing duplication of services. Communities also have used the momentum gained during the planning process to reallocate resources in a way that supports effective programs and encourages greater accountability for agencies providing services to children and families. Additionally, several communities have successfully accessed additional local, State, and Federal funds to support activities that were identified in their strategic plans.

In FY 2000, OJJDP began an evaluation of the Comprehensive Strategy, including the planning process used by the eight States; finalized a Comprehensive Strategy training curriculum that was developed and field tested within the States; developed a Comprehensive Strategy workbook to provide States and communities with a format for creating an effective and dynamic written plan; and

allocated funds to support implementation of the Comprehensive Strategy in Ohio, Oregon, and Wisconsin. In October 2000, OJJDP also adopted a revised approach and protocol for delivering Comprehensive Strategy training and technical assistance. This revision permits OJJDP to respond to requests for information from States and sites throughout the Nation by using the lessons learned from the experiences in the original pilot sites and eight States to further develop an effective strategic planning framework.

### *SafeFutures*

OJJDP has supported the SafeFutures: Partnerships To Reduce Youth Violence and Delinquency program since 1995. SafeFutures emphasizes the importance of providing a continuum of care at all developmental stages for youth who are delinquent or are at risk of becoming delinquent. Since 1995, OJJDP has awarded annual grants of up to \$1.41 million to Boston, MA; Contra Costa County, CA; Fort Belknap Indian Community, MT; Imperial County, CA; St. Louis, MO; and Seattle, WA. These sites have been developing comprehensive plans that provide appropriate prevention, intervention, and treatment services and graduated sanctions for at-risk and delinquent youth.

During FY 2000, the sites focused on refining this continuum-of-care approach through better integration and coordination of services. For example, Imperial County established an interagency care coordination team to deliver and broker services for youth at risk of out-of-home placement. Fort Belknap established a care coordination system that features assessment, care planning, and advocacy and helps families navigate the multiple tribal, State, and Federal programs in Indian Country.

Grantees also have given specific attention to systems change and program sustainment. Seattle is completing a study of the feasibility of reallocating resources from detention and placement to prevention and early intervention. Imperial County is blending funds across agencies and funding categories. Boston has leveraged additional funds for

enhanced afterschool programs and for programs to serve youth who have been injured through violence.

During FY 2000, sites also increased their focus on providing services to high-risk youth and delivered these services—through street outreach, home visits, and other activities—at times and places convenient for youth and families. For example, Contra Costa County used data to identify youth most at risk for perpetrating or being victimized by gang violence and St. Louis refined a screening process to identify individual high-risk youth.

OJJDP also is funding a national evaluation to determine the success of the SafeFutures initiative and to track lessons learned at each of the six sites. The Urban Institute of Washington, DC, is conducting the evaluation, which is examining the implementation process, stakeholders' perceptions of systems change, community indicators of change, client and family experiences with the SafeFutures program, and case outcomes. The evaluators also

are helping sites fully implement the Client Indicator Data Base (CIDB), which captures specific client outcome measures for youth in the areas of education and delinquent and other antisocial or self-damaging behavior. CIDB also measures service delivery and networking among agencies that serve youth who are at high risk of delinquency and who may be in need of multiple services offered either by SafeFutures or by other existing community programs.

In November 2000, OJJDP published *Comprehensive Responses to Youth At Risk: Interim Findings From the SafeFutures Initiative*. This publication draws on information obtained through multiple visits to each SafeFutures community during the first 3 years of the initiative, followup discussions with selected participants to clarify aspects of program implementation, and analyses of secondary documents. The publication is available from the Juvenile Justice Clearinghouse.

## Chapter 6

# Reducing the Victimization of Children

Protecting children from violent crime, child abuse and neglect, and other forms of victimization is one of OJJDP's primary goals. The Office funds a number of programs to help keep children safe. One of its accomplishments in FY 2000 was to establish a Child Protection Division, which will help the Office consolidate and more efficiently manage its many activities related to child protection issues. An OJJDP Bulletin, *Keeping Children Safe: OJJDP's Child Protection Division*, describes this new division and is available from the Juvenile Justice Clearinghouse.

Several of the activities OJJDP supports to help keep children safe address child abuse and neglect. These activities include programs that provide advocates for abused and neglected children at dependency court hearings and train teams to work on child abuse cases, including sexual abuse and child fatalities. Other programs offer training to law enforcement agencies, prosecutors, and social service agencies on effective approaches for addressing child abuse. Another initiative, Safe Start, is helping nine communities respond to and protect children who have been exposed to violence in their families and communities. OJJDP also is funding several programs to respond to the newest area of child victimization, online sexual exploitation, brought about by the rapid growth of the Internet. Since 1984, OJJDP has funded the National Center for Missing and Exploited Children (NCMEC) to serve as a national resource center and clearinghouse providing assistance to family members, law enforcement personnel, prosecutors, and the general public in recovering missing and exploited children.

This chapter highlights these and other aspects of OJJDP's efforts to help reduce the victimization of children. The activities discussed illustrate OJJDP's commitment to providing services for children and parents, educators, prosecutors, law enforcement

personnel, and other professionals and interested persons working on child safety issues.

## Children Exposed to Violence Initiative

In 1999, the U.S. Departments of Justice and Health and Human Services convened a National Summit on Children Exposed to Violence. The Summit brought together 150 professionals from law enforcement agencies, the courts, child and family services and mental health agencies, and Federal, State, and local governments. Summit participants developed a framework for understanding and addressing children's exposure to violence. This framework became the basis of *Safe From the Start: Taking Action on Children Exposed to Violence*, a blueprint for Federal, State, and local action to help children who have been exposed to violence. Published by OJJDP in 2000, *Safe From the Start* offers both general principles and specific suggestions for meeting the needs of children who have been victims of or witnesses to violence. It also provides examples of effective programs and lists of available resources. The document is available from the Juvenile Justice Clearinghouse.

## Children's Advocacy Centers

Children's Advocacy Centers (CACs) are child-focused, child-friendly programs that bring together teams of investigators, prosecutors, medical personnel, and social service and mental health professionals to work on child abuse cases. During FY 2000, OJJDP continued to fund the National Children's Alliance (NCA) of Washington, DC, and four Regional Children's Advocacy Centers (RCACs), which encourage and help other communities to establish centers. The Regional Centers are Midwest

RCAC (St. Paul, MN), Northeast RCAC (Philadelphia, PA), South RCAC (Huntsville, AL), and West RCAC (Pueblo, CO). For information on the regional centers, phone NCA at 800-239-9950 or visit NCA's Web site ([www.nca-online.org](http://www.nca-online.org)).

During FY 2000, NCA produced a number of publications, including *Best Practices (Third Edition)* and *Putting Standards Into Practice*, that guide communities in establishing and strengthening CACs. NCA also provided onsite training and technical assistance to some 20 CACs across the country, received an average of 456 calls per month requesting information about the CAC model, and approved 16 CACs for full membership in the alliance. NCA also worked with the RCACs on a number of activities, including identifying culturally competent practices, implementing telemedicine pilot projects, and developing CACs in underserved areas and tribal communities.

## *Court Appointed Special Advocate Program*

Court Appointed Special Advocate (CASA) programs help ensure that abused and neglected children receive timely and effective representation in dependency hearings. CASA volunteers are appointed by judges to advocate in court for the best interests of abused or neglected children. During FY 2000, OJJDP continued to fund the National Court Appointed Special Advocate Association (NCASAA) of Seattle, WA. The association provides specialized training, technical assistance, information, and resources to States and local jurisdictions to support the development of new CASA programs and strengthen and expand existing ones. NCASAA is focusing efforts on communities where representation rates are low, numbers of abused and neglected children are high, and service systems are not meeting the needs of families and children. In FY 2000, more than 900 CASA programs in 49 States, the District of Columbia, and the U.S. Virgin Islands served more than 200,000 children. NCASAA provided onsite monitoring and technical assistance to local CASA grantees and held an annual national conference. NCASAA produces a

number of publications, which are available through its Web site ([www.nationalcasa.org](http://www.nationalcasa.org)).

## *Crimes against Children Research Center*

OJJDP has supported the Crimes against Children Research Center (CCRC) at the University of New Hampshire in Durham, NH, since 1998. The Center supports research and undertakes surveys and statistical analyses to help the public, policymakers, law enforcement personnel, and child welfare practitioners combat crimes against children. CCRC focuses on research about the nature and impact of crimes such as child abduction, homicide, rape, assault, and physical and sexual abuse. CCRC researchers have also conducted a survey on youth Internet safety, which is described on pages 47 and 48.

OJJDP created a new Bulletin series—Crimes Against Children—that presents the latest information about child victimization, including analyses of victimization statistics, studies of child victims and their special needs, and descriptions of programs and approaches that address these needs. The Bulletins summarize data from the National Crime Victimization Survey and the National Incident-Based Reporting System (NIBRS). To date, OJJDP has published the following Bulletins in the series: *Characteristics of Crimes Against Juveniles*, *Juvenile Victims of Property Crimes*, *Kidnaping of Juveniles: Patterns From NIBRS*, and *The Decline in Child Sexual Abuse Cases*. The Bulletins are available from the Juvenile Justice Clearinghouse.

## *Internet Crimes Initiatives*

OJJDP's Internet Crimes Against Children Task Force (ICAC Task Force) program is helping communities protect children from online victimization. This initiative encourages States and local law enforcement agencies to develop and implement regional multijurisdictional, multiagency task forces to prevent and respond to online crimes against children. Since this program was developed in 1998, task force agencies have arrested 420

offenders, identified hundreds of investigative targets, seized 825 computers, provided training to 10,000 prosecutors and law enforcement officers, and reached thousands of children, parents, and educators with information about safe online practices for children and teenagers.

With the addition of 20 new regional task forces in FY 2000, the ICAC program is now providing forensic, investigative, and prevention services in 31 States. The following law enforcement agencies received FY 2000 grants: Alabama Department of Public Safety; Connecticut State Police; Cuyahoga County (OH) Office of the Prosecuting Attorney; Delaware County (PA) Office of the Prosecuting Attorney; Hawaii Office of the Attorney General; Knoxville (TN) Police Department; Las Vegas Metropolitan Police Department, Clark County, NV; Maryland State Police; Massachusetts Department of Public Safety; Michigan State Police; Nebraska State Patrol; North Carolina Division of Criminal Investigation; Oklahoma State Bureau of Investigation; Phoenix (AZ) Police Department; Saint Paul (MN) Police Department; San Diego (CA) Police Department; Seattle (WA) Police Department; Sedgewick County (KS) Sheriff's Department; Utah Office of the Attorney General; and Wyoming Division of Criminal Investigation.

Other ICAC program activities in FY 2000 included directing SEARCH Group, Inc., of Sacramento, CA, the ICAC technical assistance and training provider, to develop and deliver a hands-on investigative course and a national 3-day training workshop that focused on emerging technology and its relevance to criminal activities and ICAC investigative efforts. OJJDP also introduced the Investigative Satellite Initiative (ISI), which broadens the impact of the ICAC Task Force program by building the forensic and investigative capacities of smaller State and local law enforcement agencies. Under the ISI program, agencies lacking the resources to commit to full-time regional task forces may still acquire OJJDP funds to train and equip local officers to respond to cases of child pornography and enticement through the Internet.

The National Center for Missing and Exploited Children (NCMEC) continued to play a role in making cyberspace a safer place for children. The Center's CyberTipline ([www.cybertipline.com](http://www.cybertipline.com)) has now received more than 20,000 reports of suspicious online activity and plays an increasingly important role in ensuring that reports from children, parents, and other sources are routed to appropriate law enforcement agencies. At the request of OJJDP, NCMEC hosted a national investigative planning session and provided two weeklong policy orientation seminars for the new ICAC Task Forces.

NCMEC, in cooperation with Fox Valley Technical College of Appleton, WI, also sponsors a series of Protecting Children Online training courses to help law enforcement investigators, commanders of law enforcement units, and prosecutors focus on Internet crimes against children. The course for prosecutors is new—it was pilot tested in FY 2000 and will be offered for the first time in FY 2001.

## *Internet Safety Survey*

Commissioned by NCMEC and supported by OJJDP, the Youth Internet Safety Survey collected information about incidents of possible online victimization of youth. The survey, which was conducted in FY 2000 by researchers from the Crimes against Children Research Center, included telephone interviews with a national sample of 1,501 youth ages 10–17 who used the Internet regularly (at least once a month for the past 6 months). The survey addressed three main issues: sexual solicitations and approaches, unwanted exposure to sexual material, and harassment. Major survey findings include the following:

- ◆ Many youth are victims of online sexual solicitations. Almost one in five (19 percent) of the young Internet users surveyed said they had received an unwanted sexual solicitation in the past year.
- ◆ Many youth are exposed to sexually explicit pictures on the Internet without seeking or expecting them. Twenty-five percent of the surveyed youth reported unwanted exposures to sexual material.

- ◆ Some youth are victims of online harassment. Six percent of the survey respondents reported harassment incidents (threats, rumors, or other offensive behavior) during the past year.
- ◆ Overall, few of the solicitations, exposures, and harassments were reported to authorities (police, hotlines, Internet service providers, or teachers). Only 18 percent of even the most serious incidents—aggressive solicitations—were reported. When reports were made, they were usually directed to Internet service providers.

Complete results from the survey are available in *Online Victimization: A Report on the Nation's Youth*, which was published in June 2000 and can be downloaded at [www.missingkids.com](http://www.missingkids.com) (select the links "Education & Resources," "Library of Resources," and "Internet"). An OJJDP Fact Sheet, *Highlights of the Youth Internet Safety Survey*, is available from the Juvenile Justice Clearinghouse.

## *National Center for Missing and Exploited Children*

NCMEC is a national resource center and clearinghouse dedicated to serving missing and exploited children and their families. Located in Alexandria, VA, the Center operates a toll-free hotline (800-843-5678) where citizens can report investigative leads and parents and other interested individuals can receive information about missing children. During FY 2000, NCMEC's hotline received approximately 103,000 calls, ranging from citizens reporting information about missing children to parents and law enforcement personnel requesting information and publications. NCMEC also produced a number of publications, which are available on its Web site ([www.missingkids.com](http://www.missingkids.com)).

During FY 2000, NCMEC assisted in the recovery of hundreds of children and disseminated millions of photographs of missing children. The Center also sponsored a national training workshop for State missing children clearinghouses and missing children nonprofit organizations.

NCMEC also assists the State Department in enhancing effective compliance with the Hague Convention on the Civil Aspects of International Child Abduction, a treaty designed to deter international child abduction. Through an interagency agreement, the U.S. Department of Justice's Office for Victims of Crime transferred funds to OJJDP for NCMEC to provide assistance in cases of international parental abduction, including emergency transportation for American parents, crisis intervention services, assistance in participating in criminal justice proceedings, and payment for forensic medical examinations of victims. In FY 2000, NCMEC handled 48 such cases that involved 66 children.

NCMEC also operates the Jimmy Ryce Law Enforcement Training Center (JRLETC), which offers two law enforcement training programs designed to improve investigative responses to missing children cases. The Chief Executive Officer seminar approaches missing children cases from a management perspective and offers police chiefs and sheriffs information about coordination and communication issues, resource assessment, legal concerns, and policy development. The Responding to Missing and Abducted Children course focuses on investigative techniques for all aspects of missing children cases. In FY 2000, 424 police chiefs and sheriffs and 409 investigators participated in these training programs.

## *National Center for Prosecution of Child Abuse*

The National Center for Prosecution of Child Abuse (NCPCA), operated by the American Prosecutors Research Institute of Alexandria, VA, offers training and technical assistance to help improve the investigation and prosecution of child abuse cases. During FY 2000, NCPCA staff conducted dozens of training sessions attended by hundreds of prosecutors and investigators. The Center also provided individual consultation services, maintained an extensive library of resources for prosecutors, and published a monthly newsletter and a series of State statutes, training materials, conference

reports, and other written resources. NCPA assistance benefited law enforcement officials, social workers, therapists, and other personnel involved in the investigation of child abuse cases. More information about NCPA is available on its Web site ([www.ndaa.org/apri/NCPA/Index.html](http://www.ndaa.org/apri/NCPA/Index.html)).

### *Parents Anonymous®*

Parents Anonymous®, Inc., of Claremont, CA, is a national child abuse prevention organization. Since 1994, OJJDP has been helping Parents Anonymous® replicate its self-help model, which is designed to strengthen families and reduce child maltreatment. In FY 2000, this organization continued to expand the number of local groups and the number of parents attending meetings, the diversity of populations served, training and technical assistance, and curriculum and other resource materials. Parents Anonymous® also developed a national database. In the past year, newly accredited organizations were added in the District of Columbia, Kentucky, New York, and North Carolina. Parents Anonymous® also conducted intensive training for local executive directors, staff members, and volunteers regarding its new Children's Program, which is designed to give children a structured opportunity to deal with issues of self-esteem and development while their parents attend group meetings. Initially tested in 4 locations, the Children's Program added more than 50 new locations across the country as a result of training efforts by Parents Anonymous®. More information about Parents Anonymous® is available on its Web site ([www.parentsanonymous.org](http://www.parentsanonymous.org)).

In FY 2000, OJJDP began funding a national evaluation of Parents Anonymous® through the National Council on Crime and Delinquency (NCCD) of Oakland, CA. NCCD researchers are conducting a process evaluation that will examine the nature of the Parents Anonymous® program, its implementation, and its participants. The researchers also are conducting an outcome evaluation to examine the effects of the program on participants, compare the parenting performance of participants and nonparticipants, and measure the effects of the

program on both risk and protective factors related to child abuse.

### *Safe Start Initiative*

Preliminary research findings show that children who have witnessed domestic violence experience higher levels of childhood behavioral, social, and emotional problems than children who have not witnessed such violence and that viewing or hearing violent acts may often have the same lasting emotional effects on children as being a direct victim of violence. In light of these findings, OJJDP initiated a new program during FY 1999 to help communities intervene early in the lives of children exposed to violence in order to protect them from further violence and provide them with the treatment they need to recover. The Safe Start Initiative strives to prevent and reduce the impact of family and community violence on young children (primarily from birth to age 6) by creating more comprehensive service delivery systems. Currently, nine communities are participating in the Initiative: Baltimore, MD; Bridgeport, CT; Chatham County, NC; Chicago, IL; Pinellas County, FL; Rochester, NY; San Francisco, CA; Spokane, WA; and Washington County, ME. Each community is working to expand partnerships among service providers in key areas such as early childhood education and development, health, mental health, domestic violence, substance abuse prevention and treatment, crisis intervention, child welfare, law enforcement, and the courts.

During FY 2000, the nine communities reviewed existing services, policies, and funding streams; collected data; and identified strengths, needs, and gaps. Based on its comprehensive assessment, each community is now developing a 5-year strategic plan that will identify a vision for the project and outline a comprehensive response to children exposed to violence. The National Center for Children Exposed to Violence of New Haven, CT, is coordinating training and technical assistance for Safe Start communities. A national evaluation team is conducting an intensive assessment of Safe Start

activities in the nine communities. The team, which is working in collaboration with local evaluators in the communities, includes researchers from the Association for the Study and Development of Community of Gaithersburg, MD; Caliber Associates, Inc., of Fairfax, VA; Research Triangle Institute of Research Triangle, NC; and Roper Starch Worldwide of Princeton, NJ.

In addition to these nine communities, OJJDP is helping three other cities—Miami, FL; New Orleans, LA; and Newark, NJ—develop and implement improvements to services for children exposed to violence. The national evaluation team also is assessing activities in these cities.

An OJJDP Fact Sheet, *Children's Exposure to Violence: The Safe Start Initiative*, summarizes Safe Start activities. The Fact Sheet is available from the Juvenile Justice Clearinghouse.

## *Training and Technical Assistance*

Addressing issues associated with missing, exploited, and abused children can be complex, cumbersome, and often frustrating for those responsible for protecting children. To help ensure that juvenile justice professionals have the skills and information

they need to address the myriad issues that surround these types of cases, OJJDP, through Fox Valley Technical College (FVTC) of Appleton, WI, offers a comprehensive program of training and technical assistance for law enforcement, prosecutors, and health and family services professionals.

Training focuses on investigative techniques, interview strategies, comprehensive response planning, media relations, lead and case management, and other topics related to missing and exploited children cases. During FY 2000, FVTC provided training or technical assistance to more than 6,000 individuals. FVTC also provided specialized technical assistance to State and local practitioners and juvenile justice agencies on Internet crimes against children, information sharing, response planning, child protection legislation, and multidisciplinary team development.

FVTC offers five courses related to missing and exploited children: Child Abuse and Exploitation Investigative Techniques; Team Investigative Process for Missing, Abused, and Exploited Children; Child Sexual Exploitation Investigations; Investigating Fatal Child Abuse and Neglect; and Responding to Missing and Abducted Children. FVTC also developed a new course to help law enforcement investigate child fatalities.

## Chapter 7 Gang Initiatives

According to OJJDP's 1999 National Youth Gang Survey (the latest survey from which data are available), youth gangs continue to be widespread across the United States. Nearly half of the law enforcement agencies that responded to the survey reported gang activity in their jurisdictions in 1999. Although the estimated number of gangs decreased from 1998, the estimated number of gang members increased, and estimates of both gangs (more than 26,000) and gang members (more than 840,500) remained high in 1999.

For the past several years, OJJDP has supported the development and implementation of a comprehensive gang prevention, intervention, and suppression program that includes helping communities develop comprehensive responses to youth gangs, funding research and evaluation activities, providing training and technical assistance, and disseminating information and data about gangs. Just as important, the Office has used findings from the National Youth Gang Surveys and feedback from its grantees to develop new initiatives to address youth gangs. For example, the surveys have shown that although the prevalence of youth gangs is decreasing nationwide, it is increasing in rural communities. In response to this finding, OJJDP is helping four rural communities assess their gang problems. The Office also has developed a new demonstration program to help schools address youth gang problems.

OJJDP funds the National Youth Gang Center—a one-stop shop for up-to-date information and data about gangs and effective responses to them. OJJDP also produces and distributes information to help juvenile justice practitioners respond to youth gangs.

This chapter highlights these and other OJJDP research, evaluation, training and technical assistance, and dissemination activities related to youth

gangs. These activities reflect OJJDP's commitment to helping communities respond to gangs and the violence associated with them.

### *Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program*

In FY 1995, OJJDP awarded funds to five jurisdictions (Bloomington, IL; Mesa, AZ; Riverside, CA; San Antonio, TX; and Tucson, AZ) to help them reduce gang violence by implementing OJJDP's Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program (OJJDP Comprehensive Gang Model). The Model includes five key strategies: mobilizing communities, providing youth opportunities, suppressing gang violence, providing social intervention (services) and street outreach, and facilitating organizational change and development in community agencies. After funding the five original sites for 4 years, OJJDP provided continuation funding in FY 1999 to further support two of the sites. Although all five cities served as promising demonstration sites, OJJDP awarded additional funding to Mesa and Riverside, based on their strong prospects for sustaining the comprehensive approach, program performance, preliminary evaluation data, and evidence that they were continuing to develop promising strategies. By the end of FY 2000, preliminary findings documented success in both Mesa and Riverside (including reduction in gang offending among almost 300 targeted youth), and the two communities received local support to continue their programs beyond the fifth year of Federal funding. In 2000, the Maricopa County (AZ) Association of Governments recognized the achievements of the

Mesa Gang Intervention Project with a “Desert Peaks Award” for its strong public-private collaborations in addressing youth gang violence.

OJJDP also is funding an evaluation of the program by the School of Social Service Administration at the University of Chicago in Chicago, IL. Evaluators helped each of the five original sites establish realistic and measurable objectives, document

program implementation, and measure the impact of this comprehensive approach. They also provided interim feedback to the program implementors and trained the local site interviewers. During FY 2000, the evaluation team continued to gather and analyze data, monitor and oversee the quality control of data, assist with interviews, and provide feedback to project sites. Full evaluation results for three of the five program sites are expected in spring 2002. Results for the other sites and cross-site findings will follow.

## **Mesa Gang Intervention Project**

In FY 1995, OJJDP selected the City of Mesa (AZ) to be one of five communities to implement and test the OJJDP Comprehensive Gang Model. Since that time, the Mesa Gang Intervention Project (MGIP) has become an exciting and promising gang intervention program. The program targets youth in Mesa who are gang involved and youth who are at high risk for gang involvement. It provides a range of services, including job skill development, counseling, drug and alcohol treatment and prevention, tattoo removal services, and outreach activities. It monitors gang-involved youth, holding them accountable for negative behaviors. The program has developed into a partnership with many agencies in Mesa, including police, adult and juvenile probation, United Way, local Boys & Girls Clubs, other youth-serving agencies, and private businesses/corporations. Preliminary evaluation information from MGIP indicates that the program looks very promising in reducing youth gang crime among targeted youth. Additionally, the program has been well received locally, and most program components and staff have been sustained with local funds. Because of these promising results, OJJDP has designated the Mesa program to function as a “host” site for future OJJDP training on the Comprehensive Gang Model and will provide Mesa with limited funds to assist in supporting this activity.

## *Gang Prevention Through Targeted Outreach With Boys & Girls Clubs*

OJJDP provides funds to the national Boys & Girls Clubs of America organization of Atlanta, GA, to help local affiliate clubs prevent youth from entering gangs, intervene with gang members in the early stages of gang involvement, and divert youth from gangs into more constructive activities. This program reflects a long-term collaboration between OJJDP and Boys & Girls Clubs to reduce problems of juvenile gangs, delinquency, and violence. The national organization provides training and technical assistance to local gang prevention and intervention sites and to other clubs and organizations through regional training sessions and national conferences. During FY 2000, Boys & Girls Clubs added 30 new gang prevention sites, 5 new gang intervention sites, and 3 new “targeted reintegration” sites (where clubs provide services to youth returning to the community from juvenile correctional facilities, with the goal of preventing them from returning to gangs and violence). The targeted reintegration component of this initiative has been of great interest to many local clubs and communities. As of FY 2000, 75 local Boys & Girls Clubs were receiving direct funding support through the targeted outreach program. Also in FY 2000, Boys & Girls Clubs of America hosted its Sixth Annual Youth Gang Symposium in Atlanta, GA. The Symposium, which was attended by hundreds of Boys & Girls Club professionals and

interested community agency representatives, featured promising approaches to gang-related prevention, intervention, and reintegration that have been implemented by local clubs across the country.

OJJDP is funding an evaluation of the Gang Prevention Through Targeted Outreach Program by Public/Private Ventures of Philadelphia, PA. A report detailing the effectiveness of the program across multiple sites is expected in FY 2001.

### *National Youth Gang Center*

OJJDP established the National Youth Gang Center (NYGC) at the Institute for Intergovernmental Research of Tallahassee, FL, in 1994, to expand and maintain the body of critical knowledge about youth gangs and effective responses to them. One of NYGC's major activities is to conduct an annual survey of police and sheriff's departments to determine the extent of the Nation's gang problem. As noted earlier in this chapter, results from the 1999 National Youth Gang Survey (the latest survey from which data are available) suggest that the youth gang problem continues to be widespread and substantial across the United States. Detailed results from the 1998 survey are discussed in an OJJDP Summary, *1998 National Youth Gang Survey*, and key findings from the 1999 survey are summarized in an OJJDP Fact Sheet, *Highlights of the 1999 National Youth Gang Survey*; both publications are available from the Juvenile Justice Clearinghouse.

NYGC has developed a new Indian Country component for the annual National Youth Gang Survey, to be implemented in FY 2001. The new component is assessing the prevalence, composition, and activities of youth gangs in federally recognized tribes that are not traditionally included in the national survey of law enforcement officials.

NYGC also has played a major role in the Gang-Free Schools and Communities Initiative, launched by OJJDP in FY 2000. The two components of this Initiative are described on page 54. The Center helped OJJDP develop the Initiative and promote it in communities that reported youth gang problems in NYGC's annual survey.

NYGC also provides technical support to the National Youth Gang Consortium, which is convened by OJJDP three times a year to bring together all Federal departments and agencies engaged in anti-gang activities. The consortium builds partnerships and coordinates Federal resources to help communities develop local comprehensive approaches to gang prevention, intervention, and suppression.

NYGC also maintains a Web site ([www.iir.com/nygc/](http://www.iir.com/nygc/)) that is a comprehensive resource for information about gang programs, research, and legislation, including full-text publications, bibliographies of publications relating to gang research, and lists of gang legislation broken down by State and subject. NYGC also maintains GANGINFO, an electronic mailing list with some 850 subscribers, which provides a forum for professionals to exchange information about youth gangs.

### *Publications*

In addition to the National Youth Gang Survey publications discussed above, OJJDP also published two gang-related Bulletins in its Youth Gang Series in FY 2000. Using the results of the 1996 National Youth Gang Survey, *Youth Gang Drug Trafficking* analyzes the participation of youth gang members in drug sales and the role of gangs in drug distribution. *Youth Gangs in Schools* analyzes findings from the School Crime Supplements to the National Crime Victim Survey, describes characteristics of gangs in schools, and discusses factors that contribute to gang prevalence in schools. OJJDP also published a gang-related Fact Sheet, *Vietnamese Youth Gang Involvement*, which discusses a study by the city of Westminster in Orange County, CA, that examined factors related to gang involvement by Vietnamese American youth. An FY 2001 Bulletin, *Female Gangs: A Focus on Research*, summarizes both past and current research on female gangs and draws attention to programmatic and research needs. These publications are available from the Juvenile Justice Clearinghouse.

## *Research Activities*

In addition to the evaluations of the gang programs discussed above and NYGC's research activities, OJJDP also funds several other gang-related research activities. Two studies are focusing on youth gangs in Indian Country, including the Navajo Nation (see page 62). Another is examining how youth are socialized into gangs in a city with an emerging gang problem. Other studies are investigating girls and gangs, youth gangs in Europe, and gangs in juvenile detention and corrections facilities. Another is surveying school-based gang prevention and intervention programs.

## *Rural Gang Initiative*

Recognizing that rural areas also face youth gang issues, OJJDP awarded grants in 1999 to four rural communities—Elk City, OK; Glenn County, CA; Longview, WA; and Mount Vernon, IL—to conduct comprehensive assessments of their local youth gang problems and to determine the feasibility of implementing OJJDP's Comprehensive Gang Model, described on pages 51 and 52. During FY 2000, each site (with assistance from NYGC) collected data from multiple sources, including police, schools, courts, and community residents. The data collection effort included community surveys and focus groups; topics included gang crime, the presence of risk factors for gang membership, and community demographics. Each site used this information to determine the nature and scope of its youth gang problems. A steering committee of community representatives then developed a response to the problems.

In two communities, Longview and Elk City, it was determined that an intensive gang intervention effort such as OJJDP's Comprehensive Gang Model was not necessary. Instead, these communities will use their data to develop gang prevention services and to implement a less intensive intervention for delinquent and gang-involved youth. In Mount Vernon and Glenn County, it was determined that a more intensive intervention effort was required. They began implementing the Comprehensive Gang Model in

accordance with a locally developed, data-driven strategic plan that incorporates prevention, intervention, and suppression strategies. NYGC will continue to provide training and technical assistance to assist these communities in implementing the Model.

In FY 2000, OJJDP awarded a grant to the National Council on Crime and Delinquency (NCCD) of Oakland, CA, to evaluate the rural gang initiative. NCCD has conducted case studies to document and analyze the 1-year community assessment and program planning efforts across the four sites. These case studies will be used to develop a model approach to assessing community gang problems in rural areas.

## *On the Horizon*

During FY 2000, OJJDP expanded its comprehensive approach to youth gangs by launching two new initiatives to help communities and schools address gangs and gang violence. The initiatives were developed in collaboration with the U.S. Departments of Education, Health and Human Services, Labor, and the Treasury. Competitive applications were solicited in late summer, and OJJDP will make grant awards in 2001. The two initiatives are as follows:

- ◆ **The Comprehensive Gang Model: An Enhanced School/Community Approach to Reducing Youth Gang Crime.** This initiative will provide grants to four demonstration sites to implement school-focused enhancements to the OJJDP Comprehensive Gang Model. The enhancements will build on the Model's original framework and on current efforts to prevent youth violence in general and violence in schools. NYGC will provide training and technical assistance to the grantees. OJJDP also will fund a national evaluation of the sites' efforts.
- ◆ **The Gang-Free Communities Program.** This initiative will offer seed funding to as many as 12 communities to replicate the OJJDP Comprehensive Gang Model. NYGC will provide training and technical assistance to the grantees.

## *Chapter 8*

### *Gender Initiatives*

FBI statistics show that between 1994 and 1998, arrests of female juveniles either increased more or decreased less than arrests of male juveniles in most offense categories. In 1980, females represented only 11 percent of all juvenile arrests for violent offenses. By 1998 (the most recent year for which this analysis is available), that proportion had increased to 17 percent. The increase in arrests of female juveniles affects several levels of the juvenile justice system, from probation services to residential programs and aftercare. Between 1988 and 1997, the number of delinquency cases involving males increased 39 percent and cases involving females increased 83 percent. Although the relative change in delinquency case rates was greater for females than for males in all major offense categories, the proportion of females in the juvenile justice system remains relatively small; thus, females continue to be an easily overlooked minority in the system.

OJJDP is helping the Nation address this issue by funding several research and demonstration activities designed to help improve the response of the juvenile justice system to court-involved girls. The Office also developed two major new programs that will help provide the solid research and information needed to prevent and reduce girls' involvement in delinquency and violence. The programs described in this chapter illustrate OJJDP's commitment to developing and funding programs that meet the ever-changing needs of the juvenile justice field.

#### *Collaborative Effort for Court-Involved Girls*

OJJDP is funding a collaborative effort between the State of Connecticut and Cook County (Chicago), IL, to meet the needs of court-involved girls.

The collaboration began in 1997. The primary goal of the effort is to create for the juvenile justice system a replicable, systemwide model of change in the way the system deals with female juvenile offenders, including girls who are pregnant and/or young mothers. OJJDP and the U.S. Department of Justice's Bureau of Justice Assistance initiated the project, which grew out of Cook County's Girls Link Juvenile Female Offender Project and the Court Involved Girls Project of the Connecticut Judicial Branch Court Support Services Division.

The grantees have conducted comprehensive studies of the Connecticut female juvenile offender population, convened statewide conferences about gender issues, provided training to juvenile justice staff on responding to the needs of court-involved girls, and developed both a case management system for girls and an instrument for assessing risk and needs. The project also has begun to implement a pilot program and test gender-specific services.

#### *Conduct Disorder in Girls*

Researchers at the University of Pittsburgh are examining the development of conduct disorder in a sample of 2,500 inner-city girls who were ages 6–8 in 1998, when the study began. The study is following the girls annually for 5 years and will provide information that is critical to understanding the etiology, comorbidity, and prognosis of conduct disorder in girls. This research is important because, as noted earlier, delinquency in girls has been steadily increasing over the past decade, and a better understanding of developmental processes in girls will help in identifying effective means of preventing and responding to delinquency in girls. The research is being funded under an interagency agreement between OJJDP and the National Institute of Mental Health.

## *Field-Initiated Gender Research*

OJJDP's Field-Initiated Research Program allows the Office to seek out and competitively fund innovative research and evaluation on topics suggested by the field. In FY 1999, OJJDP solicited applications for evaluations of projects that focused on at-risk and delinquent girls and selected several for funding; the grantees continued their projects during FY 2000.

Researchers at the University of Michigan in Ann Arbor, MI, are examining three community-based models of treatment developed in Wayne County, MI (which includes the city of Detroit), to reduce the number of institutional placements for adjudicated female offenders. The three treatment models are as follows: a new program that incorporates gender-specific programming, home-based intervention, and community involvement (e.g., services for pregnant/parenting adolescents); an intensive probation program that includes limited gender-specific programming; and a secure, female-only residential program that provides limited gender-specific treatment but no specialized programs to address the needs of pregnant/parenting offenders. Initial findings are expected in 2002.

Researchers at the University of Georgia in Athens, GA, are studying two interventions used by the GIRLS (Gaining Insight into Relationships for Lifelong Success) Project of the Athens Clarke County Court System. The first intervention is a counseling group that deals with girls' relationships to self, family, peers, and teachers. The second intervention involves court service workers in local juvenile justice systems and focuses on individual consultation, educational workshops, and local juvenile justice system policies and procedures. Initial findings are expected in 2002.

Researchers at Illinois State University in Normal, IL, are studying gang-involved girls in Little Chicago, a Champaign, IL, neighborhood that has chronic gang problems. The research is exploring how young women maintain "social capital" through

membership in gangs and how gangs offer female members social supports in neighborhoods plagued by chronic economic deprivation.

## *Gender Issue of OJJDP's Journal*

To help expand knowledge and understanding of the risk factors that contribute to female juvenile offending and the protective factors that guard against it, OJJDP devoted an issue of its journal, *Juvenile Justice*, to gender-related topics. The issue includes articles about girls entering the juvenile justice system and the need for the system to invest in girls; the Female Intervention Team, a gender-specific probation program developed by the Maryland Department of Juvenile Justice; and the National Girls' Caucus, an advocacy group that is increasing attention on the special needs of females in the juvenile justice system. Copies of *Juvenile Justice* (Volume VI, Number 1) are available from the Juvenile Justice Clearinghouse.

## *Interagency Working Group on Gender Issues*

The Interagency Working Group on Gender Issues provides a forum for Federal agencies to share information about gender-specific research, programs, and training and technical assistance. The working group encourages the creation of partnerships among Federal, State, and local agencies and is providing guidance for three OJJDP gender initiatives: the National Girls Institute and the Girls Study Group (described below) and a National Girls Symposium (planned for FY 2001). The group also will prepare a report for the Coordinating Council on Juvenile Justice and Delinquency Prevention, including an overview of Federal activities and recommendations for additional research, programming, and training and technical assistance focusing on gender issues.

## *Training and Technical Assistance*

OJJDP also funded a national training and technical assistance program to promote gender-specific programming for female juvenile offenders and at-risk girls through Greene, Peters, and Associates (GPA) of Nashville, TN. Between 1996 and 2000, the grantee provided gender-specific programming to decisionmakers, administrators, and program staff in corrections, human services, and other settings that serve young delinquent or at-risk girls. This initiative had three purposes: to enhance the skills needed to plan and implement effective gender-specific services for girls in corrections and community settings; to revise, pilot test, and produce research-based curriculums related to those skills; and to design and conduct “train the trainers” sessions for individuals who are responsible for the professional development of staffs that work with girls.

The grantee established a Web site ([www.girlspecificprogram.org](http://www.girlspecificprogram.org)) that provides links to services, information, research, best practices, conferences, and other topics relevant to girl-specific programming. During FY 2000, GPA, with assistance from the Northwest Regional Educational Laboratory (NWREL) of Portland, OR, updated *Guiding Principles for Promising Female Programming: An Inventory of Best Practices*, which has been used extensively in the field since 1998. The update includes a synopsis of promising new programs, innovative practices, data, and approaches to systemic reform that fosters efficiency and effectiveness among agencies and organizations serving girls.

In collaboration with NWREL, the grantee also designed and pilot tested a training series, *Beyond Gender Barriers: Programming Specifically for Girls*. Curriculum I, a 1-day session, focuses on building support at the State and local levels for young female offenders and at-risk girls. Curriculum II is a

2-day session for staff members who work directly with at-risk or adjudicated girls in juvenile justice, human services, or other settings. The “train the trainers” session is a 5-day workshop that builds trainer skills and provides guidance on effective delivery of Curriculums I and II.

## *On the Horizon*

In FY 2000, OJJDP solicited competitive applications for two major new programs designed to address the needs of girls in the juvenile justice system:

- ◆ **Girls Study Group.** This group will be established to build a sound theoretical and empirical foundation to guide future development, testing, and dissemination of strategies that effectively prevent and reduce girls’ involvement in delinquency and violence and minimize the negative consequences of such involvement. The Girls Study Group will collaborate with OJJDP’s new National Girls Institute (described below) to develop programs, address evaluation issues, and disseminate the study group’s findings to policymakers, practitioners, and researchers. OJJDP will announce an award for this initiative in FY 2001.
- ◆ **National Girls Institute.** To help raise public awareness of the underlying factors that place girls at risk of involvement in the juvenile justice system, OJJDP will establish the National Girls Institute (NGI). The Institute will advance the understanding and application of promising prevention, intervention, treatment, education, detention, and aftercare programs and services for delinquent and at-risk girls. NGI also will promote integrated and innovative programs that employ a comprehensive service delivery system appropriate to the unique developmental and culturally specific needs of girls and their families. OJJDP will award a grant in FY 2001.

## Chapter 9

# Tribal Youth Initiatives

Although the violent crime arrest rate for American Indian juveniles fell 20 percent between 1995 and 1998, the 1998 rate was still nearly 20 percent above the average rate of the 1980s. Of particular concern to American Indian tribes and OJJDP is the increasing number of violent crimes being committed by juveniles in many tribal communities. According to the Federal Bureau of Prisons, the number of American Indian youth in the Bureau's custody has increased 50 percent since 1994, and American Indians represent more than 70 percent of the approximately 270 youth in the Bureau's custody on any given day.

OJJDP is supporting initiatives in five broad program areas designed specifically to help American Indian and Alaska Native jurisdictions<sup>1</sup> address juvenile crime in their communities. The first of these, the Tribal Youth Program (TYP), provides funds directly to tribal communities to develop programs to prevent and control juvenile delinquency, reduce violent crime, and improve tribal juvenile justice systems. (TYP is part of the Indian Country Law Enforcement Initiative, a joint activity of the U.S. Departments of Justice and the Interior to improve the administration of criminal and juvenile justice among federally recognized tribes with high rates of delinquency and child abuse and neglect.) OJJDP also provides training and technical assistance to TYP grantees and other tribal communities to help them improve responses to youth crime, violence, and victimization. In addition, the Office funds a

<sup>1</sup> Federally recognized Indian tribes include Alaska Native tribal governments. Under current Federal law, the terms "Indian tribes," "tribal," or "tribe(s)" mean "any Indian tribe, band, nation or other organized group or community, including Alaska Native village or regional or village corporation as defined in or established pursuant to the Alaska Native Claims Settlement Act . . . , which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians" (Consolidated Appropriations Act of 2000).

number of research and evaluation activities that will yield a better understanding of the uniqueness and context of the juvenile justice problems that currently face American Indian tribes. OJJDP also is supporting a new mental health program to help tribal communities provide diagnostic and treatment services to youth involved with tribal juvenile justice systems. The fifth program area is the Comprehensive Indian Resources for Community and Law Enforcement (CIRCLE) Project. This Federal initiative is helping tribal communities address local crime, violence, and substance abuse problems by developing comprehensive community programs.

In addition to these five specific program areas, tribal communities were active participants in a number of other OJJDP programs in FY 2000. Tribal communities were among the grant recipients in three major OJJDP initiatives: Juvenile Mentoring (see page 10), Safe Schools/Healthy Students (see page 11), and Enforcing the Underage Drinking Laws (see page 36). OJJDP also is developing training support for tribal law enforcement officers (see page 38) and adding a new component to the annual National Youth Gang Survey (see page 53) to learn more about juvenile gangs in Indian Country.

OJJDP also addressed the subject of preventing and combating delinquency among American Indian youth in an issue of its journal, *Juvenile Justice*. This journal issue includes an interview with Senator Ben Nighthorse Campbell of Colorado, summarizes OJJDP's Tribal Youth Program, and discusses the importance of cultural practices in delinquency prevention programs. Copies of *Juvenile Justice* (Volume VII, Number 2) are available from the Juvenile Justice Clearinghouse.

This chapter highlights activities in the five program areas specifically designed to address the needs of American Indian and Alaska Native tribal

communities. OJJDP is confident that the programs and activities noted in the previous paragraphs will help these communities and their juvenile justice systems address the many challenges facing American Indian and Alaska Native youth today.

## *Tribal Youth Program*

In FY 2000, OJJDP awarded TYP grants totaling \$8 million to 38 American Indian and Alaska Native tribal communities to develop programs for the prevention and control of youth violence and substance abuse. Awards ranged from \$73,352 to \$498,475 and were based on the size of the juvenile population served. A broad spectrum of tribal communities responded to the TYP solicitation—an indication that OJJDP is achieving its goal of working with tribal communities of various population sizes and geographic locations. The marked increases in the number of applications from Alaska and in the number of first-time applicants for TYP funds were another indication that the Office's outreach efforts are succeeding.

Grant recipients are required to use their TYP funds for one or more of the following purposes: (1) to reduce, control, and prevent crime and delinquency both by and against tribal youth; (2) to provide interventions for court-involved youth; (3) to improve tribal juvenile justice systems; and (4) to provide prevention programs focusing on alcohol and drugs. As illustrated in the following paragraphs, grantees have developed a variety of activities under TYP.

The Burns Paiute Indian Reservation in Harney County, a rural area of eastern Oregon, is addressing alcohol and marijuana abuse, juvenile crime, and school failure. The tribe will improve tribal youth service delivery systems and increase the availability and accessibility of community-based wraparound services for high-risk youth. The tribe also will work with volunteer parents and other tribal members to develop and implement a comprehensive 3-year plan to combat early onset of alcohol and drug use, reduce the incidence of violent and other criminal offenses, and prevent youth from dropping out of school.

The Ysleta Del Sur Pueblo, which is uniquely located in an urban setting near El Paso, TX, is providing interventions for court-involved tribal youth and improving its tribal juvenile justice system. The Pueblo is introducing a home detention system to reduce the need for detaining youth away from their families. The Pueblo also will expand its community service program to include traditional restitution, involve police in mentoring activities, increase diversion by applying auxiliary community policing concepts, increase supervision of youth on probation, and add activities to deter further crime among court-involved youth.

The Knik Tribal Council, based in Matanuska-Susitna Valley near Wasilla, AK, is providing delinquency prevention and court-ordered youth services to Alaska Native and American Indian youth ages 12–18. The Council is working with State, school, and community agencies to reinforce traditional values essential for the well-being and future of native youth.

The Southern Ute Indian Tribe, based in La Plata County, CO (near Ignacio), is implementing three levels of activity to reduce, control, and prevent crime and delinquency in children up to age 18. Level one involves adolescents in an established teen court program. Level two is a family preservation program that provides family therapy in times of crisis, mediates conflicts, identifies appropriate family behaviors, and provides required services for adolescents and preadolescents who are returning home from out-of-home placements or from alcohol/substance abuse treatment. Level three uses a behavior coach to redirect destructive and dangerous behavior patterns of adolescents and preadolescents who are involved in the family service division of the Southern Ute Tribal Court.

The White Earth Reservation in northwestern Minnesota is using a three-pronged approach to curb tobacco, alcohol, and drug use and reduce the incidence of violence, truancy, and dropping out of school among youth ages 12–18. The grantee is developing and adopting a fair, equitable, and culturally appropriate juvenile justice code; establishing a Juvenile Tribal Court Advocate to provide

probation and counseling services to juveniles; and developing “sentencing circles” (a method of peer group sentencing that combines aspects of tribal traditions and formal court processes) in schools to deal with youth in a culturally appropriate manner.

The Gila River Indian community is located southeast of the Phoenix, AZ, metropolitan area; part of the community is on a reservation. The community is developing a teen court program that involves a youth council and youth acting as prosecutors and judicial staff. The program, which will incorporate Pima and Maricopa cultural values and history, will target juvenile offenders ages 12–17 who admit to committing the offenses of which they are accused. The program will educate these youth about the judicial system and encourage them to be active in community problem solving. The program will hold juvenile offenders and their parents accountable for the juveniles’ actions and will compel juvenile offenders to complete constructive dispositions imposed on them by their peers.

### *Training and Technical Assistance*

OJJDP also supports a two-pronged training and technical assistance program to help TYP grantees implement their programs and to help other American Indian and Alaska Native tribal communities develop or enhance their juvenile justice systems. The training and technical assistance are provided by American Indian Development Associates (AIDA) of Albuquerque, NM.

For TYP grantees, AIDA works with the grantees to determine the type of technical assistance or training to be provided by reviewing a community’s history and needs. In some cases, it may be necessary to provide training about concepts before changes in tribal juvenile justice systems can take place. For example, Indian nations that rely on customary laws and traditions may need to learn about American-style justice systems before they are ready to develop written policies and procedures. In other cases, nations that do not have jurisdiction

over their youth may need help in developing inter-governmental agreements to influence prosecution, adjudication, or disposition alternatives.

As noted above, AIDA also provides training and technical assistance to tribal communities that are not TYP grantees. AIDA helps these communities improve their juvenile justice systems and address issues of youth and wellness, community development, and planning and development. Between 1997 and 2000, AIDA received 135 requests for training and technical assistance.

### *Research and Evaluation*

OJJDP supports a number of research and evaluation activities with TYP funds. Based on suggestions and feedback from both meetings and focus groups with American Indian practitioners and researchers, OJJDP established three principles to guide tribal youth research and evaluation activities: First, the research should provide practical results that are useful to the parties who are the focus of the research; second, the projects should include local community members in the decisionmaking and implementation activities of the projects; and third, researchers must acknowledge and respect native customs, traditions, values, and history.

OJJDP’s tribal youth research and evaluation activities are designed to provide empirical evidence about juvenile justice and delinquency prevention policies and practice and their impact on American Indian and Alaska Native youth. These activities include the following:

- ◆ The Michigan Public Health Institute in Okemos, MI, in partnership with the Native American Institute at Michigan State University, is helping five tribes evaluate the programs they are developing with their TYP grants.
- ◆ The College of Menominee Nation in Keshena, WI, is working with Menominee organizations to develop, demonstrate, and evaluate a culturally appropriate, community-based, family-centered, integrated approach to the prevention of delinquency among American Indian youth ages 11–18.

- ◆ New Mexico State University in Las Cruces is examining delinquency and the legal processing of juveniles over the past 11 years, taking into account changes in tribal resources (such as casino openings on reservations).
- ◆ The Navajo Nation Judicial Branch in Window Rock, AZ, is conducting a comprehensive assessment of gang activity (the first such study to be undertaken by a tribal government) to identify approaches that can be adopted by other tribes in dealing with gangs.
- ◆ California State University in Sacramento, building on the Navajo gang study, will use ethnographic observation, community surveys, and gang member interviews to document and profile the youth gang experience in up to six sites, including reservations and metropolitan areas with large Indian populations.

## *Tribal Youth Mental Health Initiative*

OJJDP is supporting a new mental health program to provide diagnostic and treatment services to tribal youth who are involved in the juvenile justice system. The objectives of this program are the same as the TYP objectives discussed above, except that each objective must have a specific mental health and juvenile justice focus. OJJDP awarded FY 2000 grants under this program to six American Indian and Alaska Native tribal communities. The grants totaled nearly \$1 million, ranging from \$75,000 to \$300,000.

The Hannahville Indian Community (Potawatomi Band) of Wilson, MI, received a grant to expand education, vocational skills, and employment opportunities for the community. The community will restructure tribal programs and services and identify the fundamental needs of tribal youth. As part of the initiative, Hannahville's Behavioral Health Department will procure psychological evaluations for at-risk and adjudicated youth ages 9–17. The community will use a grassroots, collaborative,

problem-solving approach to mental health and treatment services.

The Chugachmiut of the Chugach Region, Anchorage, AK, will provide interventions for court-involved youth. The tribe will improve interagency coordination and collaboration efforts to prevent juvenile delinquency and intervene with predelinquent native youth and their families. It also will increase the delivery of direct clinical mental health services to individual juvenile offenders, at-risk juveniles, and their families.

The Pyramid Lake Paiute Tribe of Nixon, NV, will provide mental health services for juveniles ages 12–17 and address delinquency, substance abuse, and court-mandated services. The tribe also will provide services to juveniles younger than 12, focusing on services related to crimes committed against these children, including treatment for sexual assault, anger, and attention deficit disorders. The project will coordinate services with the Tribe's Juvenile Drug Court Program, providing family counseling and intervention for nonviolent drug and alcohol offenders. All of these activities will be based on the traditions and customs of the Pyramid Lake Paiute people.

The Mississippi Band of Choctaw Indians of Philadelphia, MS, will develop a system of youth-centered, family-focused, culturally competent mental health services for court-involved Choctaw youth. The project, which will emphasize capacity building, fits into an ongoing plan of integrated human service development initiated by the tribal Department of Family and Community Services. The plan was a result of extensive research and is part of an overall effort to improve the lives of the Choctaw people.

The Fort Peck Assiniboine and Sioux Tribes of Poplar, MT, will provide mental health diagnostic and treatment services for at-risk juvenile offenders. The project's psychologist will combine standard diagnostic and treatment options with adaptations and innovations that reflect Assiniboine and Sioux culture and values. The goal of the project is to provide alternatives to incarceration and to provide

juvenile offenders with needed followup program support.

The South Central Foundation of Anchorage, AK, will use a treatment, intervention, and prevention approach to reduce criminal behavior, substance abuse, and educational failure among Native American youth ages 13–18 who live in Anchorage, AK. The program will address incarceration, alcoholism, drug abuse, suicide, and school dropout rates. The grantee will collaborate with schools, juvenile detention facilities, and the court system to provide early intervention and prevention programs for youth at high risk for delinquency, criminal behavior, and serious emotional problems. The program also will use the “Young Warrior Program”—a self-help support group based on Alaska Native and American Indian spirituality and traditional healing practices—to instill traditional values.

## *Comprehensive Indian Resources for Community and Law Enforcement (CIRCLE) Project*

The CIRCLE project is designed to help tribal communities (with the assistance of Federal, State, and private partners) develop comprehensive planning and funding infrastructures so that they can more effectively fight crime, violence, and substance abuse in their communities. CIRCLE emphasizes two primary principles:

- ◆ Local leadership in developing and implementing crime control initiatives.
- ◆ A comprehensive approach that incorporates coordinated, multidisciplinary efforts.

OJJDP—in conjunction with the U.S. Department of Justice’s (DOJ’s) Office of Tribal Justice, Office of Justice Programs, Office of Community Oriented Policing Services, U.S. Attorneys, and Federal Bureau of Investigation and the U.S. Department of

the Interior’s Bureau of Indian Affairs—is funding and providing technical assistance to tribes in three pilot sites (Northern Cheyenne in Lame Deer, MT; Oglala Sioux in Pine Ridge, SD; and Zuni Pueblo in Zuni, NM). The CIRCLE project complements and is supported by the Indian Country Law Enforcement Initiative. Participating tribes receive special consideration for technical assistance and training related to strategy development and implementation. They also are eligible to apply for funding for law enforcement, tribal courts, detention facilities, and youth programs.

DOJ’s National Institute of Justice (NIJ) is overseeing an evaluation of the CIRCLE project. In FY 2000, NIJ, with funds transferred from OJJDP, awarded a grant to the Harvard Project on American Indian Development at Harvard University’s John F. Kennedy School of Government in Cambridge, MA, to evaluate the CIRCLE project.

## *On the Horizon*

OJJDP has developed two new research programs to assist American Indian and Alaska Native communities in developing and implementing programs to prevent delinquency and enhance the quality of their tribal juvenile justice systems. These programs are as follows:

- ◆ **Tribal Youth Field-Initiated Research and Evaluation Program.** This program will support projects that focus on tribal youth and address child abuse and neglect, substance abuse, or indigenous approaches to juvenile justice. OJJDP will announce grant recipients in FY 2001.
- ◆ **Longitudinal Study of Tribal Youth Risk and Resiliency.** The Office has developed a longitudinal study of tribal youth to learn more about the factors that influence their delinquency and resiliency. Researchers will study risk and protective factors within the unique cultural and historical context of tribal youth. OJJDP will competitively select a grantee in FY 2001.

## *Chapter 10*

### *Mental Health Initiatives*

To prevent and reduce juvenile delinquency, it is necessary to address not only the offenses that bring youth to the attention of the juvenile justice system but also the underlying problems these youth face, including mental health problems. Such problems affect many of the approximately 1.8 million youth who enter the juvenile justice system each year, yet very little is known about the mental health needs of these youth. OJJDP recognizes the critical importance of mental health problems in the lives of youth involved in the juvenile justice system and has been working for several years on a number of projects to increase knowledge and improve services in this area.

During FY 2000, the Office supported research projects examining alcohol, drug, and mental disorders among juvenile offenders and the relationship of attention deficit and hyperactivity disorder in children to delinquency. The Office is expanding a longitudinal study to investigate the development of antisocial behavior across three generations. OJJDP also developed and solicited competitive applications for two new programs: one will lead to the development of a comprehensive model program to address the mental health needs of youth at every point in the juvenile justice system, and the other (discussed on pages 62 and 63) will help American Indian and Alaska Native communities address the mental health needs of native youth. This chapter highlights these and other OJJDP activities undertaken to promote better understanding of the mental health problems and needs of juveniles and to help communities meet those needs.

#### *Assessing Alcohol, Drug, and Mental Disorders Among Juvenile Detainees*

Researchers at Northwestern University Medical School in Chicago, IL, have been studying alcohol, drug, and mental disorders among juvenile detainees in the Cook County Detention Center in Chicago since November 1995. The investigators have conducted psychiatric interviews with male and female youth in detention and have collected extensive archival data. With funding from OJJDP, other Federal agencies, and private foundations, a longitudinal component was added to this study in November 1998.

This project is unique because the sample is so large: it includes 1,830 Chicago youth who were arrested and interviewed between 1995 and 1998. The sample is stratified by gender, race-ethnicity (African American, Hispanic, non-Hispanic white), and age. Initial interviews have been completed, and extensive data have been collected on each youth, including information on arrest and incarceration history, health and mental health treatment, and other records. The investigators have tracked the youth and are now conducting the first set of followup interviews. Several deaths, virtually all of them linked to violence (e.g., gunshot wounds), have already occurred. Because of their extensive and thorough tracking procedures, the investigators will be able to reinterview members of the original sample, regardless of whether they have returned to the community, remain incarcerated, or have left the immediate area. The large sample size also will provide sufficient statistical power to study rarer disorders (including co-occurring conditions), patterns of drug use, and risky, life-threatening behaviors.

The longitudinal study is allowing researchers to assess the developmental course of substance abuse and mental disorders among juvenile detainees; examine service availability, service use, and barriers to service access among juvenile detainees; and identify patterns of risky behavior in the areas of violence, substance use, and HIV/AIDS. An OJJDP Fact Sheet, *Assessing Alcohol, Drug, and Mental Disorders in Juvenile Detainees*, describes this research project and is available from the Juvenile Justice Clearinghouse.

## *Intergenerational Transmission of Antisocial Behavior*

Researchers at the University at Albany, State University of New York, are examining the development of childhood antisocial behavior in a three-generation prospective panel study. The focus of this study is on the children of current participants in OJJDP's Rochester (NY) Youth Development Study, a longitudinal study of 1,000 Rochester youth (who were in the seventh grade when the study began in 1987–88) and their parents. By the time they reached age 21, 40 percent of the original Rochester youth participants were parents. The intergenerational study will combine data obtained from the original study of the Rochester participants and their parents with new data on the children of the original participants. This approach provides a unique opportunity to examine and track the development of delinquent behavior in a particularly high-risk sample across three generations. Such an opportunity is rare in social science research. The results of the study should provide very useful findings with policy implications for prevention programs. OJJDP is funding the program under an interagency agreement with the National Institute of Mental Health.

## *Mental Health Issue of OJJDP's Journal*

Recognizing the need to address the mental health problems that face so many youth in the juvenile justice system, OJJDP devoted an issue of its journal, *Juvenile Justice*, to this subject in FY 2000. Journal articles discuss youth with mental health disorders and emerging responses to them; Wrap-around Milwaukee, a program that has successfully integrated a broad array of services to better meet the mental health needs of youth who have been adjudicated delinquent; and suicide prevention in juvenile facilities. Copies of *Juvenile Justice* (Volume VII, Number 1) are available from the Juvenile Justice Clearinghouse.

## *Multisite, Multimodal Treatment Study of Children With Attention Deficit/ Hyperactivity Disorder*

In 1992, the National Institute of Mental Health began a study of the long-term efficacy of stimulant medication and intensive behavioral and educational treatment for children with attention deficit/hyperactivity disorder (ADHD). Although ADHD is classified as a childhood disorder, up to 70 percent of affected children continue to experience symptoms in adolescence and adulthood. The treatment phase of the project has been completed, and researchers are now following the children who received treatment to determine the long-term impacts of the different treatment strategies. OJJDP's participation, which began in FY 1998, is helping fund continued investigations into the children's delinquent behavior and contact with the legal system, including arrests and court referrals. During FY 2000, OJJDP staff helped researchers significantly revise one of their data collection instruments to capture information that would be of interest to juvenile justice researchers and practitioners. Some of the

children involved in the study, who currently range in age from 9 to 13, have already begun coming into contact with the juvenile justice system for behaviors such as truancy, fighting, and stealing.

### *Pathways to Desistance: A Prospective Study of Serious Adolescent Offenders*

OJJDP awarded a research grant in FY 2000 to the University of Pittsburgh to follow 1,200 serious adolescent offenders from Phoenix, AZ, and Philadelphia, PA, for 3 years following their involvement with the juvenile justice system. At system intake, disposition, and release points, researchers will recruit youth with substantial offending histories and serious offenses. Researchers will then interview each youth twice annually for a minimum of 3 years. Once each year, researchers also will interview an individual who knows the youth. Official records (e.g., arrest records, institutional records, treatment summaries) also will be reviewed. The study also will document background characteristics (e.g., service and sanction histories), mediating factors (e.g., vocational opportunities), changes in functioning (e.g., antisocial/prosocial behavior), and involvement with interventions and sanctions during the followup period. Data analysis will focus on identifying subgroups of offenders and evaluating the impact of life events, treatment interventions, and sanctions on patterns of antisocial and prosocial behavior, mental health, psychological development,

and social functioning. Researchers pilot tested their data collection procedures in FY 2000 and will begin the study in 2001.

### *On the Horizon*

To help improve knowledge about and responses to mental health issues among juvenile offenders, OJJDP developed and solicited applications for the following two new programs in FY 2000:

- ◆ **Mental Health and Juvenile Justice: Building a Model for Effective Service Delivery.** This program is a multiyear research initiative designed to substantially improve knowledge about the nature and prevalence of mental health problems and co-occurring substance abuse disorders among youth in the juvenile justice system. Researchers will review what is known about theory and best practices, examine prevalence in a sample of youth, document available services, and incorporate existing theory and best practices in a model to provide comprehensive mental health services to youth in the juvenile justice system. The model will subsequently be replicated and evaluated at several sites. OJJDP will make an award in FY 2001.
- ◆ **Tribal Youth Program Mental Health Initiative.** This initiative is providing funds to six American Indian and Alaska Native tribal communities to improve mental health services for tribal at-risk youth and juvenile offenders. The initiative is described in greater detail in chapter 9.

## Chapter 11

# Juveniles Taken Into Custody

Information on the number of juveniles taken into custody reveals much about how the Nation responds to the issue of juvenile offending. In many respects, juvenile detention and corrections facilities are a vital part of the juvenile justice system. It is in these residential facilities that juvenile justice agencies attempt to change patterns of behavior in youth so 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.

OJJDP has collected information for nearly 30 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 biennial Census of Juveniles in Residential Placement (CJRP), first conducted in 1997 and most recently conducted in October 1999. It also includes information about other corrections-related OJJDP activities. CJRP is described in more detail in the Fact Sheet *Census of Juveniles in Residential Placement Databook*, which is available from the Juvenile Justice Clearinghouse.

### *Juvenile Arrests in 1999*

Data from the FBI's Uniform Crime Reporting Program show that in 1999 (the most recent year for which complete data are available), law enforcement agencies made an estimated 2.5 million arrests of persons younger than 18, a 9-percent drop from 1995. Juvenile arrests for violent crimes in 1999 were at their lowest level since 1988. In 1999, there

were an estimated 103,900 arrests of persons younger than 18 for Violent Crime Index offenses (including murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault). Between 1995 and 1999, juvenile arrests for Violent Crime Index offenses dropped 23 percent, while adult arrests for these offenses dropped 12 percent. Over this period, juvenile arrests declined 56 percent for murder, 27 percent for weapons law violations, and 39 percent for robbery. An estimated one-third of 1 percent of juveniles ages 10–17 were arrested for a violent crime in 1999.

While juvenile violent crime arrests were falling, juvenile arrests for certain other types of offenses also declined. Between 1995 and 1999, juvenile arrests dropped 24 percent for all property offenses, 35 percent for motor vehicle theft, and 23 percent for burglary. In some categories, however, juvenile arrests increased: driving under the influence (36 percent), liquor law violations (31 percent), and curfew violations (9 percent). Therefore, while serious juvenile crime dropped substantially in the mid-1990s, more youth had contact with the juvenile justice system for alcohol and other public order crimes. These findings are described in greater detail in the Juvenile Justice Bulletin *Juvenile Arrests 1999*, which is available from the Juvenile Justice Clearinghouse.

In considering data on arrests and custody, it is important to distinguish between persons younger than 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 original jurisdiction of the juvenile court. Original juvenile court jurisdiction for delinquent offenses ends at age 17 in 10

States and at age 16 in 3 States. Further, many States have enacted mandatory waiver or transfer legislation that removes particular types of offenses from the jurisdiction of the juvenile court and places them in the criminal court. Thus, some young offenders may be of juvenile age but face criminal court trial and “adult” sanctions.

## Census of Juveniles in Residential Placement

As noted above, OJJDP conducted the Census of Juveniles in Residential Placement (CJRP) in 1997 and 1999. The census covers all facilities, secure or nonsecure, that hold juvenile offenders. For the purposes of CJRP, a juvenile offender is defined as a person under 21 years of age who is held in a residential setting because of an offense and as a result of some contact with the justice system. The census, then, encompasses both status offenders and delinquent offenders, whether detained or committed for an offense. In 1997, more than 94 percent of surveyed facilities responded. In 1999, all surveyed facilities provided at least some information.

The 1997 census reported 105,790 juvenile offenders in residential placement. In 1999, that number was 108,964, a 3-percent increase from 1997. In 1997, juvenile offenders were held in 3,431 residential facilities—1,121 public and 2,310 private facilities. In 1999, juveniles were held in 3,711 residential facilities—1,182 public and 2,529 private facilities. Detention centers were the most common type of facility: in 1999, 519 public and 168 private detention centers responded to the census. Public facilities held 71 percent of juvenile offenders in residential placement in 1999; private facilities held the remaining 29 percent.

The table on this page presents an offense profile for juveniles in residential placement in 1999. Of all juveniles in custody, 25 percent were held for serious personal offenses (e.g., aggravated assault, robbery, and sexual assault), and 10 percent were held for less serious person offenses (e.g., simple assault). Serious property offenses (auto theft, arson, and

burglary) accounted for 18 percent of all juveniles in custody, and other property offenses (e.g., property damage) accounted for 11 percent. Of all juveniles in custody in 1999, 13 percent were held for probation or parole violations. (In interpreting these statistics, it is important to note that although juveniles in custody often have been adjudicated for multiple offenses, CJRP records only the most

### Offense Profile of Juveniles in Residential Placement, 1999

Offense	Number	Percent
<b>Personal crimes</b>	<b>38,015</b>	<b>34.9</b>
Assault, aggravated	9,984	9.2
Assault, simple	7,452	6.8
Kidnaping	322	0.3
Murder, manslaughter	1,514	1.4
Robbery	8,215	7.5
Violent sexual assault	7,513	6.9
Other person offenses	3,015	2.8
<b>Property crimes</b>	<b>31,824</b>	<b>29.2</b>
Arson	1,126	1.0
Auto theft	6,227	5.7
Burglary	12,222	11.2
Property damage	1,896	1.7
Theft	6,947	6.4
Other property	3,406	3.1
<b>Drug crimes</b>	<b>9,886</b>	<b>9.1</b>
Drug possession	6,021	5.5
Drug trafficking	3,108	2.9
Other drug offenses	757	0.7
<b>Public order offenses</b>	<b>10,390</b>	<b>9.5</b>
Driving under the influence	328	0.3
Nonviolent sex offense	1,765	1.6
Obstruction of justice	1,572	1.4
Weapons-related offense	4,023	3.7
Other public order offenses	2,702	2.5
<b>Probation or parole violations</b>	<b>14,050</b>	<b>12.9</b>
<b>Other delinquency offenses</b>	<b>101</b>	<b>0.1</b>
<b>Status offenses</b>	<b>4,699</b>	<b>4.3</b>
Curfew violation	105	0.1
Incorrigibility	1,847	1.7
Running away	1,083	1.0
Truancy	914	0.8
Underage alcohol possession or consumption	378	0.3
Other status offenses	372	0.3
<b>Total</b>	<b>108,965</b>	<b>99.9</b>

Note: The percentages do not total 100 percent because of rounding.

serious offense for which each juvenile is currently held.)

Males accounted for the vast majority of juveniles in residential placement in 1999 (87 percent), as in 1997 (86 percent). Of all juveniles in residential placement in 1999, minorities accounted for 62 percent and whites for 38 percent; blacks were by far the largest minority group, accounting for 39 percent of all juveniles in residential placement. The racial/ethnic composition of juveniles in custody was similar in 1997: 62 percent minority (including 40 percent black) and 38 percent white.

In 1999, 24 percent of all juveniles in residential placement were age 16, 22 percent were 17, only 13 percent were 18 or older, and only 4 percent were 12 or younger. The tapering off in custodial population share after age 16 is attributable in part to State variations in the upper age limit for juvenile court jurisdiction. Although 17 is the upper age limit in most States, 15 is the upper limit in Connecticut, New York, and North Carolina. Another factor is the introduction of State provisions for transferring youth from juvenile court jurisdiction to criminal court jurisdiction. Because these provisions, which were enacted in all States over the last decade, mainly affect older youth, the number of 17-year-olds in the juvenile justice system has decreased.

CJRP also collects data on the legal status of juveniles in custody. In 1999, most juveniles (70 percent) were held in the facilities in which they were placed following adjudication. Of the remaining 30 percent, 12 percent were detained while awaiting adjudication and the remaining 18 percent were held for other reasons (diverted from court and awaiting disposition, adjudicated and awaiting placement, or undergoing proceedings in criminal court).

Over the past year, OJJDP has made the information gathered through CJRP more available to interested parties. The Census of Juveniles in Residential Placement (CJRP) Databook ([www.ojjdp.ncjrs.org/ojstatbb/cjrp](http://www.ojjdp.ncjrs.org/ojstatbb/cjrp)) is currently available on the World Wide Web for use by those who want to learn more about youth in custody.

## *Juvenile Residential Facility Census*

With the end of the CIC Census, there was no longer a mechanism for collecting detailed data on juvenile residential facility operations. CJRP, described above, 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 CJRP is the total population and some description of the facility type. To fill the resulting gap in information, OJJDP developed the new Juvenile Residential Facility Census (JRFC).

JRFC will routinely collect information on how facilities operate. The census includes detailed questions on facility security, crowding, deaths in custody, and facility ownership and operation. It also asks about specific services for mental and physical health care, substance abuse, and education. JRFC was first conducted on October 25, 2000, and was to be completed by approximately 3,500 facilities. Results will be available in late 2001.

OJJDP will administer JRFC every 2 years. CJRP and JRFC, which will be administered in alternating years, will complement each other: CJRP will provide detailed information on the juveniles in the facilities and JRFC will provide detailed information on the facilities themselves. JRFC is described in more detail in the Fact Sheet *Innovative Information on Juvenile Residential Facilities*, which is available from the Juvenile Justice Clearinghouse.

## *Deaths in Custody*

The death of a juvenile in custody is relatively rare. In 1994 (the last year for which CIC data on deaths in custody 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.

OJJDP realizes these data on deaths in custody are outdated and has inserted several questions about deaths of juveniles in custody into the new JRFC, described above. The data on deaths in

custody collected in 2000 by JRFC will be comparable to data collected previously in the CIC Census, allowing OJJDP to provide trend data in future annual reports.

OJJDP also is supporting a field-initiated research project that is examining juvenile suicide in confinement by surveying residential facilities nationwide. Funded in FY 1999, the research is being conducted by the National Center on Institutions and Alternatives of Alexandria, VA.

## *Upcoming Surveys*

OJJDP has designed a statistical system that will enable local, State, and Federal policymakers and practitioners to monitor juvenile detention and corrections populations and practices. In addition to the important information being collected through CJRP and JRFC, OJJDP also recognizes the value 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 Juvenile Accountability Incentive Block Grants (JAIBG) funds, OJJDP awarded a cooperative agreement in 1998 to Westat, Inc., of Rockville, MD, to develop a new Survey of Youth in Residential Placement (SYRP).

The new SYRP will complement other OJJDP research concerning delinquent careers and offending behavior and also will monitor the range of residential placements used for juvenile offenders. SYRP supports the goals of the JAIBG program, which include holding juveniles accountable for their delinquent acts. SYRP will provide data for monitoring such placements by tracking the number and

types of offenses committed by juveniles in placement and the types of sanctions they received for previous offenses. The first SYRP will be conducted in 2002.

Beyond routine data collection, OJJDP has a strong interest in and responsibility to research 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 is examining 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. Data from this study will enable OJJDP to compare the cost-benefit structure of custody with that of probation. Although the study will not provide national information, it will provide significant insight into how such analyses can be accomplished in other jurisdictions. The University of Texas at Dallas and the Dallas County Juvenile Department are conducting the analysis.

To help determine the number of juveniles under some form of community supervision, OJJDP is funding the Survey of Juvenile Probation, which will estimate the number of juveniles on probation nationally at a specific time, the nature of their offenses, and the conditions of their probation. In a certain sense, the numbers and types of juveniles in residential placement depend on the availability of alternative sanctions. Although some juveniles clearly need residential placement to ensure their own safety and/or the safety of the community, others can be handled more appropriately within the community. This survey will routinely gather sufficient information about juveniles on probation to permit comparisons between these youth and juveniles in custody. OJJDP expects to field test the survey in 2001.

## Chapter 12

### Getting the Word Out

For many years, sharing information—about research, statistics, and programs that work—with practitioners, policymakers, and the public has been a priority at OJJDP. Fiscal year 2000 was no different. OJJDP used many vehicles to get information out to the field, including print publications, electronic products (such as CD-ROMs, listservs, and Web sites), and satellite videoconferences. The Office's dissemination efforts addressed a number of key national issues, including the transfer of juveniles to criminal court, juveniles and guns, and minorities in the juvenile justice system, and also observed the completion of the juvenile court's first century. The activities described in this chapter illustrate OJJDP's commitment to keeping the juvenile justice field informed about research findings, juvenile justice statistics, and promising programs.

#### *Juvenile Justice Clearinghouse*

The Juvenile Justice Clearinghouse (JJC), operated by Aspen Systems Corporation of Rockville, MD, has filled the information needs of the juvenile justice field since 1979, when it was established by OJJDP. JJC is a one-stop shop that provides toll-free telephone and online access to a wealth of information on all aspects of juvenile justice, delinquency prevention, and child protection. The Clearinghouse offers policymakers, practitioners, researchers, parents, youth, members of the media, and representatives of community organizations easy access to a comprehensive collection of up-to-date research and statistics, program descriptions, publications, practical guides and manuals, information on grants and funding opportunities, and other useful resources—all prepared by the Nation's foremost experts in juvenile justice and related fields. An OJJDP Bulletin, *Juvenile Justice Clearinghouse: Your Information Resource*, provides an overview of JJC services and resources. The Bulletin is available from JJC. The

box on page viii explains how to access information from JJC via telephone, fax, e-mail, and the Internet.

The Clearinghouse produces many of OJJDP's publications, including research and statistical reports and training and technical assistance manuals. During 2000, JJC distributed close to 5 million documents (a 41-percent increase from 1999). JJC also maintains a toll-free number (800-638-8736). During 2000, JJC responded to 70,836 telephone, fax, and e-mail requests (an 18-percent increase from 1999). JJC also continued to respond to calls related to an antiviolence campaign that OJJDP developed in partnership with MTV during 1999. The campaign included an interactive CD-ROM, *Fight for Your Rights: Take a Stand Against Violence*; during 2000, JJC fielded 79,435 calls requesting copies of the CD-ROM.

To make it easier to order OJJDP publications, JJC also initiated a new online ordering service ([www.puborder.ncjrs.org](http://www.puborder.ncjrs.org)). The Online Order Store, which began in September 2000 as a 3-month test program, allows users to order juvenile justice publications, videos, and other materials 24 hours a day, 7 days a week. During the test period, the service was made available to a trial clientele, who were encouraged to evaluate the service by placing orders online and providing feedback and comments. The service was launched in December 2000. Orders were received for 1,353 publications in December 2000 and 1,668 in January 2001.

The Clearinghouse also oversees JUVJUST, OJJDP's popular electronic mailing list that provides timely information about OJJDP and other youth-service-related publications, events, and funding opportunities. JUVJUST subscribers are primarily professionals working in juvenile justice and related youth service fields. The number of

subscribers grew from 5,000 to 6,500 between December 1999 and December 2000—an increase of nearly one-third. Archived JUVJUSTs and instructions for subscribing to JUVJUST are available on the OJJDP Web site at [www.ojjdp.ncjrs.org/about/juvjust.html](http://www.ojjdp.ncjrs.org/about/juvjust.html).

JJC also maintains a comprehensive library of more than 400,000 titles devoted to juvenile justice, delinquency prevention, and child protection. During 2000, the library added some 1,300 documents to the collection.

## *National Report CD-ROM*

In addition to producing and distributing printed publications, OJJDP disseminates information through a variety of electronic products, including CD-ROMs. In FY 2000, OJJDP issued one of its signature reports, *Juvenile Offenders and Victims: 1999 National Report*, on CD-ROM. The *National Report*, which was released in September 1999, contains a wealth of information, offers insights into juvenile crime and victimization, and provides data on the operation of juvenile justice systems across the country. The CD-ROM allows users to view the 230-page *National Report* in a portable document format (PDF) and contains an “educator’s kit” that includes statistical information in presentation format, data from graphs, more than 40 source documents, and links to government Web sites for additional information. The CD-ROM is available from JJC.

## *OJJDP National Conference*

Since 1996, OJJDP has sponsored three biennial national conferences to explore strategic and programmatic approaches to address the changing nature and patterns of juvenile delinquency. The conference drew approximately 1,500 participants in 2000. The theme of the 2000 conference was Justice for Children: A Vision for the 21st Century. Through 15 preconference sessions, 7 plenary sessions, and 49 workshops, participants learned about responding to juvenile crime and today’s offenders, implementing promising practices and strategies,

improving juvenile courts, and protecting children from online victimization, lead poisoning, and maltreatment. OJJDP also reached out to include youth in the conference by inviting them to submit their artwork for an auction, make choral and instrumental musical presentations, and participate in a panel forum with the Attorney General. To make it easier for participants to carry information from the conference back home with them, OJJDP developed a CD-ROM containing publications, PowerPoint presentations, and Web site links related to and expanding on conference topics. The CD-ROM was extremely well received.

Conference participants included personnel from State juvenile justice agencies, leading researchers, judges, State and local policymakers, practitioners, members of public interest groups, and program administrators and directors. All three conferences have encouraged communication among Federal, State, and local policymakers and professionals who are implementing juvenile justice programs.

## *OJJDP Web Sites*

JJC designs and maintains OJJDP’s active and up-to-date Web site ([www.ojjdp.ncjrs.org](http://www.ojjdp.ncjrs.org)), which consists of 6,000 pages and 16 separate dedicated sites devoted to OJJDP-sponsored programs. During 2000, the site’s home page had close to 4 million hits (a 209-percent increase over the previous year), and the overall site had more than 19.7 million hits (a 431-percent increase over 1999). The Web site announces new publications, allows users to download nearly all OJJDP-produced publications, lists information about current and past funding opportunities, includes a calendar of events on upcoming OJJDP-sponsored conferences, and provides access to speeches given by the OJJDP Administrator and senior staff.

The site also features a “JJ Facts and Figures” section that provides information on juvenile justice, delinquency prevention, and violence and victimization. This section offers a diagram of how cases proceed through the juvenile justice system; a “Statistical Briefing Book” with statistics, charts,

and tables that answer frequently asked questions; and data sets on juvenile arrests, court processing, and supplemental homicide statistics. The section also includes statistics-focused publications and offers links to agencies' and organizations' Web sites that focus on statistics. Users can ask their own statistics-related questions through "askncjrs.org," an e-mail response service.

At the request of the Attorney General, OJJDP and the Coordinating Council on Juvenile Justice and Delinquency Prevention also developed two new Web sites in 2000. The Children With Disabilities Web site ([www.childrenwithdisabilities.ncjrs.org](http://www.childrenwithdisabilities.ncjrs.org)) addresses a broad array of developmental, physical, and emotional disabilities and offers families, service providers, and other interested individuals information about advocacy, education, employment, health, housing, recreation, technical assistance, and transportation. Launched in February 2000, the site has recorded more than 419,000 hits. The Parenting Resources for the 21st Century Web site ([www.parentingresources.ncjrs.org](http://www.parentingresources.ncjrs.org)) covers a broad range of topics, from caring for a newborn to finding information about college scholarships. It catalogs parenting resources that are available through the Internet and provides links to Federal agencies, private foundations, and other organizations that offer information about child and youth development, child care and education, family concerns, family dynamics, health and safety, and out-of-school activities. Launched in June 2000, this Web site has already registered more than 134,000 hits.

OJJDP also developed Web sites for the Juvenile Court Centennial Initiative and for the 2000 national conference. (The Centennial Initiative, which was designed to help inaugurate the juvenile court's second century, included a summit meeting held in June 2000 that highlighted successful juvenile court "graduates" and model juvenile justice programs.) OJJDP also maintains sites for many of the programs it funds, including the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders; Drug-Free Communities Support Program; Enforcing the Underage Drinking Laws Program;

Juvenile Accountability Incentive Block Grants program; and Juvenile Mentoring Program.

## *Publications*

During FY 2000, OJJDP produced more than 80 Fact Sheets, Bulletins, and Reports that informed the juvenile justice field about Office activities and promising approaches to juvenile delinquency. The Office markets and disseminates its publications extensively to ensure that they reach a wide audience, including policymakers, practitioners, members of the media, and many others. OJJDP has access to mailing addresses for more than 90,000 individuals, nearly 60,000 of whom have registered for the Office's mailing list. Most OJJDP publications are available online through the Web site, and many are available via fax-on-demand, a popular automated service that can be used to order short publications such as Fact Sheets and Bulletins. (The fax-on-demand number is 800-638-8736.) The publications highlighted below and those discussed throughout this Report are only a sample of the documents OJJDP produced in FY 2000. All are available from JJC. A complete list of OJJDP publications released in FY 2000 appears in the appendix.

## *OJJDP's Journal*

OJJDP publishes *Juvenile Justice*, a journal that explores a range of topics about juvenile delinquency prevention, control, and system improvement programs. In addition to the issues addressing gender (page 56), mental health (page 66), and tribal youth programs (page 59), OJJDP published a special issue (Volume VI, Number 2) in FY 2000 that focuses on the 100th anniversary of the juvenile court. Articles in this issue discuss reasons to celebrate the court's first century and reflect on the court's future. In December 2000, OJJDP published a special issue (Volume VII, Number 3) that focuses on parent-child relationships and includes articles on the May 2000 White House Conference on Teenagers, programs for improving parenting practices,

and Team H.O.P.E. efforts to assist families of missing children. Upcoming issues of the journal will address school violence and OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.

## *Juvenile Transfers to Adult Courts*

In recent years, a growing number of States have modified their laws to facilitate the waiver or transfer of certain categories of juveniles from the jurisdiction of juvenile courts to the jurisdiction of adult criminal courts. OJJDP published several documents in FY 2000 that deal with this issue. The Fact Sheet *Delinquency Cases Waived to Criminal Court, 1988–1997* presents estimates of the number of cases transferred from juvenile court to criminal court through the judicial waiver mechanism. *Juvenile Transfers to Criminal Court in the 1990's: Lessons Learned From Four Studies* is a Summary that describes studies of juvenile transfers in Pennsylvania (two studies), South Carolina, and Utah. The Report *Juveniles Facing Criminal Sanctions: Three States That Changed the Rules* examines the actual implementation of distinctive approaches to juvenile justice reform in three States and summarizes the lessons learned from these case studies and from the authors' analysis of State legislative activity. The Office also has two upcoming Fact Sheets that describe an OJJDP-funded study of juvenile transfers to criminal courts in Florida.

## *National Report Bulletins*

*Juvenile Offenders and Victims: 1999 National Report (National Report)*, which was released by OJJDP in September 1999, contains comprehensive information about juvenile crime and victimization. To make this information more accessible and usable, OJJDP developed a Bulletin series that provides readers with a quick, focused look at some of the most critical findings. Each Bulletin highlights topics of interest to juvenile justice policymakers and extracts relevant *National Report* sections (including selected graphs and tables) to present the data. During FY 2000, OJJDP published the following Bulletins in the series:

- ◆ *Challenging the Myths* examines juvenile crime statistics and demonstrates that the predicted emergence of a new kind of violent youth is not supported by the most recent data in the *National Report*.
- ◆ *Children as Victims* documents the impact of crime on society's most vulnerable victims. The Bulletin includes statistics on the number of children murdered, sexually assaulted, neglected, and missing.
- ◆ *Juvenile Justice: A Century of Change* provides a thorough, easily understood description of the development of the juvenile justice system in the United States. It also uses the most current data available to examine the recent trend of transferring certain juvenile cases to adult criminal court.
- ◆ *Kids and Guns* provides an overview of national statistics that indicate the devastating impact that easy access to guns has had on the lives and well-being of American youth.
- ◆ *Minorities in the Juvenile Justice System* presents national statistics on the racial and ethnic makeup of juvenile offenders, including data on arrests, court processing, and confinement.
- ◆ *Violence After School* presents data indicating that students are safer at school than away from school and commit fewer crimes during school hours than after school hours.

## *Satellite Videoconferencing*

OJJDP has successfully used satellite telecommunications for several years to provide information and training programs more readily to juvenile justice professionals. This cost-effective medium allows practitioners, policymakers, and researchers from across the country to keep abreast of developments in the field without having to travel far from home. OJJDP has sponsored satellite videoconferences since 1995 through its grantee, Eastern Kentucky University (EKU) of Richmond, KY. A typical videoconference can reach some 500 sites and approximately 15,000 persons at downlink sites and personal computers. During the 2000 calendar year,

EKU produced six “live” satellite videoconferences and experimented with cybercasting “live” satellite videoconferences on the Internet.

A videoconference for the 54 grantees in the Safe Schools/Healthy Students Initiative (see page 11) was held on January 20, 2000, to provide the grantees with information about grant administration and assist them as new recipients of Federal funds. This videoconference also was Webcast live on the Internet.

The “Model Court Practices in Abuse and Neglect Cases” videoconference, held February 10, 2000, highlighted the National Council of Juvenile and Family Court Judges (NCJFCJ) Model Courts Program, which helps courts improve their handling of child abuse and neglect cases. The broadcast focused on the experiences of model courts in El Paso, TX; Louisville, KY; and Newark, NJ. OJJDP hosted the telecast, which had 664 registered downlink sites, in cooperation with NCJFCJ and the U.S. Department of Health and Human Services.

“Crowding in Juvenile Detention: A Problem Solving Approach,” held April 27, 2000, addressed approaches to solving crowding in juvenile detention facilities. Noted practitioners from juvenile justice and detention services around the country participated in the videoconference, which was telecast to 153 registered downlink sites. This videoconference, sponsored with support from the National Juvenile Detention Association, also was Webcast live on the Internet.

“How Shall We Respond to the Dreams of Youth? A National Juvenile Justice Summit” aired on June 7, 2000, and brought together delegates from more than 100 national organizations that help neglected, abused, and delinquent youth. The videoconference was telecast to 164 registered downlink sites and

included prerecorded interviews with successful “graduates” of the juvenile justice system, footage of the juvenile justice system at work, and highlights of the OJJDP-sponsored summit. This videoconference also was Webcast live on the Internet.

“Combating Underage Drinking,” held on September 10, 2000, was telecast to 720 downlink sites. It was designed for local, State, and Federal policymakers; community leaders; law enforcement personnel; juvenile court judges; school administrators; youth service providers; retailers; and other concerned citizens. The videoconference also reviewed OJJDP’s Enforcing the Underage Drinking Laws Program (see page 36). This videoconference also was Webcast live on the Internet, with more than 1,000 individual viewers.

“Child Delinquency: Early Intervention and Prevention” was presented November 14, 2000, from the American Society of Criminology’s annual meeting in San Francisco, CA. Members of OJJDP’s Study Group on Very Young Offenders (see page 13) presented key findings from their research on the nature of child delinquency, its developmental course, key risk and protective factors, and effective intervention and prevention strategies. The videoconference was telecast to 302 downlink sites.

All of these broadcasts (except the Safe Schools/Healthy Students videoconference) may be viewed free of charge at [www.juvenile.net.org](http://www.juvenile.net.org) and also are available for purchase from JJC.

OJJDP also introduced Internet streaming, which simultaneously allows individuals to observe and hear satellite videoconferences from desktop personal computers. ECU and OJJDP also initiated plans to produce an instructional CD-ROM program based on topics addressed in previous videoconferences.

## Appendix

### OJJDP Publications Produced in FY 2000

The following publications are available through OJJDP's Juvenile Justice Clearinghouse (JJC).

*Brief Strategic Family Therapy* (Family Strengthening Series Bulletin), NCJ 179285

*Census of Juveniles in Residential Placement Databook* (Fact Sheet), FS-200008

*Challenging the Myths* (1999 National Report Series Bulletin), NCJ 178993

*Characteristics of Crimes Against Juveniles* (Crimes Against Children Series Bulletin), NCJ 179034

*Child Welfare National Data Analysis System* (Fact Sheet), FS-99120

*Children as Victims* (1999 National Report Series Bulletin), NCJ 180753

*The Community Assessment Center Concept* (Bulletin), NCJ 178942

*A Compendium of Programs That Work for Youth* (Fact Sheet), FS-99121

*Competency Training—The Strengthening Families Program: For Parents and Youth 10–14* (Family Strengthening Series Bulletin), NCJ 182208

*The Comprehensive Strategy: Lessons Learned From the Pilot Sites* (Bulletin), NCJ 178258

*Construction, Operations, and Staff Training for Juvenile Confinement Facilities* (JAIBG Bulletin), NCJ 178928

*Cuando su Niño Desaparece: Una Guía Para la Supervivencia de la Familia* (Report), NCJ 178902 (Spanish translation of *When Your Child Is Missing: A Family Survival Guide*)

*Curriculum for Training Educators of Youth in Confinement* (Fact Sheet), FS-200005

*Delinquency Cases in Juvenile Court, 1997* (Fact Sheet), FS-200004

*Delinquency Cases Waived to Criminal Court, 1988–1997* (Fact Sheet), FS-200002

*Developing a Policy for Controlled Substance Testing of Juveniles* (JAIBG Bulletin), NCJ 178896

*Effective Intervention for Serious Juvenile Offenders* (Bulletin), NCJ 181201

*Enabling Prosecutors To Address Drug, Gang, and Youth Violence* (JAIBG Bulletin), NCJ 178917

*Enhancing Prosecutors' Ability To Combat and Prevent Juvenile Crime in Their Jurisdictions* (JAIBG Bulletin), NCJ 178916

*Establishing and Maintaining Interagency Information Sharing* (JAIBG Bulletin), NCJ 178281

*Families and Schools Together: Building Relationships* (Family Strengthening Series Bulletin), NCJ 173423

*Family Skills Training for Parents and Children* (Family Strengthening Series Bulletin), NCJ 180140

*Fighting Juvenile Gun Violence* (Bulletin), NCJ 182679

*From the Courthouse to the Schoolhouse: Making Successful Transitions* (Youth Out of the Education Mainstream Series Bulletin), NCJ 178900

*Highlights of the 1998 National Youth Gang Survey* (Fact Sheet), FS-99123

*Implementation of the Intensive Community-Based After-care Program* (Bulletin), NCJ 181464

*The Incredible Years Training Series* (Family Strengthening Series Bulletin), NCJ 173422

*Initiatives To Improve Child Welfare Outcomes* (Fact Sheet), FS-99119

*Innovative Information on Juvenile Residential Facilities* (Fact Sheet), FS-200011

*Interstate Compact on Juveniles* (Fact Sheet), FS-200012

*Juvenile Arrests 1998* (Bulletin), NCJ 179064

*Juvenile Court Statistics 1997* (Report), NCJ 180864

*Juvenile Justice: A Century of Change* (1999 National Report Series Bulletin), NCJ 178995

*Juvenile Justice Clearinghouse: Your Information Resource* (Bulletin), NCJ 180863

*Juvenile Mentoring Program: A Progress Review* (Bulletin), NCJ 182209

*Juvenile Transfers to Criminal Court in the 1990's: Lessons Learned From Four Studies* (Summary), NCJ 181301

*Juvenile Vandalism, 1997* (Fact Sheet), FS-200010

*Juveniles Facing Criminal Sanctions: Three States That Changed the Rules* (Report), NCJ 181203

*Kidnaping of Juveniles: Patterns From NIBRS* (Crimes Against Children Series Bulletin), NCJ 181161

*Kids and Guns* (1999 National Report Series Bulletin), NCJ 178994

*Minorities in the Juvenile Justice System* (1999 National Report Series Bulletin), NCJ 179007

*National Youth Court Center* (Fact Sheet), FS-200007

*1997 National Youth Gang Survey* (Summary), NCJ 178891

*OJJDP Formula Grants Program* (Fact Sheet), FS-99122

*OJJDP National Training and Technical Assistance Center* (Fact Sheet), FS-200013

*An Overview of the Office of Juvenile Justice and Delinquency Prevention* (Fact Sheet), FS-200009

*Overview of the Portable Guides to Investigating Child Abuse: Update 2000* (Bulletin), NCJ 178893

*Person Offense Cases in Juvenile Court, 1988-1997* (Fact Sheet), FS-200006

*Predictors of Youth Violence* (Bulletin), NCJ 179065

*Preventing Adolescent Gang Involvement* (Youth Gang Series Bulletin), NCJ 182210

*Prevention of Serious and Violent Juvenile Offending* (Bulletin), NCJ 178898

*Race, Ethnicity, and Serious and Violent Juvenile Offending* (Bulletin), NCJ 181202

*Reporting Crimes Against Juveniles* (Crimes Against Children Series Bulletin) NCJ 178887

*Seattle's Effective Strategy for Prosecuting Juvenile Firearm Offenders* (Bulletin), NCJ 178901

*Second Chances: Giving Kids a Chance To Make a Better Choice* (Bulletin), NCJ 181680

*Second Comprehensive Study of Missing Children* (Bulletin), NCJ 179085

*Self-Reported Delinquency by 12-Year-Olds, 1997* (Fact Sheet), FS-200003

*Special Education and the Juvenile Justice System* (Bulletin), NCJ 179359

*System Change Through State Challenge Activities: Approaches and Products* (Bulletin), NCJ 177625

*Teen Courts in the United States: A Profile of Current Programs* (Fact Sheet), FS-99118

*Teenage Fatherhood and Delinquent Behavior* (Youth Development Series Bulletin), NCJ 178899

*Ten Steps for Implementing a Program of Controlled Substance Testing of Juveniles* (JAIBG Bulletin), NCJ 178897

*Title V Incentive Grants for Local Delinquency Prevention Programs: 1999 Report to Congress* (Report), NCJ 182677

*Vietnamese Youth Gang Involvement* (Fact Sheet), FS-200001

*Violence After School* (1999 National Report Series Bulletin), NCJ 178992

*Violent Neighborhoods, Violent Kids* (Bulletin), NCJ 178248

*Workload Measurement for Juvenile Justice System Personnel: Practices and Needs* (JAIBG Bulletin), NCJ 178895

*Youth Gang Drug Trafficking* (Youth Gang Series Bulletin) NCJ 178282

*Youth Gang Programs and Strategies* (Summary), NCJ 171154

*Youth Gangs in Schools* (Youth Gang Series Bulletin), NCJ 183015

### *Juvenile Justice Journals*

Volume VI, Number 1, October 1999: Investing in Girls: A 21st Century Strategy, NCJ 178254

Volume VI, Number 2, December 1999: 100th Anniversary of the Juvenile Court, 1899–1999, NCJ 178255

Volume VII, Number 1, April 2000: Youth With Mental Health Disorders: Issues and Emerging Responses, NCJ 178256

### *Youth in Action Publications*

*Arts and Performances for Prevention* (Bulletin), NCJ 178927

*Creating Publications: Write To Fight Crime* (Bulletin), NCJ 179000

*Does Your Youth Program Work?* (Bulletin), NCJ 179001

*Making the Most of Your Presentation* (Bulletin), NCJ 178997

*Raising Awareness and Educating the Public* (Bulletin), NCJ 178926

*Teens, Crime, and the Community* (Fact Sheet), YFS 9904

*Want To Resolve a Dispute? Try Mediation* (Bulletin), NCJ 178999

*Working With the Media* (Bulletin), NCJ 178998

# Publications From OJJDP

OJJDP produces a wide variety of materials, including Bulletins, Fact Sheets, Reports, Summaries, videotapes, CD-ROMs, and the *Juvenile Justice* journal. These materials and other resources are available through OJJDP's Juvenile Justice Clearinghouse (JJC), as described at the end of this list.

The following list of publications highlights the latest and most popular information published by OJJDP, grouped by topical areas:

## Corrections and Detention

*Construction, Operations, and Staff Training for Juvenile Confinement Facilities.* 2000, NCJ 178928 (28 pp.).

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

*Implementation of the Intensive Community-Based Aftercare Program.* 2000, NCJ 181464 (20 pp.).

*Juvenile Arrests 1999.* 2000, NCJ 185236 (12 pp.).

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

*State Custody Rates, 1997.* 2000, NCJ 183108 (4 pp.).

## Courts

*Employment and Training for Court-Involved Youth.* 2000, NCJ 182787 (112 pp.).

*Focus on Accountability: Best Practices for Juvenile Court and Probation.* 1999, NCJ 177611 (12 pp.).

*From the Courthouse to the Schoolhouse: Making Successful Transitions.* 2000, NCJ 178900 (16 pp.).

*Juvenile Court Statistics 1997.* 2000, NCJ 180864 (120 pp.).

*Juvenile Justice* (Juvenile Court Issue), Volume VI, Number 2. 1999, NCJ 178255 (40 pp.).

*Juveniles and the Death Penalty.* 2000, NCJ 184748 (16 pp.).

*Juvenile Transfers to Criminal Court in the 1990's: Lessons Learned From Four Studies.* 2000, NCJ 181301 (68 pp.).

*Juveniles Facing Criminal Sanctions: Three States That Changed the Rules.* 2000, NCJ 181203 (66 pp.).

*Offenders in Juvenile Court, 1997.* 2000, NCJ 181204 (16 pp.).

*Teen Courts: A Focus on Research.* 2000, NCJ 183472 (16 pp.).

## Delinquency Prevention

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