U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

2000 Report to Congress

Title V Community Prevention Grants Program

OJJDP Report

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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.

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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.

2000 Report to Congress

Title V Community Prevention Grants Program

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Foreword

In 1992, Congress amended the Juvenile Justice and Delinquency Prevention Act of 1974 to establish Title V—Incentive Grants for Local Delinquency Prevention Programs. Referred to as the Community Prevention Grants Program, Title V provides States and communities with the framework, funding, and tools to establish community-based strategies that deter youth from delinquent behavior. By focusing on efforts that prevent delinquency in today's youth, the Community Prevention Grants Program seeks to reduce the level of delinquency in the future. This seventh annual Report to Congress describes how States and communities across the Nation implemented the Community Prevention Grants Program in 2000 and examines their experiences and accomplishments.

In recent years, attempts to thwart juvenile delinquency have been successful on a number of fronts. The Community Prevention Grants Program, with its focus on prevention, is a key component in the Nation's efforts to reduce juvenile delinquency. Since 1994, nearly 1,100 communities have implemented Title V delinquency prevention initiatives. The latest results from the national evaluation of the Community Prevention Grants Program and other research validate the efficacy of comprehensive, community-based methods, particularly those based on risk and protective factors, implemented within a planned framework, and grounded in research-based approaches to delinquency prevention. At the State and community levels, the Community Prevention Grants Program has enriched planning strategies to make them more comprehensive and effective, cultivated efficient prevention programming, and shown positive outcomes for at-risk children. To supplement these accomplishments, the national evaluation of the Community Prevention Grants Program continues to provide evidence about which approaches are most effective in creating positive and sustained change in communities and the lives of children and families nationwide.

As the Community Prevention Grants Program moves into its eighth year, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) will strive to lead the Nation forward in its efforts to prevent juvenile delinquency. OJJDP appreciates the many contributions that State governments and local communities have made to the Community Prevention Grants Program and salutes their exemplary work and indefatigable commitment. Working in concert with Federal, State, and local partners, OJJDP will continue to influence juvenile crime and delinquency trends to build a Nation in which children, families, and communities are healthy and safe.

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Introduction

The U.S. Department of Justice is committed to investing in this Nation's future by providing infants, children, and teens with developmentally appropriate opportunities and interventions that foster their growth into healthy and law-abiding adults. In 1992, Title V of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (PL 93-415; 42 U.S.C. 5601 *et seq.*), established the Incentive Grants for Local Delinquency Prevention Programs—referred to as the *Community Prevention Grants Program*—to assist and encourage communities to focus on preventing, rather than reacting to, juvenile delinquency and youth problem behavior. This is the seventh annual report prepared to fulfill the requirement of Section 504(4) of Title V, which directs the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to submit a report to the Committee on Education and the Workforce in the U.S. House of Representatives and the Committee on the Judiciary in the U.S. Senate:

- Describing activities and accomplishments of grant activities funded under this title.
- Describing procedures for disseminating grant products and research findings.
- Describing activities conducted to develop policy and to coordinate Federal agency and interagency efforts related to delinquency prevention.
- Identifying successful approaches and making recommendations for future activities conducted under the title.

The *2000 Report to Congress* begins with a review of the latest research on delinquency prevention based on risk- and protective-factor analysis. The second chapter provides an overview of the allocation of Federal resources under Title V, including program structure, funding, and training and technical assistance. The third chapter examines the impact the Community Prevention Grants Program has had at the State and local levels and factors that have hindered and facilitated its success. This chapter also explores the future of delinquency prevention in Title V communities. The fourth chapter presents preliminary findings from the six States participating in the national Title V evaluation. The fifth chapter updates Federal collaboration, leadership, and support for local delinquency prevention initiatives. Finally, the last chapter reviews OJJDP's commitment to delinquency prevention and the promise it holds for a healthier, safer future for our Nation's children, youth, and families.

I. A Call for Prevention

The latest statistics on juvenile crime and delinquency in the United States provide encouraging evidence that prevention and intervention strategies are working. In 1999, the juvenile arrest rate for violent crimes[1] dropped to its lowest level in more than a decade, 36 percent below its peak in 1994 (see exhibit 1). In particular, the juvenile arrest rate for murder declined a remarkable 68 percent from 1993 to 1999, reaching its lowest level since the 1960's.

Juvenile arrests for property crime offenses[2] also declined, dropping nearly 30 percent between 1994 and 1999 (Snyder, 2000). Not only are youth committing fewer crimes, they also are less frequently the victims of crime. Since 1993, the rate of juvenile victimization for serious violent crimes has decreased from 44 victims per 1,000 juveniles ages 12 to 17 to 25 per 1,000 (Federal Interagency Forum on Child and Family Statistics, 2000).

To strengthen existing trends toward reducing juvenile crime and delinquency, OJJDP is committed to continuing its support of research-based prevention and early intervention initiatives.

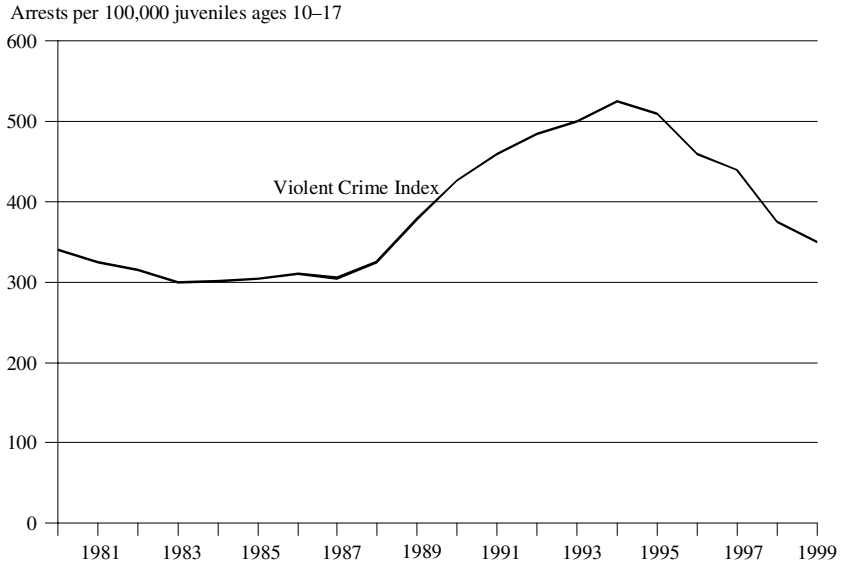
However, prevention alone is not the complete answer. OJJDP supports the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, which combines prevention, early intervention, and graduated sanctions in a juvenile justice system that holds offenders accountable for their actions (Wilson and Howell, 1993). The Comprehensive Strategy provides States and local

[1] These data reflect analyses by Snyder (2000) of the Federal Bureau of Investigation's 1999 Uniform Crime Reports. The juvenile arrest rate is defined by the number of arrests per 100,000 juveniles ages 10 through 17. Offenses included in the Violent Crime Index are murder, forcible rape, robbery, and aggravated assault.

[2] Property crime offenses include burglary, larceny-theft, motor vehicle theft, and arson.

Exhibit 1
Juvenile Violent Crime Index Arrest Rates, 1981–1999

The Juvenile Violent Crime Index arrest rate in 1999 was at its lowest level since 1988: 36% below the peak year of 1994.



♦ The growth in the juvenile violent crime arrest rate from 1988 to 1994 was virtually erased by 1999, with the 1999 rate just 4% more than the 1988 level.

Data Source: Analysis of arrest data from the FBI and population data from the U.S. Bureau of the Census.

communities with a research-based strategic approach to prevent at-risk youth from becoming serious, violent, and chronic offenders and to appropriately respond to those that do.

The Title V Community Prevention Grants Program[3] supports the front-end of OJJDP's Comprehensive Strategy (see exhibit 2). This Program embodies known effective prevention elements: a comprehensive, community-based approach that focuses on strategically addressing the early warning signs—or risk factors—in children that contribute to the development of future delinquent behavior, while also strengthening the protective factors that can promote healthy development and insulate youth from problems.

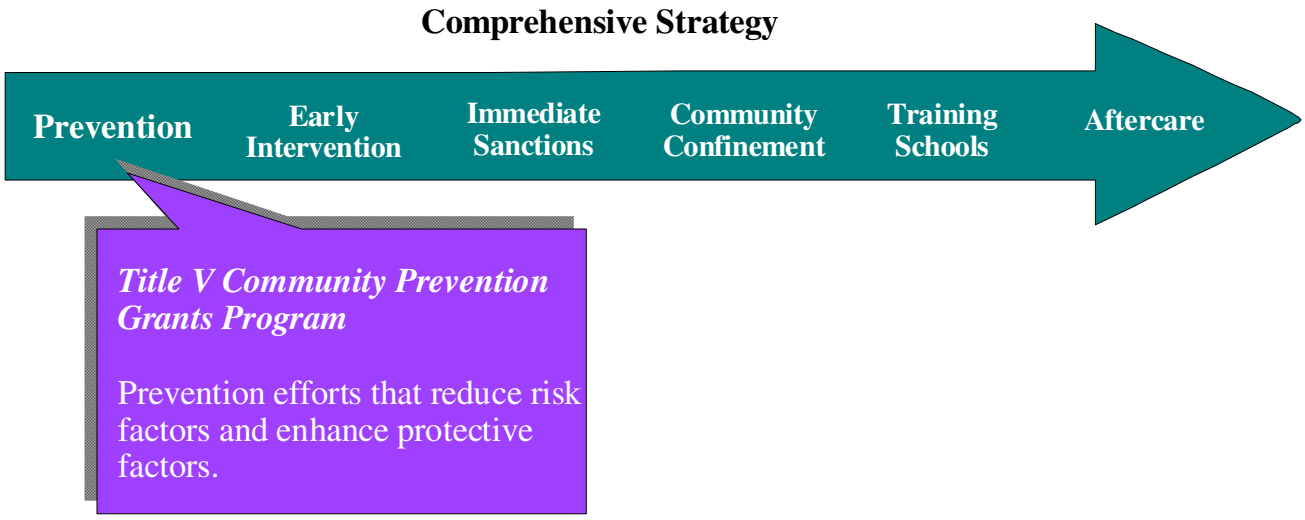
This chapter begins with an overview of the role and impact of prevention as an essential approach to addressing juvenile crime and delinquency. It continues with a discussion of the current research on risk factors, followed by a discussion of protective factors. The final section highlights other important components found in effective prevention efforts. Chapter 2 will demonstrate how this research base has been integrated into the Community Prevention Grants Program.

[3] In this Report, the Title V Community Prevention Grants Program is referred to, interchangeably, as Title V, the Community Prevention Grants Program, and the Program.

1. Why Address Juvenile Delinquency With Prevention Strategies?

In the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 (the Act), Congress affirmed that it is more effective in human and fiscal terms to prevent delinquency than to attempt to control it after the fact. While treatment and rehabilitation programs are necessary to respond to youth already engaged in delinquent acts, treatment programs face an uphill battle. "By the time most serious delinquents are identified by and receive treatment from the juvenile justice system, they are well into their delinquent careers" (Thornberry, Huizinga, and Loeber, 1995). In addition, many chronic offenders, according to self-report data, are never arrested and treated. A sole focus on treatment overlooks a large number of delinquent youth (Thornberry, Huizinga, and Loeber, 1995). To effectively reduce the number of youth engaging in delinquent behavior, these behaviors must be prevented in the first place.

Exhibit 2
Relationship Between the Community Prevention Grants Program and Comprehensive Strategy



A growing base of evidence indicates that prevention programs can reduce the number of youth engaging in juvenile crime and problem behaviors. In a congressionally mandated, rigorous review of more than 500 crime prevention programs, researchers found a number of successful and promising program models (Sherman et al., 1998). Among the effective programs identified were long-term, frequent home visitation programs combined with preschool; school-based programs that clarify and communicate norms about behaviors; and instructional programs that address social competency skills.

Three notable examples of specific programs that have been proven effective in reducing juvenile delinquency and other adolescent problem behaviors are highlighted below.

- David Olds' Early Childhood Nurse Home Visitation Program, one of the OJJDP funded Blueprints Programs,[4] provides services to first-time, low-income parents, prenatally through their child's second birthday, to reduce health and parenting problems that have been linked to antisocial behavior in children (Olds et al., 1998). A 15-year follow up of one program implementing this model showed that adolescents whose mothers participated in the program over a decade earlier were 55 percent less likely to have been arrested than adolescents whose mothers did not participate (Olds et al., 1998).

- The High/Scope Perry Preschool Project, a well-established childhood intervention that has operated for almost 40 years, provides preschool activities and home visits for 2 years for at-risk children ages 3 to 4 and their families. In a longitudinal, experimental study that followed participants (the experimental group) and a control group from program entry through age 27, participants had significantly lower rates of juvenile delinquency and teenage pregnancy and significantly higher rates of prosocial behavior, academic achievement, employment, income, and family stability than did control group members (Parks, 2000).

- Big Brothers Big Sisters, another OJJDP funded Blueprints Program, matches youth ages 10 to 16 from single-parent homes with adult mentors. In an 18-month followup study, Big Brothers Big Sisters participants were 46 percent less likely to have started using illegal drugs and 27 percent less likely to have started drinking alcoholic beverages than were control group members (Grossman and Tierney, 1998).

These are but a few examples of prevention and early intervention program models being implemented throughout the country to promote strong families and healthy youth.

Over the long term, prevention programs also save money. A recent RAND Corporation report (Karoly et al., 1998) estimates that the Nurse Home Visitation program saves four times the original investment by the time high-risk youth are 15 years old, 20 percent of which is savings in justice system expenses (i.e., arrest and jail costs for mother and/or youth). Other savings include reductions in health services and welfare benefits and increased tax revenue. In other words, for every $1,000 spent now on this prevention program, $4,000 is saved later. The RAND report estimates that the High/Scope Perry Preschool Project saves twice the original investment for participants (measured up to age 27), 40 percent of which is accounted for in savings of criminal justice costs (Karoly et al., 1998).

Research has shown that a key component in effective prevention programs is addressing risk factors—conditions, attitudes, or behaviors that frequently precede later engagement in delinquent behaviors. By assessing these risk factors, prevention efforts can be targeted before a young person has progressed too deeply into a pattern of problem behaviors.

2. What Role Do Risk Factors Play?

In 1992, Hawkins and Catalano, two of the leading researchers in the field of delinquency prevention, made a simple but profound statement:

> "In order to prevent a problem, we must find out what factors increase the chance of that problem's occurrence and then find ways to reduce these 'risk factors'" (p. 8).

By identifying the factors that place youth at risk of engaging in future delinquent behavior, youth who

[4] *Blueprints for Violence Prevention* is an OJJDP-supported initiative to identify violence prevention models that meet very high scientific standards of program effectiveness.

have, or are affected by, those risk factors, can be identified and targeted for prevention efforts.

Based on more than three decades of research on juvenile delinquency and other adolescent problem behaviors (e.g., substance use, teen pregnancy, school dropout), risk factors have been identified in five domains: the community, school, family, peer group, and within individuals. Examples of risk factors, grouped by domains, include:

- In the community—availability of firearms, disorganized neighborhoods with high rates of crime and violence, and impoverished neighborhoods.
- In the school—lack of commitment to school and early academic failure.
- In the family—family conflict and family management problems, such as parents failing to set clear expectations for children or failing to supervise children properly.
- In the peer group—associating with peers who engage in delinquent behavior.
- Within the individual—alienation and rebelliousness among youth who do not feel they are a part of society or bound by its rules (Brewer, Hawkins, Catalano, and Neckerman, 1995, citing numerous studies).

The effectiveness of risk-focused prevention approaches has been increasingly recognized over the past 10 years, and today, new research provides even greater insights. For example, risk factors are not static. Their predictive value changes depending on when they occur in a young person's development, in what social context, and under what circumstances (United States Office of the Surgeon General, 2001). As a result, much of the current research on risk factors examines their links to problem behaviors across different groups of youth, under a variety of circumstances. For example, OJJDP's Study Group on Serious and Violent Juvenile Offenders examined significant factors in predicting future violence or delinquency among groups of 6- to 11- and 12- to 14-year-old youth (Hawkins et al., 2000). Interestingly, the researchers found that risk factors differed between the two age groups. For example, substance abuse was one of the highest ranking predictors of violence or serious delinquency for the 6- to 11-year-old group, but one of the lowest ranking predictors for the 12- to 14-year-old group. Conversely, having antisocial peers was one of the highest ranking predictors for the 12- to 14-year-old group, but one of the lowest for the 6- to 11-year-old group (Hawkins et al., 2000). This analysis indicates there may be a developmental component to risk factors and suggests that communities need to consider the age of youth when assessing local risk factors.

OJJDP's Program of Research on the Causes and Correlates of Delinquency (Thornberry, Huizinga, and Loeber, 1995) has been examining risk factors that may be predictive for violent, chronic juvenile offenders, a small but particularly problematic group to address. Researchers found that the prevalence of certain risk factors is much higher for this group than for nonviolent offenders, including low attachment to parents, low commitment to school, high delinquent peer associations, and residence in a high-crime neighborhood. In addition, this research suggests that individual risk factors add to and interact with each other, placing youth with multiple risk factors at very high risk for delinquency (Thornberry, Huizinga, and Loeber, 1995).

Another recent study analyzed risk factors by racial and gender groups. The National Longitudinal Study of Adolescent Health (Add Health) looked at the effect of demographic characteristics (including race, gender, family income, and family structure) and risk factors on various problem behaviors (Blum, Beuhring, and Rinehart, 2000). The study found that while some risk factors are more prevalent among certain demographic groups (such as minority males), demographic characteristics in and of themselves are not useful predictors of adolescents' future risky behavior. The study also showed that risk factors for delinquency and violence varied among demographic groups. For example, frequency of parental drinking was a risk factor for future alcohol use for white and black females but not for Hispanic females or for males of any race. The most consistent risk factors for alcohol use across all race and gender groups were the number of best friends who drink and frequent problems with schoolwork. These were also the most consistent risk factors for weapon-related violence. These findings underscore the fact that risk factors are not the same for every demographic group, and it is therefore important to know which

risk factors exist in a community for which groups (Blum, Beuhring, and Rinehart, 2000).

Clearly, targeting known risk factors is an important component in a delinquency prevention strategy. But is this enough? In recent years, policymakers, researchers, youth advocates, and local community members alike have expressed concern that a risk-focused approach is not comprehensive and, in addition, may amount to an overly negative, deficit-based emphasis. In response to this concern, there has been an increased emphasis on addressing both *risk* and *protective* factors.

3. What Role Do Protective Factors Play?

Along with risk factors associated with an increased likelihood of future problem behaviors, there are protective factors that can help promote healthy development. These protective factors can counteract the negative impact of risk factors and help build resilience in at-risk youth. Protective factors help us understand why children can grow up side-by-side in apparently similar environments and some display problems while others don't. Current literature suggests that some children are exposed to and develop beliefs, standards, and behaviors that protect them from the apparent risks.

Some protective factors appear as the mirror images of risk factors. For example:

- While a lack of commitment to school is a risk factor, a strong commitment to school is a protective factor.
- While a lack of parental supervision is a risk factor, an appropriate level of parental supervision is a protective factor.
- While associating with delinquent peers is a risk factor, associating with prosocial peers is a protective factor.

Protective factors also can be viewed through another lens. Hawkins and Catalano (1992) state that "healthy bonding is a significant factor in children's resistence to crime and drugs" (p. 14). Children can bond positively with their parents, peers, and community. "When people feel bonded to society, or to a social unit like the family or school, they want to live according to its standards or norms" (Hawkins and Catalano, 1992, p. 15). According to Hawkins and Catalano, three conditions are needed to create positive bonds. Youth need:

- Opportunities to contribute to social groups.
- Skills to be successful in their contributions.
- Recognition for their contributions.

Identifying which protective factors are present—and which can be enhanced—can help guide development of prevention strategies.

Protective factors can be quite powerful in their ability to offset risk factors. Thornberry, Huizinga, and Loeber (1995) found that certain protective factors have some effect even on the most high-risk youth (defined as having five or more family-based risk factors). These protective factors include:

- Doing well in school.
- Intending to continue one's education.
- Having high levels of attachment to one's parents.
- Associating with prosocial peers.

Although each protective factor alone had little effect, they found that 82 percent of the high risk youth who had nine or more protective factors did *not* engage in serious delinquent behavior (Thornberry, Huizinga, and Loeber, 1995).

Protective factors, like risk factors, also appear to vary among subgroups. The recent Add Health study found that there was no single protective factor that was effective across all demographic groups (Blum, Beuhring, and Rinehart, 2000). The protective factor that appeared most frequently across groups, however, was having positive parent/family relationships. This factor appeared to reduce the likelihood of alcohol use among black males and females but not among white or Hispanic males or females. It also was proven effective against weapon-related violence for all groups except white females (Blum, Beuhring, and Rinehart, 2000).
Based on these findings, it is clear that effective prevention efforts need to address both risk *and* protective factors. It is important to curtail the accumulation of risk factors that lead youth down the road to delinquent behavior. It is also important to build protective factors, so that youth can progress toward healthy development. Prevention efforts need

to begin early and must be sustained to ensure that youth stay on the path of healthy development.

4. What Other Characteristics Are Important to Prevention Programs?

As described above, the research literature indicates that programs that reduce risk factors and promote protective factors are the most likely to prevent delinquency. Extensive reviews of prevention programs and their evaluations also identify other characteristics common among effective programs, including (Center for Substance Abuse Prevention, 1999; Elliott, 1997; National Institute on Drug Abuse, 1997):

- Early initiation of prevention activities.
- Evidence-based practices.
- Comprehensive approaches that address multiple domains (e.g., family, school, community, peer group, and individual).
- Age-specific and developmentally appropriate interventions.
- Interagency partnerships and community linkages.
- Long-term orientations.

In sum, research is providing valuable information about risk factors that may signal the "early warning signs" of future delinquent behavior, and protective factors that can build resiliency in youth. Evaluation results also are showing that effective prevention strategies, like the Community Prevention Grants Program, are often characterized by comprehensive, coordinated approaches; a targeted focus on at-risk youth; and a long-term orientation. The following chapter will describe how these research findings have been integrated into the Title V Community Prevention Grants Program.

II. Federal Resources for Effective Prevention Planning and Implementation

Risk- and protective-factor focused prevention works. As presented in chapter 1, the research-based literature reports that risk- and protective-factor focused prevention programs are successfully reducing risk factors and enhancing protective factors. The reduction in juvenile crime statistics confirms the theory. It is clear, however, that this type of approach was, and still is, for many States and communities, a new way of thinking and approaching social problems. Since 1994, the first year of funding for the Community Prevention Grants Program, communities nationwide have become more familiar with comprehensive community-based planning. For many communities, however, translating the theory into action remains uncharted and challenging territory.

To facilitate successful dissemination of the Title V model and to support States and communities in effectively implementing it, OJJDP has, since the program's inception, provided guidance in the form of program structure, funding, training, and technical assistance. Over the years, OJJDP has provided States and communities with the foundation to build a national delinquency prevention initiative to address the precursors of delinquency. This chapter outlines in detail the Community Prevention Grants Program structure, including the key principles and implementation stages on which the program is built; funding guidelines, including this year's Title V allocations and State subgrant awards; and Federal training and technical assistance resources. In combination, the support and guidance OJJDP offers ensures that States and communities are in the best position possible to implement the Community Prevention Grants Program.

1. Community Prevention Grants Program Structure

Since 1994, Federal resources provided through the Community Prevention Grants Program have assisted States and communities to implement prevention strategies and reduce risk factors for youth. Due to the increasing awareness of the need for research-based, comprehensive community-based strategies to prevent juvenile delinquency, it is important to note how the Community Prevention Grants Program incorporates the key components of such an approach into its structure and funding mechanism. The remainder of this section discusses the structure of the Community Prevention Grants Program and the way in which this structure assists communities to successfully plan and implement risk- and protective-factor focused delinquency prevention.

Key Principles of the Community Prevention Grants Program

The Community Prevention Grants Program provides States and communities with both funding and the guiding framework for reducing risk factors, increasing protective factors, and decreasing the occurrence of juvenile problem behaviors. The structure and funding guidelines, as set forth in the final Program Guideline in the *Federal Register*, August 1, 1994 (Volume 59, Number 146), includes the key principles and grant award process of the Community Prevention Grants Program. Specifically, the structure authorizes the State Advisory Groups (SAGs)[5] to approve the award of grant funds to units of local government and allows broad local discretion in applying funds toward community-based prevention activities. In addition to providing grants, OJJDP provides training and technical assistance to States to help them adapt the Program Guidelines to their local context and to communities to build their capacity in prevention planning and implementation.

[5] As provided by Section 223 (a) of the JJDP Act, the SAG is an advisory board appointed by the Governor with 15 to 33 members who have training, experience, or special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice. SAG responsibilities include overseeing the preparation and administration of the State's juvenile justice plan, advising policymakers on juvenile justice issues, and reviewing grant applications related to juvenile justice and delinquency prevention, including the Community Prevention Grants Program.

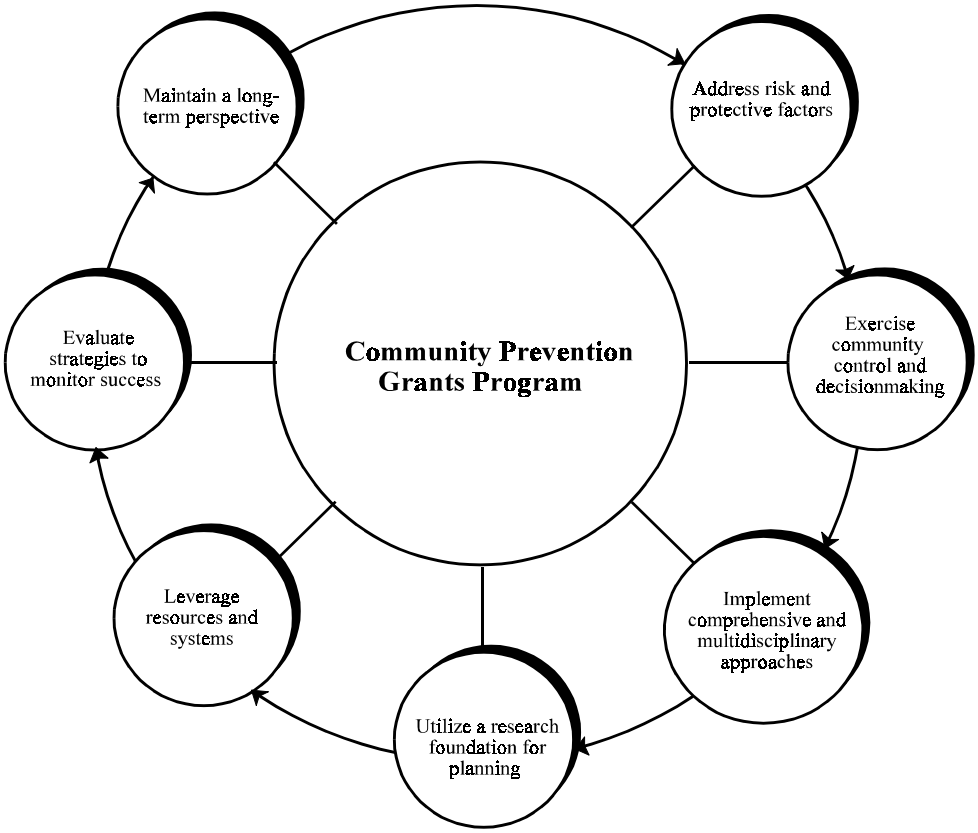
The framework provided by OJJDP for the Community Prevention Grants Program is based on seven key principles that research has shown are effective in preventing delinquency. As illustrated in exhibit 3, taken together, these principles form a strategic approach that provides a firm foundation for a community's prevention planning process. The Program integrates the following principles:

- Address risk and protective factors.
- Exercise community control and decisionmaking.
- Implement comprehensive and multidisciplinary approaches.
- Utilize a research foundation for planning.
- Leverage resources and systems.
- Evaluate strategies to monitor success.
- Maintain a long-term perspective.

OJJDP helps communities to integrate these principles into their delinquency prevention strategies by:

- Helping communities to *address risk* and *protective factors* for delinquency prevention—The Community Prevention Grants Program structure and the OJJDP-sponsored training and technical assistance support community efforts to identify specific risk and protective factors and develop a prevention strategy tailored to local needs. Through this process, a community is better prepared to strategically address its unique set of risk and protective factors.

Exhibit 3
Principles of Community-Based Prevention—Strategic Approach



"The Title V process was exhausting, but it really revealed what the problems were. The reason I know what the problems are is because I had to study them. I'm not just saying, 'I know what the problems are. I know what the problems are.' The assessment was the first important thing. And from there, the next important step was taking the information and doing something about it."

— Mary Jane Gaudet, Program Director, Youth Court, Adams County, Mississippi

- Supporting local efforts to *exercise community control and decisionmaking* for delinquency prevention—OJJDP program guidelines allow States considerable flexibility in implementing the Community Prevention Grants Program. The funding guidelines allow each State to establish its own process for determining the number and amount of subgrant awards to individual communities. In addition, each unit of local government that receives Title V funds is responsible for planning, developing, and implementing delinquency prevention strategies that best suit its unique risk- and protection-focused profile. Through the Community Prevention Grants Program, OJJDP effectively places control and decisionmaking for delinquency prevention in the hands of the States and local community members.

"The risk and resource assessment has helped us use our resources wisely; we're not just spinning our wheels...We're making good decisions about how to utilize our resources."

— Robin Mackey, Title V Program Director, Office of the Sheriff, Calhoun County, Alabama

- Supporting communities to *implement comprehensive* and *multidisciplinary approach*es to delinquency prevention—The Community Prevention Grants Program guidelines require communities that receive grants to either designate or form a multidisciplinary Prevention Policy Board (PPB) that includes representatives from across the community (e.g., human services, education, justice, law enforcement, public and mental health, religious institutions, local government, housing, recreation, and private industry). To ensure support at the highest levels, the Program also encourages early involvement and ongoing commitment from the communities' key leaders (e.g., county executives, chiefs of police, school superintendents, business leaders, juvenile justice officials). The Program also promotes coordinated implementation of multiple prevention programs and the use of existing programs and services. The risk- and protection-focused model emphasizes comprehensive interventions that address multiple risk and protective factors with the expectation that these components will have synergistic, community-wide effects to prevent juvenile delinquency over the long term.

"The Prevention Policy Board has evolved into the Children's Service Coordinating Committee and has made an impact on collaboration among agencies. Agencies who otherwise would not have worked together, or worked well together, have formed relationships by being on this board and have begun new collaborative ventures."

— Janell Regimbal, Vice President for Youth Services, Lutheran Social Services, Grand Forks, North Dakota

- Requiring communities to *utilize a research foundation for planning*—The Community Prevention Grants Program requires that each funded community conduct a thorough data-driven local assessment to identify risks, protective factors, resources, and gaps in services for youth and families. Communities then use these findings to select proven or promising prevention approaches and strategies that address the identified local profile. The selected approaches must have demonstrated effectiveness, or at least show promise through evaluation to reduce risks, enhance protective factors, and reduce delinquent behavior. The findings from the community assessment and the prevention strategies selected form the research-base for each community's 3-year delinquency prevention plan.

"Having the data compiled helped the collaborative design and drive the plan. This provided the Board and the community a common language on which to build process and programs. The data also provided the board and community with leverage to seek additional funds and procure the support of other groups in the community because they were able to see the commonality in the goals as they were in line with their own agencies."

— Margaret Pearson, Project Coordinator, Build-A-Generation, Mesa County, Colorado

- Requiring communities to *leverage resources and systems* for delinquency prevention—As "seed" money, the Community Prevention Grants Program provides a financial base and the needed incentives for local jurisdictions to secure additional prevention resources while also requiring the unit of local government to secure a 50 percent match of resources, either in cash or in kind, if not provided by the State.[6] Armed with empirical data from their local risk and resource assessment and program evaluation, communities are better positioned to more effectively target their existing delinquency prevention funds and, in the future, to request additional Federal, State, and local funding to continue their prevention efforts.

"Title V has helped establish a foundation to support a research-based process which empowers communities to conduct their own risk and resource assessments, identify new programs and enhance existing programming to fill service gaps to address priority risk factors. Through this foundation, participating communities have been successful in not only addressing their risk but in identifying and leveraging multiple sources of programmatic support."

— Dan Romage, Title V Delinquency Prevention Planner, Pennsylvania Council on Crime and Delinquency

- Encouraging communities to *evaluate strategies to monitor success*—Requisite program evaluation activities enable local stakeholders to assess progress, refine their programs, and optimize effectiveness over time. Also in today's world of scarce resources, sound evaluation is increasingly important, and sometimes required, to secure continued program funding. Through OJJDP-sponsored training and technical assistance, community members develop local capacity to conduct both a process and impact evaluation of their initiative and monitor long-term changes in the prevalence of their community's risk and protective factors and adolescent problems.

"The one thing I would have done differently was to get training in evaluation earlier. It really makes a difference when you know what you want to see in the long run. We've really become more effective since we had the evaluation training and established an evaluation plan."

— Paige Farmer, Project Director, Community Wellness Center, York, Maine

- Supporting communities to *maintain a long-term perspective* to reducing juvenile delinquency—The Community Prevention Grants Program does not propose quick-fix solutions to long-standing juvenile problems. Instead, OJJDP has provided a framework that supports communities to think long term. The 3-year plan—a trademark of the Community Prevention Grants Program—is intended to shift communities away from historical "hit-and-miss" approaches to problem-solving and toward long-term strategic community planning. In essence, the requirement of a 3-year plan forces communities to evolve—to change the way they think about prevention, planning, and bringing about community change. Despite the level of effort needed to complete the plan, in the end, communities discover that the plan provides an empirically based, concrete foundation that guides not only their Title V activities but also future community planning and action.

Beyond these basic principles, OJJDP provides further support for comprehensive planning by offering communities step-by-step guidance on how

[6] All Title V funds must be matched by recipients of units of local government or by the State with 50 percent of the amount of the grant. This match can be provided in cash or the value of in kind contributions or services.

to implement a successful delinquency prevention strategy through four key implementation steps.

Steps Toward Implementation

To help communities translate the principles of community-based prevention into action, the Community Prevention Grants Program model incorporates the key principles discussed above into four key implementation steps, as presented in exhibit 4. At each point on the implementation continuum, certain activities and goals are designed to strengthen communities' capacities to plan, implement, and sustain comprehensive locally-based prevention strategies. This model is one more way OJJDP assists communities to implement risk- and protection-focused prevention.

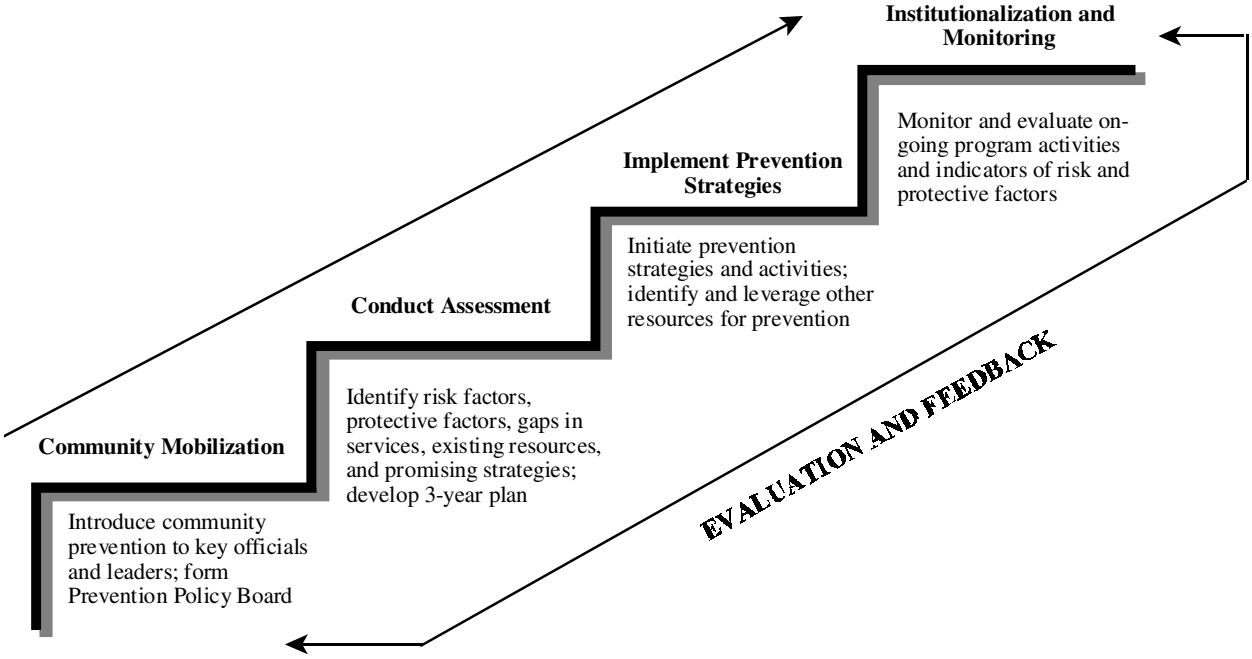
The next section presents the implementation continuum, outlining each of the four steps and explaining how each builds on the preceding step to provide communities with the structure to successfully implement a delinquency prevention initiative. The four steps in the implementation continuum include:

Step 1: Community Mobilization
Step 2: Assessment and Planning
Step 3: Implementation of Prevention Efforts
Step 4: Institutionalization and Monitoring

Step 1: Community Mobilization—A comprehensive delinquency prevention plan is best accomplished with input from a diverse group of community members. In this stage, key community leaders, both formal and informal, are brought together to form a Prevention Policy Board (PPB). The members' varying perspectives on the community are explored and merged so that local needs can be identified, strengths can be recognized, and strategies can be planned. OJJDP provides training to assist PPB members in understanding the principles of community mobilization.

During this stage, board members are introduced to the rationale and benefits of risk- and protection-focused delinquency prevention and long-term prevention planning. Engaging community members from the beginning and training them to understand and apply the principles of effective delinquency prevention encourages their support and commitment to the process.

Exhibit 4
Implementation Steps of the Community Prevention Grants Program



"The Task Force plan educated people about the problem and built consensus on what to do. The people on this task force were the same ones who later committed their staff to the project."

— Stephen Blaire, Director, Office on Youth, Norfolk, Virginia

Step 2: Assessment and Planning—Once board members have signed on, the work begins on a thorough community assessment, the findings of which are integrated into a 3-year comprehensive delinquency prevention plan. Members of the PPB may participate in training to learn how to identify risk and protective factors, how to gather data, and how to construct a plan. The members then conduct their own assessment of the risk and protective factors that exist in their community. They also take an inventory of existing resources already addressing community needs. Using this information, PPB members jointly develop a comprehensive 3-year delinquency prevention plan that prioritizes their needs and proposes strategies to meet those needs. This plan serves as their application to the State for a Community Prevention subgrant.

"I think the more agencies start to use the information from the risk and resource assessment, the more chances we have that this process is going to be institutionalized in the community because agencies and community organizations can really target their programs to the actual needs and not just what they perceive to be the needs."

— Lisa Malago, Title V Coordinator, Fayette County, Pennsylvania

Step 3: Implementation of Prevention Strategies—After receiving a Community Prevention subgrant, communities are ready to implement their delinquency prevention strategies. In line with its guiding principles, the Community Prevention Grants Program encourages communities to first strengthen and coordinate existing programs, and then, as necessary, implement proven effective strategies to reduce risk factors and enhance protective factors. To assist in selecting effective strategies, OJJDP offers training focused on promising approaches to delinquency prevention. It is important, however, for communities to select promising approaches designed for *their* designated target population in *their* selected setting. For example, a specific after-school program may be effective for 9- to 11-year-old boys in a school setting, but this effectiveness may not generalize to 12- to 14-year-old girls in a community agency setting. Whether the selected strategy is improved coordination of existing resources, implementation of new programs, or a combination, the overall goal of prevention strategies is to reduce the incidence of juvenile delinquency and problem behaviors.

"One of the most important changes for us has been our ability to expand our arts program to serve more youth, many who come from low-income or single-family homes. With the [Title V] money, we can provide more classes, at more locations, which allows us to reach more individuals."

— Roger Meredith, Education Director, John Walden Arts Center, Monroe County, Indiana

Step 4: Institutionalization and Monitoring—Once the community has successfully negotiated steps 1 through 3, it is important that it begin to monitor and evaluate its efforts to determine effectiveness. An evaluation plan that examines the processes and the outcomes can be used to track progress, make modifications as needed, and report on goal achievement. Periodic evaluation of risk and protective factors and juvenile problem behaviors can inform a community about the effectiveness of its delinquency prevention strategy.

This step also emphasizes the need for institutionalizing the community's efforts. In this context, institutionalization involves both acquiring the resources needed to keep prevention efforts going and maintaining local commitment to the overall prevention initiative after the Community Prevention Grants award has ended. The Community Prevention Grants Program is structured to foster institutionalization in a number of ways. First, local grantees must provide a 50 percent match of the Federal grant amount, if not provided by the State; this encourages local investment from the beginning. Second, the support and commitment of key community leaders (e.g., local government representatives, agency directors) are sought in the

early planning stages; these key leaders are frequently positioned to secure local funds to sustain effective programs. Third, the model is based on the use of empirical data and research-based strategies; solid evidence of need and success lends validity to a community's requests for additional funding. Finally, the model is based on research that guides effective, comprehensive prevention planning; as agencies and community members experience early successes, they should continue to use the principles of the Community Prevention Grants Program in ongoing delinquency prevention efforts.

"Attitudes Matter [our county-wide substance abuse awareness campaign] may become a $1 million campaign next year. Because the key leaders were committed to and passionate about the campaign, the collaborative was able to convince the City to provide funding for 3 years. When the proposal was made, the City Council recognized that... other strategies... to address the issue of underage drinking were unsuccessful. They saw the Attitudes Matter campaign as an innovative, locally driven strategy that made sense to the community's needs."

— Roxanna Hartline, Title V Coordinator, Holland, Michigan

2. Community Prevention Grants Program Funding

The growing body of literature on effective strategies to address delinquency prevention influences not just the Community Prevention Grants Program structure but also its funding guidelines. In keeping with its commitment to local control for delinquency prevention planning and implementation, OJJDP allows broad State and community discretion to utilize the funding to support locally defined programs and initiatives. This section begins with answers to some of the most frequently asked questions regarding how to obtain and utilize funds to support community-based delinquency prevention efforts. The sections that follow provide descriptions of Federal Title V allocations to date and State and local subgrant awards for Fiscal Year (FY) 2000.

How are the Community Prevention Grants Program funds allocated from OJJDP to States and territories?

All States, U.S. territories, and the District of Columbia may apply for Title V funds provided they have a State agency designated by the chief executive under Section 299(c) of the JJDP Act and a State Advisory Group or SAG (as described above). Title V grant awards are based on a formula derived from the State's population of juveniles younger than the maximum age allowed for original juvenile court delinquency jurisdiction, with a minimum award level of $100,000 for States and $33,000 for territories, with the exception of Puerto Rico, which receives an amount based on its juvenile population.

How are Community Grants Program funds allocated from the States to local communities?

After OJJDP awards grants to the States (State agency), the SAG, in consultation with the State agency, awards subgrants to units of local government through a competitive process.[7] Because States have broad discretion in applying Title V funds to prevention activities, the competitive process may differ from State to State. Eligibility requirements, however, must be consistent across all States as outlined in the *Federal Register*, August 1, 1994 (Volume 59, Number 146).

[7] A unit of local government is defined as any city, county, town, borough, parish, village, or other general purpose political subdivision of a State and any Indian tribe that performs law enforcement functions and any law enforcement district or judicial enforcement district that (i) is established under applicable State law; and (ii) has the authority to, in a manner independent of other State entities, establish a budget and raise revenues. Parish sheriffs' departments and offices of district attorneys in Louisiana are therefore considered units of local government at the parish level and are eligible to apply to their State agency for Title V funds.

What are the eligibility requirements for communities to receive Community Prevention Grants?

To be eligible to apply for a subgrant from the State, an applicant must:

- Meet the definition of **a unit of local government**.
- Receive SAG certification of **compliance** with the JJDP core requirements, which requires deinstitutionalization of status offenders from secure detention, sight and sound separation of juveniles from adults held in secure facilities, removal of juveniles from secure custody in adult jails and lockups, and efforts to address the disproportionate confinement of minority juveniles in secure facilities.
- Convene or designate a **local Prevention Policy Board** comprising 15 to 21 representatives from various community sectors that provide services for children, youth, and families.
- Submit a **3-year, comprehensive, risk- and protection-focused delinquency prevention plan** to the State, as outlined in exhibit 5.
- Secure a 50-cents-on-the-dollar **match**, either cash or in kind, of the subgrant award amount, if not provided by the State.

SAGs are authorized to establish additional eligibility criteria for subgrant awards based on need (e.g., jurisdictions with above average juvenile crime rates) or other related criteria.

Exhibit 5
Requirements for the Comprehensive Delinquency Prevention Plan

- ✓ The designation of a Prevention Policy Board, consisting of 15 to 21 members representing a balance of public agencies, nonprofit organizations, private business and industry, at-risk youth, and parents.
- ✓ Evidence of key community leaders' support for the delinquency prevention effort.
- ✓ Definition of the boundaries of the program's targeted neighborhood or community.
- ✓ An assessment of the community's readiness to adopt a comprehensive risk-focused delinquency prevention strategy.
- ✓ An assessment of baseline data related to risk and protective factors prevalent in the community.
- ✓ An identification of available resources and promising approaches that address identified risk and protective factors and an assessment of gaps in existing services.
- ✓ A strategy for mobilizing the community to implement delinquency prevention activities.
- ✓ A strategy for obtaining and coordinating identified resources to implement promising approaches that address priority risk factors and strengthen protective factors.
- ✓ A plan describing how program funds and matching resources will be used to accomplish stated goals and objectives.
- ✓ A description of the Prevention Policy Board's program management role.
- ✓ A plan for collecting performance and outcome evaluation data.

How does OJJDP support communities to apply for and implement the Community Prevention Grants Program?

To support communities in the Title V grant application process, OJJDP provides training on community mobilization, data collection and analysis of risk and protective factors, and prevention plan and program development, including how to select prevention strategies to meet the unique needs of each applicant community. The training and tools assist communities through each step of the Community Prevention Grants Program process to support and enhance their delinquency prevention planning and implementation. These resources are outlined in greater detail in Section 3 below.

Federal Allocation of Title V

"The budget for our corrections has gone through the ceiling...They can't build enough prisons in Mississippi. We can't afford to do that anymore...As a result of the Title V money being available, we are getting down to attacking the root causes of violence and delinquency in our community. When you spend the money to turn a whole family around, the [social] problems that cause people to commit horrible crimes go away. It's a cost effective way of using taxpayer money."

— Mary Jane Gaudet, Program Director, Adams County Youth Court, Adams County, Mississippi

Local communities must have sufficient resources to plan and implement effective delinquency prevention efforts. In line with States' commitment to prevention, OJJDP provides the funding to support communities at the local level. In fact, over the years, OJJDP has successfully requested that Congress increase prevention dollars under Title V. As shown in exhibit 6, under Title V, appropriations to the Community Prevention Grants Program have nearly tripled from the first appropriation of $13 million in FY 1994, to an appropriation in FY 2000 of more than $36.4 million. As of its seventh year, Title V program funds have been utilized to support nearly 1,100 local delinquency prevention efforts nationwide—a testimony to the Federal and State commitment to establishing prevention partnerships.

Exhibit 7 presents the total number of communities with subgrants awarded since FY 1994 for each participating State (a total of 1,093).

Title V Community Prevention Grants Program

Seven-Year Summary (1994–2000)

- Forty-nine States, the District of Columbia, and five territories participated.
- One thousand ninety-three (1,093) communities received subgrants to mobilize resources and implement delinquency prevention plans.
- Three hundred sixty-one (361) communities have received a full 3 years of funding with a total award ranging from $8,000 to $1,503,000.

State and Local Subgrant Awards

The Community Prevention Grants Program award process begins with Federal allocations to the States. Up to 5 percent of a State's allocation can be used to cover the costs of administering and evaluating Community Prevention Grants Program subgrants and to support SAG activities related to the program. No less than 95 percent of the money can be used to competitively award subgrants to units of local government. In FY 2000, only two States (South Dakota and Wyoming) did not participate in the Title V Community Prevention Grants Program.[8] In FY 2000, State allocations ranged from a minimum of $100,000 to a maximum of $4,662,000. Each territory received $33,000, except Puerto Rico which received $604,000 based on its juvenile population. Exhibit 8 displays the State allocations of Title V funds from FY 1994 through FY 1999 (combined) and FY 2000.

The sizable increase in funds appropriated to the Community Prevention Grants Program in FY 1999 continues to provide new opportunities for States to enhance their current Title V award process, despite a marginal decrease in the allocation in FY 2000.

[8] The State of Wyoming has never participated in the Community Prevention Grants Program. The State of South Dakota participated in the Program in 1994 and 1995.

Exhibit 6
Title V Appropriations 1994–2000

- In Fiscal Year 1994, $13 million was appropriated under Title V to fund States' and territories' delinquency prevention strategies.

- In Fiscal Year 1995, of the $20 million appropriated, $1 million was applied to prevention programming under the SafeFutures Initiative. Unobligated funds from Fiscal Year 1994 ($257,000) were combined with the remaining $19 million of Fiscal Year 1995 funds, a total of $19,257,000 allocated to States and territories under the Community Prevention Grants Program.

- In Fiscal Year 1996, of the $20 million appropriated, $200,000 was applied to the SafeFutures Initiative. Unobligated funds from Fiscal Year 1995 ($133,000) were combined with the remaining $19.8 million of Fiscal Year 1996 funds, a total of $19,933,000 allocated to States and territories under the Community Prevention Grants Program.

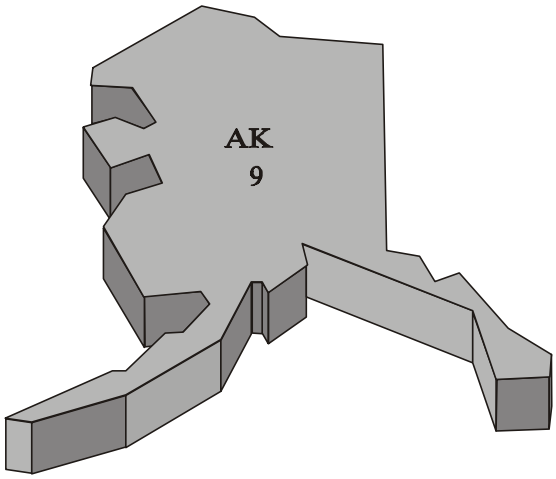
- In Fiscal Year 1997, of the $20 million appropriated, $1.2 million was applied to the SafeFutures Initiative. Unobligated funds from Fiscal Year 1996 ($133,000) were combined with the remaining $18.8 million of Fiscal Year 1997 funds, a total of $18,933,000 allocated to States and territories under the Community Prevention Grants Program.

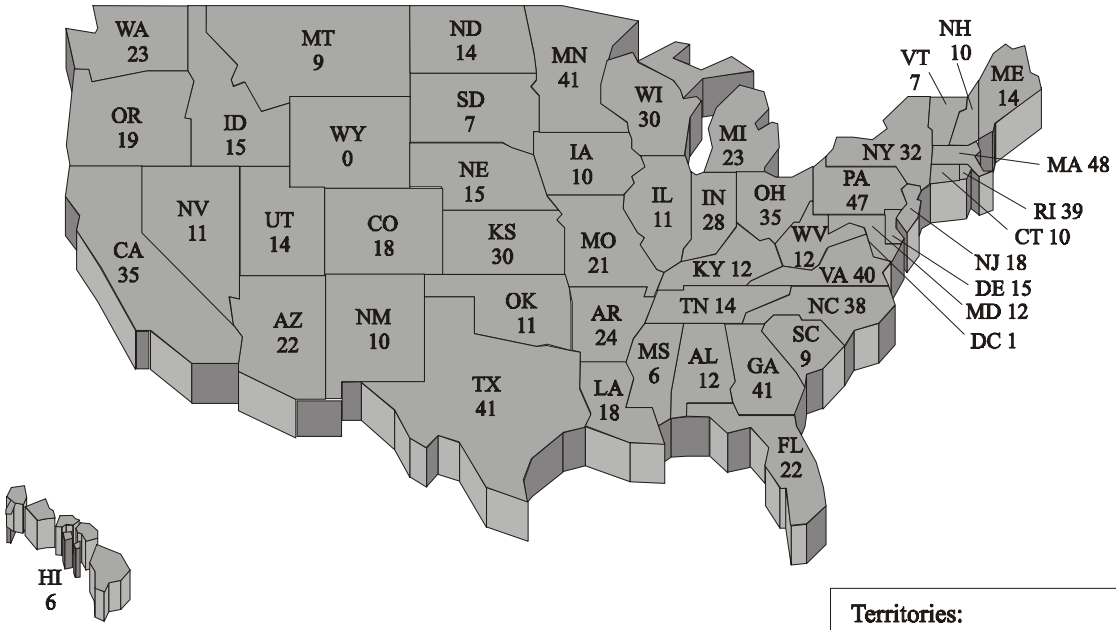
- In Fiscal Year 1998, of the $20 million appropriated, $1.2 million was applied to the SafeFutures Initiative. Unobligated funds from Fiscal Year 1997 ($33,000) were combined with the remaining $18.8 million of Fiscal Year 1998 funds, a total of $18,833,000 allocated to States and territories under the Community Prevention Grants Program.

- In Fiscal Year 1999, of the $95 million appropriated, $25 million was designated for the Enforcing Underage Drinking Laws Program, $15 million for the Safe Schools Initiative, and $10 million to the Tribal Youth Program, $1.2 million was applied to the SafeFutures Initiative, $900,000 was allocated under a 2 percent statutory set aside to support Community Prevention Grants Program-related training and technical assistance, and $2,690,000 was allocated under a 10 percent statutory set aside to support Community Prevention Grants Program-related research, evaluation, and statistics. Unobligated funds from Fiscal Year 1998 ($334,000) were combined with the remaining $40,210,000 for a total of $40,544,000 allocated to States and territories under the Community Prevention Grants Program.

- In Fiscal Year 2000, of the $95 million appropriated under Title V, $25 million was designated for the Enforcing Underage Drinking Laws Program, $15 million for the Safe Schools Initiative, and $12.5 million for the Tribal Youth Program, $1.2 million was applied to the SafeFutures Initiative, $850,000 was allocated under a 2 percent statutory set aside for training and technical assistance, and $4,250,000 was allocated under a 10 percent statutory set aside for research, evaluation and statistics. Unobligated funds from Fiscal Year 1999 ($216,000) were combined with the remaining $36,200,000 for a total of $36,416,000 allocated to States and territories under the Community Prevention Grants Program.

Exhibit 7
Title V Community Prevention Grants Program
Number of Subgrants by State, 1994–2000 (Total=1,093)





Territories:	
American Samoa	41
N. Mariana Islands	4
Guam	5
Puerto Rico	33
Virgin Islands	1

Exhibit 8
Allocation of Community Prevention Grants Program Funds to States

Fiscal Year 1994 (FY 94):	$13,000,000
Fiscal Year 1995 (FY 95):	$19,257,000
Fiscal Year 1996 (FY 96):	$19,933,000
Fiscal Year 1997 (FY 97):	$18,933,000
Fiscal Year 1998 (FY 98):	$18,833,000
Fiscal Year 1999 (FY 99):	$40,544,000
Fiscal Year 2000 (FY 00):	$36,416,000

State	FY 94-99 Amount	FY 00 Amount	Total Amount
Alabama	$2,013,000	$567,000	$2,580,000
Alaska	$585,000	$101,000	$686,000
Arizona	$2,193,000	$661,000	$2,854,000
Arkansas	$1,214,000	$342,000	$1,556,000
California	$16,415,000	$4,662,000	$21,077,000
Colorado	$1,833,000	$544,000	$2,377,000
Connecticut [1]	$1,341,000	$370,000	$1,711,000
Delaware	$579,000	$100,000	$679,000
Florida	$6,247,000	$1,852,000	$8,099,000
Georgia	$3,409,000	$999,000	$4,408,000
Hawaii	$652,000	$156,000	$807,000
Idaho	$681,000	$184,000	$865,000
Illinois	$5,555,000	$1,576,000	$7,131,000
Indiana	$2,778,000	$794,000	$3,572,000
Iowa	$1,360,000	$378,000	$1,738,000
Kansas	$1,286,000	$365,000	$1,651,000
Kentucky	$1,809,000	$517,000	$2,326,000
Louisiana	$2,163,000	$583,000	$2,746,000
Maine	$649,000	$153,000	$802,000
Maryland	$2,363,000	$673,000	$3,036,000
Massachusetts	$2,544,000	$723,000	$3,267,000
Michigan	$4,464,000	$1,258,000	$5,722,000
Minnesota	$2,321,000	$659,000	$2,980,000
Mississippi	$1,414,000	$396,000	$1,810,000
Missouri	$2,457,000	$693,000	$3,150,000
Montana	$610,000	$117,000	$727,000
Nebraska	$828,000	$233,000	$1,061,000
Nevada	$761,000	$244,000	$1,005,000

State/Territory	FY 94-99 Amount	FY 00 Amount	Total Amount
New Hampshire	$639,000	$148,000	$787,000
New Jersey	$3,650,000	$1,041,000	$4,691,000
New Mexico	$924,000	$164,000	$1,178,000
New York	$7,657,000	$2,107,000	$9,764,000
North Carolina	$3,022,000	$897,000	$3,919,000
North Dakota	$575,000	$100,000	$675,000
Ohio	$5,327,000	$1,488,000	$6,815,000
Oklahoma	$1,638,000	$460,000	$2,098,000
Oregon	$1,488,000	$432,000	$1,920,000
Pennsylvania	$5,389,000	$1,496,000	$6,885,000
Rhode Island	$612,000	$124,000	$736,000
South Carolina	$1,682,000	$472,000	$2,154,000
South Dakota [3, 5]	$591,000	$105,000	$696,000
Tennessee	$2,436,000	$697,000	$3,133,000
Texas	$9,574,000	$2,777,000	$12,351,000
Utah	$1,264,000	$367,000	$1,631,000
Vermont	$575,000	$100,000	$675,000
Virginia	$3,022,000	$860,000	$3,882,000
Washington	$2,658,000	$770,000	$3,428,000
West Virginia	$792,000	$211,000	$1,003,000
Wisconsin	$2,406,000	$664,000	$3,070,000
Wyoming [1, 2, 3, 5]	$575,000	$100,000	$675,000
District of Columbia [4]	$575,000	$100,000	$675,000
American Samoa	$190,000	$33,000	$223,000
Guam [1]	$190,000	$33,000	$223,000
Puerto Rico	$2,145,000	$604,000	$2,749,000
Virgin Islands [1, 2, 3]	$190,000	$33,000	$223,000
N. Mariana Islands	$190,000	$33,000	$223,000

[1] These States/territories did not apply for FY 94 funds.
[2] These States/territories did not apply for FY 95, FY 96, or FY 97 funds.
[3] These States/territories did not apply for FY 98 funds.
[4] FY 98 funds held.
[5] These States did not apply for FY 99 or FY 00 funds.

In fact, to date, 13 States and Puerto Rico have awarded (or plan to award) more subgrants than in previous years; 12 States have awarded (or plan to award) the same number of subgrants from past years but at higher levels of funding; and 19 States have awarded (or plan to award) more subgrants and at higher levels of funding than in previous years. Arkansas has chosen to fund fewer subgrantees but at a higher level of funding. North Dakota, Vermont, and the four territories are not affected by increased appropriations because, based on their juvenile population, they are eligible only for the minimum award.

Using FY 2000 funds, a total of 235 subgrants have been awarded, ranging from $7,703 to $300,000. Subgrantees reflect a diverse group of communities nationwide—such as New Castle, Delaware; Boston, Massachusetts; Columbia, Missouri; Mandan, North Dakota; Hurricane, West Virginia—both urban and rural, small and large. With FY 2000 funds, States awarded 83 "new" subgrants (those that had not received a subgrant in previous years) and 137 "continuation" subgrants (those that previously had received a subgrant and in FY 2000 would receive a second or third year of funding). Of the 54 States and territories that participated in the Community Prevention Grants Program in FY 2000, 28 have awarded some or all of their FY 2000 funds, leaving 26 still to award FY 2000 funds. Of the States that still have money to award, 24 have indicated that they plan to award Title V funds to at least an additional 111 new and 158 continuation communities.[9] The remaining two States were unable at the time of this report to estimate the number of new or continuation subgrants they would award. Given this, once all participating States and territories have awarded these funds, the total number of FY 2000 Community Prevention Grant Program subgrantees should exceed 504.

[9] Some States still have FY 1999 funds left to award. As such, the new and continuation subgrants may, in some cases, include a combination of FY 1999 and FY 2000 funds.

3. Federal Support for Training and Technical Assistance

In accordance with the JJDP Act of 1974, as amended, and to assist communities to spend their prevention dollars effectively, OJJDP provides training and technical assistance on the development, implementation, and operation of new approaches, techniques, and methods related to juvenile justice and delinquency prevention. In conjunction with the Title V grant award structure and funding process, OJJDP continues to provide training and technical assistance to help States and communities build their capacity to plan and implement effective prevention strategies. Technical assistance and training is available up-front (pregrant award), to assist potential Title V grantees to develop the knowledge and skills necessary to successfully negotiate each key stage of the comprehensive, risk- and protection-focused planning process. Ongoing technical assistance and training also are available to ensure that Title V grantees have the skills necessary to successfully implement and monitor their delinquency prevention strategies. OJJDP supports a number of training and technical assistance vehicles, two that are specific to the Community Prevention Grants Program. These two vehicles are outlined in more detail in the sections that follow.

Training and Technical Assistance for Planning and Implementation

To ensure community acquisition of necessary skills, OJJDP offers communities training and technical assistance designed to enhance their capacity to apply for and receive a competitive Title V grant and to effectively negotiate the four implementation stages.

A core component of this training and technical assistance is the Title V training curriculum. OJJDP awarded a contract to a new Title V training and technical assistance provider, Development Services Group, Inc. (DSG), on April 1, 2000. DSG has developed a new training curriculum. Emphasizing theoretically based and evidence-driven planning, the curriculum presents an integrated, balanced approach that combines risk- and protection-focused prevention with community asset building.

To improve the Title V program and enhance training effectiveness, DSG and OJJDP conducted four regional focus groups between April and July 2000 with more than 30 State Juvenile Justice Specialists and Title V coordinators to gain their insight on past training sessions. The focus group participants provided many recommendations, most of which were incorporated into the new Title V training curriculum. Key among them was that the training curriculum be made more flexible to meet the specific needs of participating communities and that the training help community members more effectively engage in the Title V process. In response, the first training, Community Team Orientation, has been shortened to 4 hours and, rather than being taught at a regional level, it is brought to each individual community. The first 2 hours are geared to community leaders. This, combined with the fact that the entire training takes place right in the community, facilitates the participation of key leaders and more fully engages PPB members.

The focus group participants made other suggestions as well. First, to build upon communities' existing knowledge of other prevention frameworks, they suggested that the training curriculum include a variety of risk- and protection-factor focused models, including those based on assets and resiliency. As a result, the new Title V curriculum incorporates asset and resiliency prevention models in addition to the risk- and protection-focused approach. Second, the participants reported that communities sometimes find the data collection process complex and recommended that the data collection burden be reduced. In response, an easy-to-use *Community Data Collection Manual* was developed and introduced in the Community Team Orientation, the first training session. With trainers available to assist, community team members complete data collection charts designed to simplify and facilitate the process of collecting indicator data for risk and protective factors. Finally, the focus group recommended that more examples of successful prevention strategies be provided. To accommodate this request, DSG developed a science-based *Effective and Promising Programs Guide*, which presents program, evaluation, and contact information on more than 50 programs that meet selection criteria for effectiveness. The *Guide* is used in the second training session, Community Data Collection and Analysis.

The New Title V Training Curriculum

The new training curriculum includes three training sessions offered to communities interested in applying for Title V funds: Community Team Orientation, Community Data Collection and Analysis, and Community Plan and Program Development. Each training session is explained in detail below.

The first training, Community Team Orientation, is brought to each community interested in applying for Title V funds. The goal of the half-day training is to bring together key local leaders and all members of the PPB to provide: an overview of the Title V model, team building, and mobilizing and sustaining a community planning board; delinquency and prevention background information; major prevention models; collecting risk and protective factor indicators; and assessing community readiness and commitment to prevention.

The Community Data Collection and Analysis training is the second in the series. It is a 2-day training taught at a regional level. Between four and six members of the community attend this training and bring with them the data they have collected since the first training. In the training sessions, participants review the collected data, including analyzing, interpreting, prioritizing, and presenting risk and protective factor data; assessing community resources and gaps in these resources; and crafting a community profile and assessment report, which forms the basis of the Title V 3-year comprehensive delinquency prevention plan. Participants also are introduced to promising and effective programs to help community members choose prevention strategies to impact their community's unique risk and protective factor profile.

The third training, Community Plan and Program Development, centers on the development of the 3-year comprehensive delinquency prevention plan. Taught regionally, this 1-day training is designed to accommodate up to six participants from each community. The session focuses specifically on

reviewing each community's plan through a template, created just for this purpose, which presents step-by-step instructions on plan completion. Work sessions focus on selecting promising and effective programs, learning to assess the suitability of programs in each community, designing an evaluation plan, and developing goals, objectives, and a timetable for implementation.

State Juvenile Justice Specialists and Title V Coordinators are encouraged to participate in the training. They can assist team members to locate community risk and protective factor data and explain and provide guidance on their State's Request For Proposal (RFP) process. In addition, if the series of three training sessions does not fit a State's particular funding timetable or a community has specific needs, DSG offers customized training to States and communities.

OJJDP also provides other technical assistance to States and communities on an as-needed basis. Through OJJDP's Formula Grants Technical Assistance contract, Title V subgrantees can access training on a variety of interest areas and technical topics through their OJJDP State Representative. Technical assistance activities under this vehicle include helping to strengthen a community's conceptual understanding of risk- and protection-focused prevention, familiarizing State Agency or Advisory Group members with the Title V approach, teaching community members how to maintain and build upon existing collaborative relationships, and helping with more technical aspects such as evaluation design and implementation.

In line with its ongoing commitment to research and evaluation, OJJDP also provides valuable evaluation technical assistance to subgrantees through its *Title V Community Self-Evaluation Workbook (Workbook)*. Published in 1995, the *Workbook* provides communities with the framework and tools they need to determine where they are in relation to their delinquency prevention goals and objectives and to measure their progress in decreasing risk factors, enhancing protective factors, and improving community conditions. The *Workbook* consists of easy-to-complete forms and step-by-step instructions that guide communities through evaluation activities designed specifically around the Title V prevention model. The *Workbook* also provides information about how to analyze and use evaluation data to improve program operation and youth services. Training on the *Workbook* can be accessed through the Formula Grants Technical Assistance contract described above.

Communities vary in how far they have progressed in their delinquency prevention efforts. However, the structure and support provided by OJJDP is designed to assist communities to progress further than they would have otherwise. Across the country, thousands of community members have learned the value of risk- and protection-focused, comprehensive delinquency prevention planning. As they have become more proficient in implementing this approach, communities have begun to experience significant improvements in many areas, including better collaboration among community agencies and organizations, enhanced coordination of program services, access to additional funds, enhanced protective factors, and decreases in risk factors and juvenile problem behaviors. In addition, acknowledging the accomplishments at the local level, State agencies are now using Title V planning principles to improve State-level planning and guide the administration of other grant programs. The following chapter describes in greater detail the experiences of States and communities in implementing the Community Prevention Grants Program and demonstrates clearly the impact of this support.

III. Risk-Focused Prevention in Action

As a comprehensive program designed to achieve sustained community change, there is even more evidence this year, the seventh year of the Community Prevention Grants Program, that change is taking place and taking hold. Over the years, this annual report has documented significant change at the local level, including increased collaboration; broad, community-level systems change; and increased capacity to leverage resources to support long-term implementation of prevention activities. This year, in addition to highlighting positive change at the local level, the 2000 Report reflects evidence that Title V is creating significant change at the State level as well.

This chapter describes the impact of Title V on both States and communities as they have implemented the Community Prevention Grants Program. To understand this impact more fully, a series of questions were posed to State Juvenile Justice (JJ) Specialists and local Title V communities.[10] Both JJ Specialists and community representatives were asked to report on the *most significant* change or impact that Title V has had in their State or community. Local representatives also were asked to discuss factors that either facilitated or hindered their ability to successfully implement the Title V model and then describe the future of Title V in their community. Their responses, in combination, provide a "snapshot" of the type of change the Community Prevention Grants Program is generating nationwide.

This chapter begins with a look at Title V-inspired change at the State level, including comprehensive planning and support for prevention. The final section reports on the experiences of local communities and the type of change Title V is creating there. This chapter offers ample evidence to support the statement that "risk- and protection-focused prevention works."

1. Title V Impact at the State Level

As a new approach to delinquency prevention, one based on sound and rigorous research, Title V's risk- and protection-focused prevention model was expected to create significant change at the community level. Across the Nation, however, Title V also is facilitating important change at the State level. Specifically, Title V is:

- *Promoting comprehensive planning at the State level*—pushing States to move beyond prevention strategies toward a statewide comprehensive, community-based continuum of services that includes integrating the Title V principles into other State-sponsored grant programs.
- *Promoting State-level support for better and more effective prevention strategies*—pushing States to support prevention and strategically allocate resources to promising strategies supported by the Title V model.

These two changes are discussed in further detail in the next section.

Comprehensive Planning at the State Level

Asked about the single most important change Title V has created at the State level, 32 percent of JJ Specialists report that Title V has driven them to develop and implement *comprehensive statewide prevention plans.* Through its emphasis on collaboration and data-driven decisionmaking, Title V has motivated juvenile justice leaders in many States, including Indiana, Kansas, and New Jersey, to move beyond categorical prevention programming toward strategic, comprehensive, and long-term State planning. The emphasis on

[10] Data were collected between December 2000 and January 2001 from the 48 participating States, the District of Columbia, and 5 U.S. territories. South Dakota and Wyoming did not respond to the survey because they do not participate in the Community Prevention Grants Program. Three Juvenile Justice Specialists (or other key State staff responsible for overseeing the implementation of Title V) elected not to answer the question about Title V-inspired change at the State level. JJ Specialists also were asked to nominate local Title V subgrantees for followup data collection. In total, 64 communities were nominated for followup. Of the 64 communities nominated, 44 were reached for comment (a 69 percent participation rate).

statewide planning has allowed needs to surface *across the State* and inform the development of plans—not unlike the 3-year plans required of Title V subgrantees—to strategically allocate resources to meet State-specific needs. Although it takes many different forms, this comprehensive approach to State prevention planning shapes the way States think about prevention, allocate Title V resources, and structure other State grant programs. Similar to the lessons learned by local Title V communities, strategic programmatic and funding decisions are all but impossible without an overarching, data-driven plan.

In Indiana, Title V was the inspiration behind a working group developed to coordinate planning among State agencies to support positive youth development and other prevention initiatives. In coordinating their efforts, State agencies not only benefit from pooled resources, but they also set an example for the type of prevention planning they expect from local communities through programs such as Title V.

Title V has provided Kansas, which has implemented a Juvenile Justice Reform initiative, both a model for State-level decisionmaking and planning based on risk assessment and locally-based strategies and funds to implement 29 comprehensive community plans across the State. New Jersey plans to integrate the Title V principles into a comprehensive State juvenile justice strategy that allocates resources to local communities to support critical points along the juvenile justice continuum of care (e.g., prevention, intervention, graduated sanctions).

"Title V has provided support to the State and its communities [by providing the model and the funds] to move beyond [specific] prevention strategies toward a statewide comprehensive community-based continuum of services."

— Paula Schuttera, JJ Specialist, Kansas

While Title V has inspired some States to create State-level juvenile justice plans, its emphasis on comprehensive planning and data-driven assessment has significantly influenced the administrative policies and practices of others, specifically, on how they structure and administer juvenile justice grant programs and funds. Presently, at least 12 States (25 percent) apply the Title V planning requirements (e.g., community mobilization, data-driven assessment, research-based strategies) to other State-sponsored juvenile justice and related grant programs. More and more, it seems, Title V is providing *the* model for prevention planning.

In Oregon, Title V increased awareness at the State level of the effectiveness of *community-based risk-focused prevention* strategies to reduce the number of youth entering the juvenile justice system. To further support wide dissemination of the model, in 1999 the Oregon State Legislature approved a Juvenile Crime Prevention Partnership to distribute $19 million to Oregon counties to implement research-based crime prevention strategies. To be eligible to receive the funds, communities must use a planning process that mirrors Title V.

In Washington, the success of the Title V approach has been credited with re-energizing the State's investment in prevention and, subsequently, influencing the development and implementation of its Juvenile Justice Violence Prevention Grants Program, which in 1999 provided $560,000 in local grant awards for prevention programming. Based on the Title V model of prevention planning, State Juvenile Violence Prevention Grants assist communities in planning and implementing local delinquency prevention efforts based on sound research and best practices.

Recognizing the value and applicability of the Title V planning model, some States have adopted the Title V principles to *all* State prevention efforts. In Pennsylvania, the Title V research-based planning process has become so widespread, the State has established a pool of funds under its Research-Based Delinquency and Violence Prevention Program to support communities in planning, assessing, and implementing promising prevention strategies, including those started under Title V. In addition, other Pennsylvania State agencies have either incorporated or plan to incorporate the Title V process into their grant programs, including the Departments of Health, Education, and Public Welfare, and the Bureau of Drug and Alcohol Prevention.

Virginia and New York are following suit. In Virginia, using Title V as *the* model for prevention planning, State policymakers, with the support of legislative staff members, insist that all local State-sponsored prevention initiatives include the Title V planning requirements. New York, too, has integrated the Title V philosophy, specifically the principles of collaboration and local decisionmaking, into the development, administration, and monitoring of all its juvenile justice grant programs. Other States, such as Kansas, Mississippi, and Texas, have integrated some of the components of risk-focused prevention planning into their grant programs, most frequently community mobilization and assessment.

"The concepts of collaboration and community responsibility in delinquency prevention efforts are applicable to all State juvenile justice funding streams in all localities. Consequently, the development, monitoring, and administration of all juvenile justice programs in New York State have been influenced by the existence and subsequent success of the Title V movement in establishing community-based delinquency prevention."

— Ann Cadwallader, Title V Community Prevention Grants Program Coordinator, New York

More Effective Prevention Programming

Twenty-six percent of State JJ Specialists report that Title V has enhanced their State's investment in prevention and helped to facilitate effective prevention programming at the local level. By educating stakeholders regarding the principles of effective prevention *and* providing both the model and funding for successful delinquency prevention at the local level, Title V has helped advance a common sense of purpose and understanding among State policymakers, including State Advisory Group members and legislators, about where to focus resources and how to prevent delinquent behavior. This common framework, in turn, promotes a commitment to prevention, or "front-end" approaches, and support, both philosophically and financially, for effective delinquency prevention programs. For example, in Wisconsin, Title V drew attention at the State level to the importance of prevention, collaboration, and data-driven planning, concepts the State continues to emphasize. Similarly, by providing the model and funding for prevention in Colorado, Title V has ensured that key State-level stakeholders have remained focused on the front-end, an investment the Colorado Title V Coordinator considers to be smart both "fiscally and from a humanistic perspective."

"Title V has brought the importance of prevention to the forefront. Along with what we have learned from the Comprehensive Strategy, [Title V] has placed Iowa in a position of going statewide with a juvenile justice youth development-focused model of prevention."

— Eric Sage, Title V Coordinator, Iowa

According to JJ Specialists in 10 States (20 percent), including Nevada, New Jersey, Ohio, and Utah, the effectiveness of local delinquency prevention initiatives has sustained the State's commitment to prevention. The Community Prevention Grants Program provides communities with the tools they need to assess their own delinquency prevention needs and resources and then choose and implement prevention strategies *with demonstrated effectiveness* to reduce risk factors. Having this process in place has increased the effectiveness of local delinquency prevention efforts and, in doing so, has contributed to a sense of confidence among State level decisionmakers that their funding decisions actually will produce expected outcomes.

"The Title V program has improved the quality and quantity of delinquency prevention programs in Ohio. The nature of the model forces communities to identify community needs and fill gaps in services. Because of the success in Ohio, the State plans to expand the model statewide."

— Kristi Mason, JJ Specialist, Ohio

Finally, while States appreciate having a model for prevention planning and are excited by the change that Title V stimulates, for some it is the funding

that has proven to be the most significant benefit of the Community Prevention Grants Program. It has provided States with a funding source for prevention *programming*, something that did not exist until Title V. In Georgia, for example, Title V's most significant impact has been in relation to the State's pre-existing Family Connection Initiative. Begun in 1992, the initiative, like Title V, is a statewide program designed to support the creation of local collaborative boards in Georgia's 159 counties. While the State had significant funding to assist Family Connection communities with the required planning and assessment process, it did not have the money to implement prevention services. Having met the mobilization and planning requirements for a Title V subgrant, the communities were well-positioned to receive Title V funds and gain the long-awaited support necessary to implement prevention strategies and address risk factors.

The increased allocation of funds to the Community Prevention Grants Program in FY 1999 had a twofold impact in North Carolina in FY 2000. First, the increase in resources allowed the State agency to further disseminate the Title V model by supporting a larger number of community prevention initiatives at a higher level of funding. Second, the increased allocation provided additional resources to North Carolina's local Juvenile Crime Prevention Councils, which, like the Title V Prevention Policy Board, conduct county-level data-driven assessments and then plan and oversee community-based delinquency and substance abuse prevention strategies and programs. According to Roshanna Parker, North Carolina's Criminal Justice Planner, by providing much needed resources, Title V has "helped communities feel a sense of pride and ownership in their delinquency prevention efforts."

Even in those States with significant nonfederal prevention resources, the Title V allocation makes a difference. The Kentucky General Assembly currently allocates $1.5 million for prevention programming throughout the State, but the money is not guaranteed on a year-to-year basis. Combined with the Title V appropriation, the money allows the State to fund many more local prevention initiatives than it otherwise could. Moreover, should the General Assembly choose not to reallocate the money next year or in future years, the Title V dollars will provide resources to support local prevention efforts.

The information presented in this section provides evidence that the Community Prevention Grants Program is shaping statewide prevention planning and policy development and, in doing so, enables State agencies to better support effective and meaningful prevention programs at the local level. The next section describes Title V-inspired change at the community level.

2. Title V Impact at the Local Level

As a comprehensive program designed to achieve sustained community change, the Community Prevention Grants Program promotes community-wide collaborative efforts through the Prevention Policy Board (PPB). PPBs are tasked with conducting a thorough assessment of their communities to identify underlying risk factors, protective factors, and existing community resources. Taken together, the PPB and community assessment are intended to increase the effectiveness of local delinquency prevention efforts. And, according to the community representatives interviewed for this Report, Title V *is* providing communities with objective data to drive their local prevention plans, *is* promoting collaboration, and *is* producing encouraging and exciting prevention program outcomes.

The next section describes these local-level changes in greater detail and includes a discussion of factors that either helped or hindered community progress in these areas. These changes reflect a strong and sustained local commitment to building healthy communities and supporting strong families and law-abiding youth.

The Community Assessment: Promoting Collaboration and Planning

One of the assumptions underlying the Community Prevention Grants Program model is that when communities mobilize around a common vision, their ability to effectively plan and coordinate their prevention efforts improve. While there is evidence to support this assumption (evidence

presented in past Reports), we now have information to suggest that the community assessment process and its subsequent findings also facilitate mobilization and support the development of a shared, sustained community vision. In fact, 30 percent of community representatives report that the community assessment process and resulting data was the most significant impact Title V had on their community. By providing empirical documentation of local problems, the assessment better equips community members to reach a consensus regarding their most pressing problems and the types of prevention strategies needed to address them and, in doing so, facilitates community buy-in and collaboration. As one PPB member said, "You can't dispute the evidence. Once it's there, you have to look at it. And once everyone understands what it's saying, you have to agree to do something about it."

In Utah's Carbon and Weber Counties, for example, there was little interest in supporting the Title V initiative prior to the community assessment. Once people had the data and could think about local problems objectively, they became both interested and supportive. The assessment "finally provided data which we could use to educate the community and raise awareness of the real problems." The community now supports the Title V initiative. In fact, the counties are now involved in ongoing data collection activities, including surveys in the schools, and use the information to monitor problems and coordinate and develop programs.

"The assessment showed the community its strengths and educated people about what existed that they may not have known about before...Because of the assessment process, people from all facets of the community are now working collaboratively to make a better community. Even if the programs go away, the new spirit of collaboration will endure. This collaboration also has brought about better coordination of existing resources and the development of other new collaborative programs."

— Carma Homer, Administrative Officer, Alcohol and Drug Abuse Services, McKean County, Pennsylvania

In addition to facilitating community support, the assessment data drive the community planning process. Once the assessment is complete and the data are in, the PPB and community members have a common framework for thinking about local problems (the data make it difficult for agencies and individuals to push their own agendas) that guides the planning process. Armed with a thorough and shared understanding of the problems, the resources available, and the gaps yet to be filled, the community can collectively decide on the best plan from which to proceed. In Thurston County, Washington, the assessment showed that the county did not need new services but simply needed to improve access to services it already had. Instead of creating new programs—the community's initial inclination—the county established neighborhood centers that would bring existing social, educational, and recreational services into neighborhoods that needed them most.

Through its emphasis on assessment and planning, Title V continues to facilitate collaborative planning and solutions to shared community problems. Across communities, Title V continues to bring together agencies, organizations, local groups and institutions, and individuals who previously mistrusted each other or simply were not accustomed to working together. Law enforcement, school districts, courts, and social service agencies now share information, and communicate on a regular basis. In general, communities report that the impact of collaboration at the local level continues to be both broad and positive. Specifically, collaboration has:

- Created a more uniform approach to community problems.
- Stimulated additional funding opportunities and increased access to resources.
- Produced more effective resource allocation.
- Increased community awareness of problems and resources.
- Strengthened interagency service coordination and increased accessibility to services for youth and families.

- Brought about the development of new and effective programs.

- Established better relationships among parents and youth and major institutions such as schools, courts, and law enforcement.

The collaboration inspired by Title V has had an unanticipated impact as well. Based on the example set by local PPBs, the spirit of collaboration has expanded to local neighborhoods and community groups. In the Sheldon section of Beaufort, South Carolina, an area characterized by extreme poverty and adversarial relationships among its 19 neighborhoods, the Title V PPB worked hard to convince local leaders to work together. Currently functioning as the PPB, the neighborhood leaders now meet regularly. The subsequent coordination and development of programs and services is helping Sheldon community members to achieve their ultimate goals of decreasing juvenile arrest rates and improving the academic standing of children in the community.

In Thurston County, Washington, Title V supports four neighborhood centers in low-income housing complexes that provide a variety of afterschool activities for youth and outreach programs, resources, and information for adults in the neighborhoods. While these efforts have been successful, including re-engaging youth in school and connecting parents and families to much needed resources, the example set by the project's advisory board has led to strong partnerships at the neighborhood level. The neighborhood centers have formed partnerships with local schools, law enforcement, institutions such as the Girl Scouts and 4-H, service clubs, and churches. According to Mary Segawa, the project's director, "The centers have really helped to build a sense of community."

Effective Prevention Programming

Inherent in the Community Prevention Grants Program model is the assumption that community mobilization combined with data-driven assessment and planning ultimately leads to more effective prevention programming. Based on the experiences of local community representatives, this assumption, in fact, is true. This next section highlights many of the promising outcomes Title V efforts have produced nationwide including:

- The *KEYS Program* (Kids Enjoying Youth Safely) in Jefferson County, Illinois, serves approximately 130 to 150 youth from low-income families per day, referred primarily for academic or behavioral problems. Based on the community's risk and resource assessment, which showed *delinquent behavior* both on the rise and occurring most frequently between 3 and 6 p.m., the program offers many components, including academic achievement, life skills education, conflict resolution, and a parenting component. In the 2 years the program has operated, disciplinary incidents have dropped 10 percent, school attendance has increased 20 percent, and participating youth and schools report a 30 percent increase in assignment and homework completion.

- The *Cowley County Truancy Program* in Kansas, in an attempt to address students' lack of *commitment to school*, provides two uniformed truancy officers to support five local school districts to keep their youth in school. Since September 2000 when the Program began, the number of truancy cases handled by the county probation officer has dropped from 40 to 10.

- The *Parent Project* in Minidoka County, Idaho, designed to respond to local risk factors including *substance abuse* and *school dropout* as well as high gang activity, educates parents and teachers in how to respond effectively to destructive youth behaviors. Since 1997, 1,000 families have attended Parent Project classes. In this time, they have seen several countywide changes, including a 33 percent decrease in juvenile court petitions and a decrease in the school dropout rate from 17 percent to 0 percent. In 1999, the Parent Project was recognized by the Idaho Supreme Court and is now *the* model for juvenile crime prevention programming in Idaho.

- The *Adams County Youth Court Program* in Mississippi, designed to address *family management problems, early academic failure,* and *early initiation of problem behavior*, provides supportive services to nonviolent first-time offenders and their families, including court-mandated classes on conflict resolution, anger management, values and choices, and

peer pressure to increase positive youth behavior by promoting healthy beliefs and clear standards. Since the program began, Adams County has seen a 47 percent decrease in the number of youth charged with assault, from 74 in 1998 to 35 in 1999.

- The *West End Initiative* in Mississippi County, Missouri, provides youth leadership training to a targeted group of high-risk youth, ages 9 to 14, to combat the *early initiation of problem behavior*. The training includes classes in impulse control, anger management, conflict resolution, and problem solving. Across a 2-year period, 40 percent of the participants significantly increased their school attendance, with 97 percent maintaining a 90 percent or better attendance. Suspensions from the elementary and middle school have dropped from 119 in 1997 to 52 in 2000, a 44 percent reduction.

- The *Juvenile Diversion Project* in Grand Forks, North Dakota, designed to reduce *family management problems*, provides services to nonviolent first-time offenders and their families to divert them from court action and, ultimately, reduce recidivism. Of the 311 youth served by the program, 78 percent had not reoffended 90 days after completing the program. Further followup will be conducted to assess the long-term impact of the program.

- The *Southwest Side Project* in Altus, Oklahoma, is an afterschool recreation program designed to impact *low neighborhood attachment*. Situated in a high-risk neighborhood and run by a local Community Police Officer, the program provides alternative activities for at-risk youth and opportunities for those youth to build a positive relationship with the officer. Providing youth with afterschool activities has decreased the number of unsupervised youth home alone during the afterschool hours and, in doing so, has decreased by 50 percent the proportion of residents who report youth gangs as a major neighborhood problem.

- The *Parents and Children Workshop* offered in McKean County, Pennsylvania, is designed to reduce *family management problems* by teaching effective parenting. After completing the program, 98 percent of parents felt more confident and competent in their parenting abilities; 84 percent learned how to set clear expectations for and monitor their children's behavior; and 100 percent learned positive reinforcement techniques and problem-solving skills—all characteristics of nonabusive parents.

- The *Youth and Families with Promise* program, in Utah's Carbon and Weber Counties, targets youth ages 10 to 14 who exhibit low self-confidence, act out in school or the community, or are experiencing academic difficulty, problems associated with *academic failure* and *early initiation of problem behavior*. The program brings together children and their parents to improve interpersonal skills and strengthen family bonds. Based on the results of the evaluation, which used well-established surveys implemented pre- and post-program participation and multivariate statistical techniques to test for significant changes, family relationships improved, youth demonstrated greater respect for parents, and indicated increased self-confidence. Youth also demonstrated improved attitudes toward school, completed more homework, received better grades, and engaged in less cheating, truancy, violence, and visits to the principal's office; and for youth who previously had been involved in problem behaviors in the community, there were statistically significant decreases in police referrals and incidents of stealing, damaging or destroying property, alcohol consumption, gang activity, and violence.

- The *ENCOURAGE* program in Huntington, West Virginia, is a suspension program for youth in grades six through eight that provides academic support and counseling to increase their *commitment to school* and avoid future suspensions. Since the program started in 1998, approximately 300 students have participated, only 25 percent of whom have returned to the program a second time.

- The *Middle School Enrichment Program* in East Haven, Connecticut, provides constructive, supervised, afterschool activities designed to increase students' *commitment to school*. The program includes tutoring; individual and group activities, such as photography, cooking, drama, and woodworking; community involvement projects; and mentoring. According to local evaluation reports, the program has produced

statistically significant improvements in participants' perceptions of school and general satisfaction with school, two indicators of commitment to school.

Connecticut also funded a first-year evaluation of all seven of its Title V communities in 1999. Across the initiatives, the evaluators found a number of *statistically significant* changes including an increase in participants' overall satisfaction with school; a positive relationship between participation in academic support activities and a positive attitude towards school; a positive relationship between involvement in leadership training and improved emotional stability; and a positive relationship between community service activities and an improved attitude toward school. These findings lend further support to the proposition that risk- and protection-focused prevention works.

"Currently I am a parent attending the Parent Project class on Saturday mornings...To be honest with you, I was ready to give up on my son and have him live with his father...I decided to attend the class as a last effort really believing [it] would not help, just like everything else I have tried. However, I have seen a remarkable change in my son...He has not threatened us...and I feel like he is a much happier child. I am very grateful. I enjoy being with my son again."

— Excerpt from parent letter, Title V Parent Project, Calhoun County, Alabama

3. Factors That Hinder and Facilitate Community Success

While the Community Prevention Grants Program has some impact on almost every community that implements it, communities experience varying degrees of success. This section outlines the factors that communities most frequently reported as either hindering or facilitating the successful implementation of the Program model.

Collaboration and Planning

While collaboration and planning are imperative to effective community-based prevention, the processes can be challenging to implement. In fact, turf issues continue to be the most commonly reported challenge to forming and sustaining productive collaboration among board members and completing the assessment process. Approximately one-third of all community representatives reported that turf issues either had been or continue to be an issue in their community. Turf issues are frequently attributable, in part, to individuals, agencies, and organizations not having worked together. In some cases, it was reported that community representatives feared that information shared with other service providers might reveal weaknesses or gaps in services that could potentially lead to a loss of funding. Some providers felt that the process of joint planning is a win-lose proposition: if one wins, the other necessarily loses. Finally, some agencies did not see the need for collaborative planning because they worked from a "services-first" mentality, putting the service they provide over the problem they are working to manage. Other hindering factors reported include a lack of community ownership of the initiative and inadequate representation of the community on the PPB.

Communities also support collaboration and planning. In fact, the most commonly reported facilitating factor was having leadership and support at either the State or local level. Leadership and support takes several forms. In some communities, it takes the form of buy-in from people who have the power to make decisions or having a strong PPB composed of local leaders who are both interested and educated about the process. In others, it is the commitment of local agencies, organizations, and individuals to commit data and support programming decisions. In still others, it is the guidance and support provided by State Juvenile Justice Specialists to understand and complete the process. Whatever shape the facilitating factor of leadership and support takes, according to community representatives, it is what has helped them get through the process and develop and sustain effective collaboration in their communities.

Effective Prevention Programming

While many community representatives said the Title V planning model was instrumental in helping to create effective programs, 37 percent

reported that "money" was the factor that most influenced the success or failure of their programs. Limited resources hinder communities' efforts to hire appropriately trained staff, acquire necessary program materials and resources, and serve the expected numbers of participants. Without these basic necessities, it is difficult to produce program outcomes in a sample significant enough to be meaningful. Without proof of success, communities find it difficult to secure additional funds to enhance program efforts. In effect, limited resources hinder communities from achieving full and adequate program implementation. On the other hand, communities with adequate resources find their efforts enhanced. In addition, when there are adequate resources for programming, community representatives report having more time to focus on securing additional and future funding resources.

4. Community Prevention After Title V

Despite all the positive outcomes reported, communities still struggle to "institutionalize" their prevention activities following the grant award period. When asked about the future of the Community Prevention Grants Program in their community, 38 percent were not sure how they would acquire the resources to continue their efforts. This group reported several reasons for their current situation. In some cases, the community is simply strapped for resources and must rely on competing for additional Federal or State grants, a process that can be both intimidating and labor intensive. In other cases, community representatives readily admit that they did not think about this issue far enough in advance and so were not prepared to deal with it or did not have an evaluation plan rigorous or comprehensive enough to measure change.

While some communities struggle, others move forward. Twenty-five percent of the communities in this sample have had some success in leveraging additional resources and institutionalizing their prevention activities. In some cases, as in Holland, Michigan, and Norfolk, Virginia, the financial responsibility for local prevention efforts has been taken over by the city. In others, as is the case in Jefferson County, Illinois, the school district has assumed project costs in its annual budget. Other communities have been awarded Federal grants, such as a Drug-Free Communities Support Program grant award, State grants, or private foundation money to continue their efforts. Some communities use a combination of techniques to ensure continued support.

Delaware County, Pennsylvania, for example, is a community whose Title V grant ended a few years ago. But its efforts have continued and, in fact, have been enhanced. According to the project director, the results of the Title V process—an intact collaborative board and data-driven plan—gave the community the local infrastructure necessary to leverage "people power" and the information necessary to put together strong grant applications. In total, the community used the original Title V grant to leverage $1.7 million in additional funds, including several multiyear State grants and private foundation dollars. These resources have allowed the county to expand its tutoring program, establish libraries at local elementary schools where they did not exist before, and provide afterschool activities for more than 700 students through the Middle School Prevention Project.

Jefferson County, Illinois, has leveraged additional resources by updating its risk and resource assessment data each year. The data has been instrumental in obtaining new grants. Under the leadership of the PPB and armed with the data, the community has received more than $250,000 in additional financial resources. The school district has been so pleased with the program's results, it has absorbed all program expenses into the school budget.

Communities report that comprehensive planning and evaluation processes are key factors that enable them to secure additional funding. As such, it is important to the continued success of Title V that communities have ongoing support to plan, implement, and evaluate effective prevention efforts.

These findings provide encouraging evidence that the Title V Community Prevention Grants Program model can promote collaborative and effective prevention planning and help communities strengthen positive youth development and reduce

risk factors and problem behaviors among youth. With continued dissemination of the Community Prevention Grants Program model—now being implemented in nearly 1,100 communities nationwide—local prevention and early intervention efforts will continue to create positive change in communities and the lives of this Nation's children and families.

IV. National Evaluation of the Community Prevention Grants Program

In addition to the data collection effort undertaken each year for the Report to Congress, a parallel effort has been going on in a smaller sample of Community Prevention Grants Program subgrantees. Since 1998, in line with its mission to develop effective strategies for delinquency prevention, OJJDP has conducted a long-term, national-level evaluation of the Community Prevention Grants Program in 11 communities in six participating States (see exhibit 9 for participating sites). Designed to test the key assumptions on which the Title V model is built, the national evaluation integrates case-study methodology with a "theories of change" approach to examine indepth the key stages of program implementation at the local level. Ultimately, the information gathered from the evaluation will help OJJDP understand how different communities can best create the conditions necessary for effective prevention planning and programming.

This next section outlines in detail the national evaluation design and activities to date and presents some early, preliminary findings that demonstrate that the Community Prevention Grants Program delinquency prevention model is bringing about change at the local and State levels.

1. National Evaluation Design and Activities

Intended to examine the viability and effectiveness of the Community Prevention Grants Program delinquency prevention model, the national evaluation addresses the following research questions:

- What is the impact of the Community Prevention Grants Program on community planning, service delivery, risk factors, protective factors, and juvenile problem behaviors?

Exhibit 9
National Evaluation of the Community Prevention Grants Program

National Evaluation Sites

HAWAII

City and County of Honolulu

MICHIGAN

West Ottawa County
City of Novi

NEBRASKA

City of Norfolk
City of Valentine

PENNSYLVANIA

Northampton County
Fayette County

VERMONT

Town of Middlebury
Town of Windsor

VIRGINIA

Hanover County
City of Waynesboro

- What factors and activities lead to the effective implementation of the Community Prevention Grants Program model?

- What factors and activities lead to positive program outcomes?

To address the research questions, the evaluation team is examining the four key stages of program implementation—including community mobilization, assessment and planning, implementation, and institutionalization and monitoring—in the 11 participating communities through the following key tasks:

- *An assessment of planning, implementation, and outcome characteristics*—by reviewing relevant materials, such as grant applications, community assessments, and program plans; conducting interviews with key players, including community leaders, PPB members, project directors, and program staff; and appraising existing evaluation plans, capacity, and future evaluation support needs.

- *An assessment of the efficacy of the Community Prevention Grants Program model*—based on intensive case studies of each community's "theory of change." [11]

- In combination, these activities provide a framework for understanding both the process and progress of this long-term delinquency prevention program.

In the spirit of collaboration and capacity building, the national evaluation was designed to do more than simply answer the research questions. It also was designed to build local community capacity to monitor, and thereby increase the effectiveness of, local delinquency prevention plans. To this end, evaluation training and technical assistance were built into the design. To date, the evaluation team has provided training and technical assistance to all 11 communities on a variety of topics, including use of the Title V Community Self-Evaluation Workbook; basic evaluation concepts, principles, and methods, including logic models;[12] development of community evaluation plans; and State- and community-defined evaluation topics.

Since 1998, the first year of implementation, national evaluation team activities have focused primarily on building relationships and implementing data collection activities, although a good deal of time has been spent as well on developing the capacity of community members to fully engage in data collection efforts. To date, these activities, most often conducted onsite, have included:

- Establishing collaborative working relationships at the State and community levels—through frequent and ongoing contact with State staff, State- and local-level evaluators, and community members.

- Building the "State context" (e.g., assessing State support for prevention programs, levels of funding, availability of State-supported training and technical assistance)—through interviews with State Advisory Group members, State Juvenile Justice Specialists, and other key State-level stakeholders.

- Assessing the community—through the collection and review of relevant materials, such as grant applications and program activity and evaluation plans and interviews with key community players, including PPB members, project coordinators and directors, and program staff.

- Developing tools for data collection and management—including interview protocols, program process and outcome logs, and evaluation data collection guides.

Because the team relies on local data collection support, the relationship between the evaluation team and State and local stakeholders is built on trust and confidence. To facilitate positive working relationships, OJJDP supports the evaluation team to maintain essential connections at both the State and community level.

[11] A "theory of change" is simply a community's theory of how and why their initiative works. More specifically, a theory of change is a community's understanding of the *systematic and cumulative links between project activities, outcomes, and context[ual] factors of the initiative*" (Connell and Kubisch, 1998).

[12] A logic model is a graphic representation that clearly identifies and lays out the logical relationships among program conditions, activities, outcomes, and impacts.

Future Evaluation Steps and Plans

OJJDP has provided ample financial resources to the evaluation team to meet the specific evaluation needs of the participating States and communities and to collect the data to answer the evaluation questions. In the future, OJJDP intends to support the national evaluation team to carry out the following activities:

- Continue efforts to build local evaluation capacity—through ongoing evaluation training and technical assistance to States and communities.
- Continue implementation of the evaluation design—through ongoing collection of community-level data and interviews with key community players to allow them to fully articulate their "theory of change."
- Develop and disseminate a national Title V survey—to empirically validate case-study findings in a large, national sample.
- Disseminate early evaluation findings—through summary reports on implementation progress and in annual Title V Reports to Congress.

Findings from the national evaluation will help OJJDP refine the Title V risk- and protection-focused prevention model and add to the growing body of research on juvenile delinquency and effective delinquency prevention strategies.

2. Preliminary Findings: "What Seems To Matter"

Based on preliminary analysis of national evaluation data, including intensive interaction with participating States and communities and information collected each year for the Title V Reports to Congress, a number of important findings have emerged regarding the factors necessary for communities to plan and implement *effective* risk-focused delinquency prevention—factors that "seem to matter." The findings suggest that States and communities with access to financial, technical, and even emotional supports may better understand the Title V prevention model and, therefore, implement it with greater confidence and success. While these initial findings have not been empirically validated (although it is expected they will be in future stages of the evaluation), they provide a window into the type of support necessary for effective delinquency prevention. Outlined in exhibit 10, the findings are presented in greater detail below.

Exhibit 10
Community Prevention Grants Program National Evaluation Initial Findings: "What Seems To Matter"

"What Seems To Matter" at the State level includes:

- State support for a Title V Coordinator.
- State support for the Title V model.
- State support for planning activities.
- State support for timely training activities.
- State support for evaluation activities.

"What Seems To Matter" at the local level includes:

- Community support for the Title V model.
- Community support for the planning process.
- Community support for evaluation.
- Community support for organizational leadership.
- Community support for a Title V Coordinator.
- Community support for ongoing resources.

At the State level, these findings include:

- **State support for a Title V coordinator—**It seems to matter that the State agency designate a State Juvenile Justice Specialist, a Title V Coordinator, or a Prevention Specialist, whose primary responsibilities are to support the State's Title V subgrantees by organizing and overseeing Title V planning, implementation, and evaluation activities and maintaining frequent contact with local community members.

- **State support for the Title V model—**It seems to matter that State Juvenile Justice Specialists and other State prevention staff fully understand and commit to the Title V model and convey this information to local subgrantees.

- **State support for planning activities—**It seems to matter that States provide resources to support potential and current Title V subgrantees to fully implement the labor and resource intensive data-driven planning phase including State-sponsored planning grants, training and technical assistance, and risk- and protective-factor data sources.

- **State support for timely training activities—**It seems to matter that potential Title V subgrantees participate in training at a time when newly acquired information and skills can be readily applied to planning activities and communities have sufficient time to fully develop their 3-year plans.

- **State support for evaluation activities—**It seems to matter that State Juvenile Justice Specialists and other State prevention staff understand basic evaluation principles and concepts and can support local Title V subgrantees in their efforts to develop and implement realistic evaluation plans.

At the community level, findings include:

- **Community support for the Title V model—**It seems to matter that the unit of local government representatives, Prevention Policy Board members, and Title V project directors, coordinators, and program staff fully understand and commit to the Title V model.

- **Community support for the planning process—**It seems to matter that community members involved in the Title V planning process have the information and support they need—including training and ongoing technical assistance—to link Title V planning, implementation, and evaluation activities.

- **Community support for evaluation—**It seems to matter that community members have access to ongoing evaluation training and technical assistance and support to develop and implement local evaluation plans.

- **Community support for organizational leadership—**It seems to matter that Title V communities have a strong lead agency or organization with experience conducting data-driven risk assessments and planning and implementing a comprehensive, community-based prevention initiative.

- **Community support for a Title V coordinator—**It seems to matter that Title V communities have a coordinator or project director whose primary responsibility is to organize and oversee Title V planning, implementation, and evaluation.

- **Community support for ongoing resources—**It seems to matter that Title V communities have ongoing access to local financial, material, and in-kind resources.

The national evaluation of the Title V Community Prevention Grants Program is contributing valuable information to the base of knowledge about "what works" in prevention. It goes beyond the existing knowledge about risk- and protection-focused strategies to examine other factors that contribute to successful delinquency prevention efforts. The process and outcome evaluation being conducted in the 11 communities in 6 States is showing not only what works but why it works. OJJDP's support of this evaluation adds to a research foundation that can be used by all who are committed to further reducing the problem of juvenile crime and delinquency.

V. Concentration of Federal Efforts in Delinquency Prevention

The Community Prevention Grants Program promotes collaboration among local government agencies by requiring broad stakeholder representation on the Prevention Policy Board and granting communities the flexibility to fund prevention efforts tailored to meet local needs. Collaboration is essential to achieving community-level changes in norms and expectations because it promotes widespread communication of consistent prosocial messages.

Collaboration at the Federal level is equally important to achieving nationwide improvements in delinquency prevention. Consistent with this focus, OJJDP works in partnership with other Federal agencies and national organizations to coordinate prevention programs to impact juvenile justice and delinquency. Through its partnerships with the U.S. Departments of Education, Health and Human Services, Labor, and others, OJJDP has focused on a variety of issues, including increasing school safety, preventing youth drug and alcohol use, strengthening the link between the educational and juvenile justice systems, and improving the physical and mental well-being of youth. Examples of these collaborative initiatives represent only a few of the agency's efforts to coordinate resources and expertise to support prevention efforts that complement OJJDP's mission and strengthen its efforts. These initiatives are described in greater detail in the section below. The final section of this chapter describes both the Coordinating Council on Juvenile Justice and Delinquency Prevention (Council) and the Concentration of Federal Efforts (CFE) program and how each supports OJJDP in providing leadership and coordination of Federal delinquency prevention policies and initiatives.

1. Improving School Safety

A major focus of OJJDP's collaborative partnerships in recent years has been to improve safety in U.S. schools. By promoting comprehensive, research-based approaches to reducing school violence, OJJDP encourages entire communities to participate in planning and implementing programs designed to prevent violence and support healthy youth development. Two of OJJDP's major initiatives to improve school safety, the Safe Schools/Healthy Students Initiative and the National Resource Center for Safe Schools, are described below.

Safe Schools/Healthy Students Initiative

The Safe Schools/Healthy Students Initiative, a partnership among OJJDP and the U.S. Departments of Education, and Health and Human Services, supports urban, rural, suburban, and tribal school district efforts to link prevention activities and community-based services and to provide community-wide approaches to violence prevention and healthy child development. The initiative draws on the best practices of the education, justice, social service, and mental health systems to promote a comprehensive, integrated framework for use by communities in addressing school violence.

The goals of the Safe Schools/Healthy Students Initiative are: (1) to help students develop the skills and emotional resilience to promote positive mental health, engage in prosocial behavior, and prevent violent behavior and drug use; (2) to ensure that all students who attend the targeted school have a safe, disciplined, and drug-free environment in which to learn; and (3) to develop an infrastructure that will institutionalize and sustain integrated services after Federal funding has ended. To be eligible to receive a grant, school districts are required to submit comprehensive plans that include formal partnerships with law enforcement officials and local mental health authorities in collaboration with families, juvenile justice officials, and community-based organizations. The FY 2000 funds were awarded to support 23 new 3-year projects, adding to the 54 Safe Schools/Healthy Students projects funded last year.

National Resource Center for Safe Schools

The National Resource Center for Safe Schools (NRCSS) was established with funding from OJJDP and the U.S. Department of Education's Safe and Drug-Free Schools Program. Through the dissemination of publications and school safety statistics and the provision of training and technical assistance on school safety and violence prevention to public schools and school districts, NRCSS works to create safe learning environments and prevent school violence. The NRCSS expert trainers assist communities and States to implement safe school strategies, such as establishing youth courts and mentoring programs, incorporating conflict resolution education into school programming, enhancing building safety, and adopting consistent and clear policies and procedures developed collaboratively by the school community.

NRCSS has provided workshops or training to more than 7,000 persons across the United States. These have ranged from small groups of administrators to large gatherings of all-district personnel. The Center, wherever possible, presents information at regional conferences attended by district teams, to more efficiently reach broad audiences. These gatherings are presented in partnership with State educational agencies and State school safety centers.

2. Preventing Youth Drug and Alcohol Use

OJJDP has strong partnerships with other Federal and national organizations in the prevention of youth drug and alcohol use. Through these collaborations, OJJDP has increased awareness and provided grant funds to support State- and community-based prevention initiatives. Two of these collaborative efforts are described below, the Drug-Free Communities Support Program and the "Leadership to Keep Children Alcohol Free" campaign.

Drug-Free Communities Support Program

Established by Congress through the Drug-Free Communities Support Act of 1997, the Drug-Free Communities Support Program is designed to strengthen community-based coalition efforts to reduce youth substance abuse. The coalitions include community representatives from each of the following areas: youth; parents; business; media; schools; youth service organizations; law enforcement; civic, volunteer, and fraternal groups; health care professionals; State, local, or tribal governmental agencies with expertise in the field of substance abuse; and other organizations involved in reducing substance abuse. The program enables these coalitions to enhance collaboration and coordination to target the use of illegal drugs and the underage use of alcohol and tobacco. The coalitions also encourage citizen participation in substance abuse reduction efforts and disseminate information about effective programs.

Administered by OJJDP through an interagency agreement with the Office of National Drug Control Policy, in FY 2000 the Drug-Free Communities Support Program provided nearly $9 million in grant awards to enhance local efforts to prevent substance abuse by young people. The new grants went to 94 sites, including Boston, Chicago, Detroit, and Washington, D.C.

Leadership to Keep Children Alcohol Free

The U.S. Department of Health and Human Services, National Institutes of Health, and the National Institute on Alcohol Abuse and Alcoholism (NIAAA) created, "Leadership to Keep Children Alcohol Free," a multiyear, highly visible national campaign to prevent the early onset of drinking among children ages 9 to 15. The campaign is led by Governors' spouses from States across the country. NIAAA is currently collaborating with The Robert Wood Johnson Foundation, the National Institutes of Health, Office of Women's Health, Office of Research on Minority Health, the Substance Abuse and Mental Health Services Administration, and the National Highway Traffic Safety Administration to support this campaign.

The first phase of "Leadership to Keep Children Alcohol Free," which is now complete, focused on developing the initiative's goals and objectives, creating a national leadership team, and developing a technical assistance kit to educate community leaders, opinion makers, and the public about the seriousness of underage drinking and what they can do to combat it.

OJJDP is partnering with NIAAA and the Governors' spouses for the next phase of the project, which will

explore all aspects of underage drinking and identify programs and activities from around the country that have shown promise in reducing underage drinking. This public education and outreach effort will include the development of a prevention guide, public service announcements, and a research task force. OJJDP expects to provide significant funding in FY 2001 to support this initiative.

3. Linking the Educational, Workforce Training, and Juvenile Justice Systems

To demonstrate the links between educational and training opportunities for youth and their involvement in the juvenile justice system, OJJDP is collaborating with the U.S. Departments of Labor and Education to identify and document "best practices" to educate and train juvenile offenders and to address issues related to disabled youth in the juvenile justice system. The Evaluation of the Education and Training for Youthful Offenders Initiative and the National Center on Education, Disability, and Juvenile Justice, which are described below, are only two examples of OJJDP's collaborative efforts in this area.

Evaluation of the Education and Training for Youthful Offenders Initiative

OJJDP and the U.S. Department of Labor have provided considerable funding to public and private organizations to promote the benefits of youth employment programs, with limited success. The evaluation of the Education and Training for Youthful Offenders Initiative should provide more information on which education and training program characteristics are most effective. The evaluation of the initiative in Florida and Indiana will determine the extent to which educational, job training, and aftercare services are being implemented consistent with the expectations of the U.S. Department of Labor, Employment and Training Administration. An impact evaluation of the Initiative, the results of which are expected in 2 years, will measure the effects of the program on youth job-related skills, employment, earnings, academic performance, and recidivism.

National Center on Education, Disability, and Juvenile Justice

The National Center on Education, Disability, and Juvenile Justice (EDJJ), a joint effort between OJJDP and the U.S. Department of Education, is a collaborative research, training, technical assistance, and dissemination program designed to research and develop more effective responses to the needs of youth with disabilities in the juvenile justice system or those at-risk for involvement with the juvenile justice system. The activities of the EDJJ Center address such issues as school and community-based prevention activities, education programs in juvenile correctional settings, and transitional activities as youth leave juvenile corrections and reenter their communities. Through a network of practitioners, administrators, and policymakers, the EDJJ Center shapes more effective and appropriate responses and accommodations for youth with disabilities.

4. Improving the Physical and Mental Well-Being of Youth

Issues of youth physical and mental well-being are closely linked to issues of delinquency prevention and juvenile justice. By supporting several efforts led by other Federal agencies, OJJDP has contributed to the development of information to help parents, youth, schools, and communities address such issues as injury prevention, the influence of media violence on youth, and youth mental health. Three of these efforts, which occurred during FY 2000, are described below.

SafeUSA

SafeUSA is an alliance of organizations dedicated to eliminating unintentional and violent injury and death in America. SafeUSA seeks to make homes, schools, work sites, transportation areas, and communities safer by working through partnerships to enhance public awareness and support injury prevention efforts at all levels. The U.S. Department of Health and Human Services and the Centers for Disease Control and Prevention developed the SafeUSA alliance. In addition to OJJDP, Federal agency partners include the U.S. Departments of Defense, Education, Housing and Urban Development, and Transportation.

The goals of SafeUSA are to help Americans be: (1) safe at home from injuries resulting from fire, falls, poisonings, drownings, child abuse, and intimate partner violence; (2) safe on the move from injuries caused by motor vehicle, bicycle, and motorcycle crashes and from injuries sustained as pedestrians; (3) safe at school from injuries sustained on the playground, while playing sports, and as a result of youth violence; (4) safe at work from injuries related to environmental hazards, equipment, working conditions, and violence; and (5) safe in the community from violence and unintentional injuries caused by falls, fires, and drownings in public places. Safety in the community also involves prompt and appropriate responses from emergency medical systems, 911 operators and dispatchers, poison control centers, and trauma care systems when injuries do occur.

In addition to the collaborative efforts of SafeUSA, information and best practices on such topics as reducing school violence are provided through the SafeUSA Web site and toll-free hotline.

Study of Marketing of Violent Entertainment to Children

In 1999, the Federal Trade Commission (FTC), with financial support from OJJDP, conducted a study to determine the extent to which movies, video and computer games, and music recordings that are age-restricted because of their violent content are marketed and made available to youngsters. The report, "Marketing Violent Entertainment to Children: A Review of Self-Regulation and Industry Practices in the Motion Picture, Music Recording & Electronic Game Industries," found that while the entertainment industry has taken steps to identify content that may not be appropriate for children, the companies in those industries still routinely target juveniles younger than 17 years old in their marketing of products their own ratings systems claim to contain violent content. The report recommended that the industry establish or expand codes that prohibit targeting its marketing efforts to children and impose sanctions for violations; improve self-regulatory system compliance at the retail level; and, increase parental awareness of the ratings and labels.

In response to these findings, OJJDP is working with the FTC to develop materials to help parents better control their children's access to inappropriate media products. The materials will describe the voluntary rating systems established by the motion picture, music recording, and electronic game industries; explain how violent entertainment can be marketed to children, especially in locations not monitored by parents; and suggest actions parents may take to reassert their control over the types of media products to which their children are exposed.

Surgeon General's Conference on Children's Mental Health and the Surgeon General's National Action Agenda for Children's Mental Health

In September 2000, the *Surgeon General's Conference on Children's Mental Health: Developing a National Action Agenda* was held in Washington, DC. Three hundred participants were invited, representing a broad cross-section of mental health stakeholders, including youth and family members, professional organizations and associations, advocacy groups, faith-based practitioners, clinicians, educators, health care providers, members of the scientific community, and the healthcare industry. This conference was designed to enlist their help in developing specific recommendations for a National Action Agenda on Children's Mental Health.

Consistent with OJJDP's interest in promoting healthy youth development, OJJDP staff participated on the Interdepartmental Planning Committee for the Surgeon General's Conference on Children's Mental Health and contributed to the *Surgeon General's National Action Agenda for Children's Mental Health*, the document which was developed following the conference. This document contains the Surgeon General's recommendations for improving the state of children's mental health in this country, as well as proceedings from the conference. In addition to planning and report development, OJJDP provided significant financial support for the conference.

5. Gender Issues

Initiated and established by OJJDP, the Interagency Working Group on Gender Issues provides a forum

for Federal agencies to share information about gender-specific research, programming, training, and technical assistance. The working group provides input for three OJJDP gender initiatives set for operation in FY 2001:

- The National Girls Institute—the Institute will emphasize greater coordination among service agencies charged with meeting the needs of juveniles and help foster a continuum of prevention, intervention, and graduated sanctions and services for girls.

- The National Girls Study Group—representing a broad range of academic and professional disciplines, this Study Group will review the literature on juvenile female violence, delinquency, antisocial behavior, and victimization and recommend future action.

- A National Girls Symposium—the working group will support the development of a symposium emphasizing the importance of integrated service delivery for girls.

These initiatives are designed to meet the needs of at-risk girls and those already involved in the juvenile justice system.

6. Coordinating Council on Juvenile Justice and Delinquency Prevention and Concentration of Federal Efforts Program

In addition to OJJDP's targeted efforts to address crosscutting youth issues with other Federal agencies and national organizations described in the previous sections, OJJDP has two permanent entities that support its participation in collaborative partnerships, the Coordinating Council on Juvenile Justice and Delinquency Prevention (Council) and the Concentration of Federal Efforts (CFE) program. Through the work of the Council and the CFE program, OJJDP facilitates ongoing coordination and collaboration with other organizations. The Council and the CFE program are described below.

The Coordinating Council on Juvenile Justice and Delinquency Prevention

The Council, an independent organization in the executive branch of the Federal Government, was established by the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The Council encourages Federal agencies to collaborate on programs that improve juvenile justice systems, prevent juvenile delinquency, and focus on missing and exploited children. The Council facilitates interagency collaboration through program coordination, program planning, and policy development. The Council, which is comprised of nine ex-officio members and nine juvenile justice practitioners, coordinates overall policy and development of objectives and priorities for all Federal juvenile delinquency programs. The Attorney General chairs the Council, and the Administrator of OJJDP serves as the Vice-Chair.

The Council plays an important role in developing comprehensive, systematic Federal responses to issues and problems associated with juvenile justice and delinquency prevention. As required by the JJDP Act, the Council makes annual recommendations to Congress on policies, priorities, and long-term planning regarding programs related to delinquency and missing and exploited children.

Meeting the Needs of Parents

In addition to the role described above, the Council also provides a vital avenue of information development and distribution to communities and juvenile justice professionals. In 2000, as part of a national agenda to foster positive youth development and reduce violence and delinquency, the Council developed and launched *Parenting Resources for the 21st Century* (www.parentingresources.ncjrs.org), an online guide that links parents to information that can help them meet the challenges of raising a child. The Web site covers everything from caring for a newborn to finding college scholarships. It will provide quick and easy access to a broad array of information that parents need to raise a healthy and productive child.

The parenting site, which includes information on advocacy, education, employment, mental health, nutrition, learning disabilities, and volunteer activities, addresses the following eight core issues:

- Child and Youth Development—Presents information about common behaviors and developmental milestones, as well as emotional

and physiological changes that typically occur during different stages of a young person's life.

- Child Care and Education—Provides information on what skills children are expected to master at each grade level, how to support children's learning processes, and how to ease children's transitions between schools. Also offers guidance on home schooling, alternative schools, and standardized tests.

- Family Concerns—Presents information about gangs, hate crimes, school safety, domestic violence, child abuse, substance abuse, tobacco, mental health, and suicide.

- Family Dynamics—Provides information on matters pertaining to different types of family relationships, such as single, two-parent, and multigenerational families; such special circumstances as the incarceration of a family member; and work and family issues, such as alternative work schedules and day care.

- Health and Safety—Includes information on exercise and nutrition guidelines, and strategies for dealing with chronic ailments. The links also deal with topics such as Internet safety and caring for aging parents.

- Out-of-School Activities—Provides links to information about a wide range of activities to do at home and in the community, including sports, arts, volunteering, and employment.

- Resources—Offers information about financial assistance and publications of interest to parents and youth-serving organizations.

- What's New—Provides up-to-date information about new parenting-related developments, research, publications, and events.

In addition to information and resources, the Parenting Resources Web site currently provides links to more than 500 related Web sites. To advertise the availability of this new resource, the Council also has developed brochures about the Web site and utilizes member agency clearinghouses and home pages to advertise its availability.

Concentration of Federal Efforts Program

In consultation with the Council, the CFE program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program seeks to ensure that juvenile justice funds are used in the most cost-effective manner. In addition to supporting the mission of the Council, the CFE program has three primary responsibilities:

- To develop objectives and priorities for Federal juvenile delinquency prevention programs and activities.

- To identify Federal programs that address juvenile justice issues and promote a unified and cooperative approach.

- To submit annual recommendations to the President and Congress concerning the coordination of Federal juvenile delinquency programs and activities.

The CFE program supports the work of several of OJJDP's major collaborative efforts with other Federal agencies to address issues related to and impacting juvenile delinquency, including the Media Match Task Force with the Office of National Drug Control Policy; the Invest in Youth Campaign with the Bureau of Justice Statistics and the National Crime Prevention Council; the Girl Power Project Steering Committee with the Department of Health and Human Services; and the SafeUSA project, described above.

In sum, through joint funding and support of activities that promote coordination and collaboration at the Federal, State, and local levels, OJJDP, its Federal partner agencies, the Coordinating Council, and the CFE program continue to enhance the Nation's response to juvenile delinquency and build a knowledge base about "what works" in delinquency prevention. In addition, by consolidating experiences and "lessons learned" in prevention, collaboration, and coordination, OJJDP continues to inform coordination and collaboration at the State and local levels to strengthen local initiatives addressing juvenile violence and delinquency, such as the Title V Community Prevention Grants Program.

Through future collaborative activities with other Federal agencies, groups, and programs, OJJDP will contribute further to the understanding of juvenile delinquency, while moving all involved one step closer to creating communities free of violence.

VI. Next Steps in Delinquency Prevention

In the past year, there has been significant progress on a number of fronts in efforts to reduce the problem of juvenile delinquency. OJJDP's Community Prevention Grants Program has played an important role in these efforts. Prevention models, such as Title V, provide the context and guidance for communities' prevention efforts. Ongoing research examining the role of risk and protective factors in juvenile delinquency prevention guides communities about the most effective targets for prevention efforts. In addition, evaluations of prevention efforts continue to demonstrate what strategies are most effective in preventing juvenile delinquency. To further prevent juvenile crime, OJJDP must continue and expand this work.

Since 1994, nearly 1,100 communities have implemented Title V delinquency prevention initiatives using the Program's model and guidelines and have produced positive impacts at the State and community levels in the areas of improved collaboration, improved planning, more effective prevention programming, and reductions in risk factors. The efforts of these communities demonstrate that comprehensive, community-based efforts work, specifically, when these efforts are based on risk and protective factors, implemented within a planned framework, and use proven approaches to delinquency prevention. Through the national evaluation, OJJDP is learning what factors facilitate and hinder communities' successes and, therefore, the kinds of support, guidance, and outreach communities need to succeed.

OJJDP continues to monitor the implementation of Title V in States and communities and use the subsequent information and findings to support the implementation of comprehensive strategies in communities nationwide, inform and strengthen the overall Title V process, and identify areas for future development and research. As the Community Prevention Grants Program moves into its eighth year, OJJDP will strive to move States and communities forward in their efforts to prevent juvenile delinquency by meeting the following objectives:

- *Encourage States and communities to move beyond prevention strategies toward a more comprehensive community-based continuum of services.* While States and communities have shown great success in implementing the Title V delinquency prevention model, OJJDP continues to recognize the importance of comprehensive planning that addresses the need for a continuum of services, including prevention, early intervention, graduated sanctions, and aftercare. To this end, OJJDP will encourage States and *all* Title V communities to apply what they have learned through their experience and training with the Community Prevention Grants Program to develop a comprehensive strategy that integrates all local youth efforts and, in doing so, addresses the full continuum of services.

- *Increase emphasis on selecting promising or effective programs.* In recent years, the body of knowledge about "what works" in prevention has grown. As such, communities that have undergone data-based needs assessments and have identified their priority risk and protective factors now have a wealth of programs from which to choose to address those factors. To further emphasize the importance of choosing promising and effective programs, the Title V training and technical assistance provider monitors the prevention research and incorporates the most up-to-date information regarding promising and effective programs into training and technical assistance activities and materials. The new Title V training curriculum includes the *Effective and Promising Programs Guide* (*Guide*). The *Guide* presents 77 tested programs from which communities can choose—programs that address risk factors, protective factors, and all age groups. This *Guide* will be updated regularly to incorporate new information about effective programs as it becomes available. OJJDP will strongly encourage States and communities to use this valuable information resource to adopt promising and effective strategies.

- *Tailor training and technical assistance to individual community needs for all phases of the Title V model.* Throughout the duration of the Community Prevention Grants Program, OJJDP has provided pregrant award training for the first

three phases of the Title V model (community mobilization, assessment and planning, and implementation). In the past, the training curriculum was standard; that is, all participating communities received the same information, delivered in the same manner. Based on State and community feedback, however, the new training curriculum continues to address the standard principles, concepts, and skills associated with effective community-based prevention planning but incorporates the unique local context of participating communities into training materials and examples. This strategy creates a training environment where the information presented is more relevant to participants. As a result, communities are better equipped to translate the training information into local practice. In addition, communities will be encouraged to access additional, individualized technical assistance to build on the knowledge and skills they acquire in the pre-grant award training. Providing communities with opportunities for individualized training and technical assistance is yet one more way OJJDP continues to support Title V communities in their efforts to successfully prevent juvenile delinquency.

- *Conduct outreach to underserved populations including Native Americans and rural communities*. While the Title V model is flexible enough to be implemented in various types of communities, certain communities and groups may have special needs or circumstances that require special attention. Some communities have struggled to implement the Title V model due to cultural considerations or a geography that impedes collaboration and coordinated service provision. OJJDP will work with States to reach out to communities with special needs and circumstances to understand how these circumstances impact their ability to implement the Title V model. OJJDP will use this information to provide training and technical assistance that meets each group's special needs and, in turn, enables them to effectively compete for a Title V subgrant award and, once funded, to implement the model.

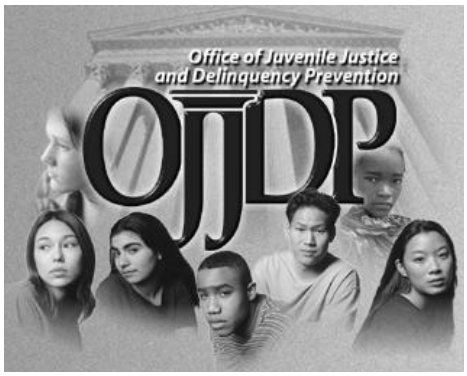
- *Continue to use information from the national evaluation to strengthen the Title V model and contribute to the research foundation about what works in delinquency prevention*. In the coming year, the Title V national evaluation team will disseminate early evaluation findings from the 6 States and 11 communities participating in the national evaluation case studies. In addition, a national Title V survey will be developed and disseminated to empirically validate case study findings in a large national sample. These efforts will provide OJJDP with further information about the impacts of the Community Prevention Grants Program and the factors influencing those impacts. This information is useful not only as a monitoring tool for Title V but as a contribution to the field of research about delinquency prevention that benefits all who are committed to preventing juvenile crime.

OJJDP's Community Prevention Grants Program is having a broad influence on nationwide efforts to reduce juvenile delinquency. State by State and community by community, Title V delinquency prevention efforts are taking hold; their successes are the return on OJJDP's investment. In turn, OJJDP provides ongoing assistance to support the efforts of States and communities nationwide. The objectives set for the coming year are based on information about what is needed to move forward with delinquency prevention efforts. OJJDP is committed to following this path to achieve further success in preventing juvenile delinquency.

For Further Information about the Title V Community Prevention Grants Program and Other OJJDP Programs...

Visit the Home Page of the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice at:

http://ojjdp.ncjrs.org



Contact the Juvenile Justice Clearinghouse at:

Phone:	**800-638-8736**
Fax:	**301-519-5212**
Address:	**P.O. Box 6000**
	Rockville, MD 20849-6000
E-Mail:	**askncjrs@ncjrs.org**
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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.).

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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.).

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Juvenile Justice (American Indian Issue), Volume VII, Number 2. 2000, NCJ 184747 (40 pp.).

Juvenile Offenders and Victims: 1999 National Report. 1999, NCJ 178257 (232 pp.). Also available on CD–ROM. 2000, NCJ 178991.

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

Special Education and the Juvenile Justice System. 2000, NCJ 179359 (16 pp.).

Teenage Fatherhood and Delinquent Behavior. 2000, NCJ 178899 (8 pp.).

Missing and Exploited Children

Kidnaping of Juveniles: Patterns From NIBRS. 2000, NCJ 181161 (8 pp.).

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