



# JUVENILE JUSTICE

Making a Difference:  
On the Front Lines With  
OJJDP Administrator  
Shay Bilchik

Also

◆ Youth Gang Drug Trafficking  
and Homicide

## OJJDP

Journal of the  
Office of Juvenile Justice and Delinquency Prevention

## From the Administrator

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**C**hange is, of course, inevitable in any human enterprise, but true progress requires designing and implementing changes that enhance the well-being of others, as we do when we promote justice and practice compassion.

I am proud of the Juvenile Justice and Delinquency Prevention Act of 1974 and its legacy of more than two decades of accomplishments on behalf of youth, their families, and our Nation. However, I also believe that we are currently in a unique position to significantly improve and strengthen our juvenile justice system. Accordingly, I welcomed the opportunity to share some thoughts on where we have been and where we should be going in the interview that appears in these pages (“Making a Difference: On the Front Lines With OJJDP Administrator Shay Bilchik”).

I am convinced that we can make substantial progress because we are now able to match our analysis of the problems that challenge us with new knowledge of what works in addressing them. A good example of this approach is provided by **James Howell** in “Youth Gang Drug Trafficking and Homicide: Policy and Program Implications.” The author first enlightens us about the problem—the relationship between youth gang involvement in drug trafficking and homicide, and then suggests constructive steps toward the solution—support for promising strategies and proven programs that are already at work.

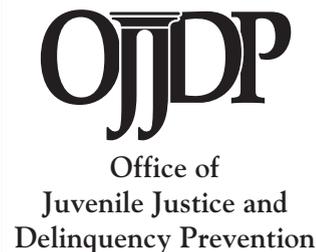
As we approach the new year and draw closer to a new millennium, I hope that 1998 will prove to be “the year of the child”—as every year should be. With your help we can make it happen.

**Shay Bilchik**  
*Administrator*  
Office of Juvenile Justice  
and Delinquency Prevention

# JUVENILE JUSTICE

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## FEATURES

**Making a Difference: On the Front Lines With OJJDP Administrator Shay Bilchik** ..... 2

“We know what works. What we need is the commitment and will to do it. If we are to work effectively to prevent and reduce juvenile delinquency and subsequent adult criminality, there must be a substantial, sustained investment—public and private—in families and communities and the systems that support them.”

**Youth Gang Drug Trafficking and Homicide: Policy and Program Implications**  
by James C. Howell ..... 9

Viewed more often through the lens of public perception than that of scientific knowledge, the relationship between youth gang drug trafficking and homicide is poorly understood. This article examines whether drug trafficking is a leading cause of gang-related homicide and whether gang migration is a key factor in gang drug trafficking. It also describes promising programs.

## IN BRIEF

**Justice Matters**  
OJJDP Satellite Teleconference on Mentoring for Youth ..... 21  
Upcoming Conferences ..... 21

**Across Our Desk**  
*Juvenile Justice & Youth Violence* ..... 22  
*Relatives Raising Children: An Overview of Kinship Care* ..... 23

**OJJDP Publications**  
A Comprehensive Approach for Reducing Youth Violence ..... 24  
The Changing Face of Youth Gangs ..... 24  
Portable Guides to Investigating Child Abuse ..... 25

**OJJDP Online**  
Updated Resource on Restitution and Community Service Programs ..... 26  
JUVJUST—Your Source for Online Information ..... 26

**ORDER FORM** ..... 27

# Making a Difference: On the Front Lines With OJJDP Administrator Shay Bilchik

**T**he journal's *On the Front Lines* series features interviews with leading authorities on juvenile justice and related youth issues. These experts have earned their credentials on the front lines in the struggle for a better tomorrow for today's youth.

As Shay Bilchik notes in his *From the Administrator* message in this issue, "true progress requires designing and implementing changes that enhance the well-being of others." Knowing our readers' commitment to improving the ability of our juvenile justice system to respond to the needs of its clientele, we think you will find Mr. Bilchik's perspective on where we have been and where we should be going insightful and challenging.

**JUVENILE JUSTICE:** More than two decades ago, Congress enacted the Juvenile Justice and Delinquency Prevention [JJDP] Act. Do you believe the vision of its creators and its subsequent implementation have passed the test of time? Has the Act really made a difference?

**SHAY BILCHIK:** A tremendous amount of good has been accomplished under

the JJDP Act since its enactment in 1974. The Act has set a standard and established a framework within which we can develop an effective juvenile justice system. It has promoted sound planning by involving key players at the State and local levels in deciding how Federal assistance should be focused.

For more than two decades, the JJDP Act and the bipartisan principles on which it is founded have fundamentally changed the way we deal with troubled youth. In part, this change has come about through the implementation of the Act's core requirements—the deinstitutionalization of status offenders (DSO) and nonoffenders, separation of juvenile offenders from adult criminals in correctional settings, removal of juvenile offenders from adult jails, and addressing the disproportionate confinement of minority juveniles.

*Shay Bilchik is the Administrator of the Office of Juvenile Justice and Delinquency Prevention. This interview was conducted for Juvenile Justice by Earl E. Appleby, Jr., Executive Editor.*

But as important as it is for us to maintain these goals, the core requirements are simply the beginning of what we have achieved under the Act. With input from diverse disciplines, the juvenile justice planning process has been strengthened and the quality of treatment provided juvenile offenders has been improved. Juvenile justice systems once infamous for bureaucratic intransigence and punitive practices are now renowned for their innovative community-based focus on prevention, rehabilitation, and accountability.

**JUVENILE JUSTICE:** As you noted, in 1974 the JJDP Act required States to remove status and nonoffenders from secure confinement—a requirement commonly called DSO—and to separate adult and juvenile offenders as a condition for receiving Federal funding for juvenile justice programs. How successful have the States been in meeting these core requirements?

**SHAY BILCHIK:** The DSO provision was based on the realization by Congress and the States that the needs of noncriminal juveniles were not being met. Status offenders were being confined in facilities where they simply did not belong, including jails and lockups for adult criminal offenders. As first-time truants, ungovernables, or runaways, these youth were often locked up in facilities where they were endangered by delinquent juveniles and adult offenders and where they failed to receive appropriate services.

While some States may have initially perceived the DSO requirement as an infringement on States' rights, for others it served as a catalyst for reform. Alabama, for example, met the DSO requirement by creating alternatives to institutionalization for status and nonoffenders and enacting legislation granting the State's Department of Youth Services sole authority to license juvenile detention facilities.



*OJJDP Administrator Shay Bilchik shares his insights with the editor.*

In other States, the DSO requirement enhanced reforms already under way. In New York, for instance, the DSO requirement focused existing efforts to reform the State's juvenile justice system and helped win the support of criminal justice officials while providing critically needed seed money to develop innovative DSO programs.

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***The core requirements are simply the beginning of what we have achieved under the Act.***

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Have the core requirements made a difference? The numbers speak for themselves. The overall number of status offenders reported to be securely confined in the year each State entered OJJDP's Formula Grants Program was about 170,000 [171,872]. By the end of 1995, the number of DSO violations had been reduced to less than 4,000 [3,711]. The 1995 Compliance Monitoring Summary found the 48 States and 7 jurisdictions reporting compliance with the DSO requirements

with at most *de minimis* violations. Thirty-eight States and jurisdictions reported zero violations of the separation of juveniles and adult offenders, and the rest met the compliance criteria established by the Formula Grants regulations.

**JUVENILE JUSTICE:** In view of such substantial progress, is it necessary to maintain such core requirements in Federal law?

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## ***A strong juvenile justice system is essential to combating delinquency.***

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**SHAY BILCHIK:** Absolutely. In part, to maintain the substantial progress just described, but also because the numbers do not tell the whole story. Consider the following account that illustrates why Congress enacted the core requirements in the first place and why they should be maintained.

A 15-year-old girl who voluntarily returned to her parents after having run away from home was placed in a county jail by a juvenile court judge to teach her a lesson. On the fourth night of her incarceration, she was sexually assaulted by a deputy jailer. Subsequent litigation revealed that the juvenile court judge routinely followed this punitive policy even with first-time truants. It was discovered that over the previous 3 years, more than 500 juveniles—many younger than 15 years old—had been locked up in the county jail, often for status offenses. On the day on which the trial was scheduled to begin, the county signed a consent judgment under which it agreed to stop confining children in the county jail for any reason.

Similar stories, some involving suicide, led Congress and many State legislatures to conclude that, with the exception of repeat status offenders, young people

should not be confined in a secure juvenile facility with delinquent youth and in no instance should they be detained in an adult jail or lockup.

**JUVENILE JUSTICE:** As you have indicated, significant progress has been achieved under the JJDP Act, but even the good can be made better. Do you see any way in which the Federal role in supporting our Nation's juvenile justice efforts might be streamlined or otherwise enhanced?

**SHAY BILCHIK:** There's always room for improvement. We must adapt our solutions to the problems that challenge us as they evolve. Earlier we talked about the core requirements. I support these fundamental protections that achieve the goals of ensuring the safety of youth involved in the justice system and providing protection for the public by holding juvenile offenders accountable for their acts. These goals are not mutually exclusive, but I believe—as President Clinton does—that they require greater flexibility in the partnership between local and Federal Government.

I joined the Department of Justice after having served 16 years as a prosecutor in Florida, where I learned the realities of youth crime and violence first hand. My experience has convinced me that a strong juvenile justice system is essential to combating delinquency. My perspective as a former local prosecutor leads me to conclude that the Federal Government has taken away too much flexibility from States and communities. Restoration of a balanced partnership is critical if the basic protections established by the core requirements are to work in the best interests of all concerned. I am convinced that we are close to regaining that balance without abandoning these needed protections for children.

The Federal legislation proposed by the President provides statutory revisions to

the core requirements that complement the regulatory changes we put in place at OJJDP last December. These changes create the balance and flexibility required for local policymakers and practitioners to attack juvenile crime and victimization by fostering a true partnership with the Federal Government rather than the adversarial relationship that had developed in some instances in the past.

This evolving partnership is critical to achieving the goals I have outlined. While juvenile crime is primarily a State and local matter, the Federal Government has an important role to play in helping States and communities. That role is to perform functions that are national in scope and best accomplished through Federal action. Since the JJDP Act's enactment in 1974, OJJDP has carried out this crucial Federal role. While the Federal role is a limited one, our capacity to achieve it should not simply be maintained but enhanced.

**JUVENILE JUSTICE:** Applying the criteria you just described, one area in which a Federal role may be indicated is curbing juvenile violence. When we pick up our morning paper and see headlines about kids killing kids, we feel something is terribly wrong in America. When people hear talk of “super predators,” they may even become frightened. What are the facts behind the headlines? And what can we do to protect our youth—and ourselves—from the violence that appears to be permeating our society?

**SHAY BILCHIK:** While we hear an awful lot of talk about predators—even of a generation of juvenile super predators—it is simply not true. For starters, only about one-half of 1 percent of juveniles ages 10 to 17 were arrested for a violent crime last year, and of all juvenile offenders, just 6 to 8 percent are serious, violent, or chronic offenders. So to talk of a generation of super predators is not only

false but unfair. It fails to recognize the vast majority of youth as good citizens who have never been arrested for any type of crime. Talk of super predators is tabloid journalism that distorts the facts.

There are, however, genuine predatory issues confronting our youth that we need to address. The first question we should ask is where are we headed on the issues impacting youth and their chances for a safe and law-abiding future. The picture is far from promising.

Every day in America 2,600 children are born in poverty, 2,800 children drop out of school, 8,500 children are reported abused or neglected, and 15 children die of gunfire. Add to this overcrowded classrooms, a lack of adequate services and positive opportunities, high rates of divorce, lack of adult supervision, and the breakdown of the extended family.

So while we have a duty to protect law-abiding citizens from the small percentage of juveniles who are serious, violent, and chronic offenders, we should not lose sight of the real predators I just described. It's within this context that we should examine the problem and solve it.

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## *Talk of super predators is tabloid journalism that distorts the facts.*

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**JUVENILE JUSTICE:** One response to younger offenders committing more violent crimes has been an increase in the number of younger juveniles waived to adult courts. Sometimes these transfers are mandated by State statute. How do you assess the role of waivers?

**SHAY BILCHIK:** Even with the recent downturn in juvenile homicides and other violent youth crimes, the juvenile crime rate is still too high. Admittedly, there is a small percentage of serious and

violent juvenile offenders who may be best served by criminal prosecution and long-term incarceration. For the vast majority of juveniles who have entered the justice system, however, the juvenile justice system and the services it can provide are better suited to serve their needs.

The juvenile justice system is also best equipped to meet the needs of society. After all, except for the most serious violent offenders, juveniles who commit crimes will be released one day to return to their communities.

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*We are not talking about quotas but programs designed to see that every youth—regardless of race—is treated alike.*

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Early studies of the impact of waivers have not been particularly informative, but new studies currently under way should prove more enlightening. OJJDP is funding three studies that will use case attribute data, with specific case- and fact-related information, to examine the impact of juvenile court versus criminal court processing by comparing similar juvenile offenders as they work their way through either system. The studies will take advantage of the experiments going on in the States as some change their statutes to place more juveniles under the jurisdiction of criminal court. Comparing trends in case processing and sentencing should shed considerable light on the impact of these changes.

Several studies will also include measures of recidivism for youth processed in juvenile versus criminal court. These studies should give us a better idea of how well society is protected once a juvenile returns to the community from either the juvenile or criminal justice system.

**JUVENILE JUSTICE:** Studies suggest that minority youth are disproportionately confined in juvenile detention facilities. Minority overrepresentation is also reflected at other key points in the juvenile justice system. What are we doing to reduce disproportionate minority representation in the juvenile justice system?

**SHAY BILCHIK:** In 1988, Congress added language to the JJDP Act that addresses disproportionate minority confinement, or DMC. National studies have shown that minority youth are overrepresented in secure juvenile and criminal justice facilities across the Nation. While minority juveniles represent just one-third of the juvenile population, their portion of the confined population has risen from a little over one-half [53 percent] in 1987 to more than two-thirds [68.7 percent] in 1995.

States have been asked to gather data on minority juveniles in confinement, analyze that data, and design appropriate programs to reduce DMC where it exists. We are not talking about quotas with numerical goals but programs designed to see that every youth—regardless of race—is treated alike by the juvenile justice system.

**JUVENILE JUSTICE:** And have we made progress toward that level playing field?

**SHAY BILCHIK:** We certainly have. Most States have completed a research-based assessment and have established plans for intervention through a variety of approaches, including improved detention decisionmaking, cultural competency training, community-based alternatives, prevention, social skills development, and the use of teen courts as an alternative case disposition.

Although we need more time and more evaluations to assess the outcome of these interventions, there are already

positive signs. For example, DMC efforts in Hillsborough County, Florida, have contributed to a 5-percent decrease in the number of African-American youth processed in the court in 1994–1995, the first decline in over a decade.

DMC has led to significant, positive, and ongoing changes in State juvenile justice systems as demonstrated by OJJDP's five-State discretionary grant initiative in Arizona, Florida, North Carolina, Oregon, and Iowa. Improvements include recognition of information needs and creation of new resources, development of new community collaboration activities, institutionalized mechanisms for examination of DMC issues, and improvement in local service systems.

**JUVENILE JUSTICE:** As we stand on the threshold of the 21st century, what do you see as the greatest challenges facing our society?

**SHAY BILCHIK:** We've already discussed many of the problems preying on America's youth—dysfunction, if not disintegration, in our families, and deficiencies in our educational and other support systems. The list is lamentably long. The great challenge is responding to them in meaningful ways that go beyond 30-second sound bites on the evening news.

How do we build a system of justice for all—including kids? How do we develop a network of support for families and children, especially those without the sustenance of a nurturing home?

**JUVENILE JUSTICE:** Those are serious challenges indeed. Do you feel confident that we will be able to meet those challenges? What do we need to be doing now to address them successfully in the future?

**SHAY BILCHIK:** I've been involved in juvenile justice for 20 years, and I believe that this is the best opportunity we have had to make meaningful progress on these challenges because it is the first

time that we can match our concerns with knowledge about the nature of the problems and the solutions.

First, we need to share information on family, education, and health matters that affect the future of youth and identify the factors that place youth at risk of criminal careers. That is why OJJDP is supporting the use of Community Assessment Centers to address that need.

Second, we must prevent delinquency. We cannot afford to lose the critical opportunities we have to intervene in the developmental paths of at-risk youth and status offenders through proven programs like Big Brothers Big Sisters and Boys & Girls Clubs of America. And we must not fail our duty to help children who have been, or are at risk of being, abused, abandoned, and neglected.

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## *The crisis of juvenile violence and victimization presents both dangers and opportunities.*

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Finally, we must implement a wide range of programs to respond to juvenile offenders effectively—programs like Simpsonville, South Carolina's, Multi-systemic Therapy project, a nonresidential delinquency treatment program that has cut average rearrests by 43 percent.

In the course of our discussion, I've mentioned a few promising programs but there are many more. As I noted at the outset, we know what works. What we need is the commitment and will to do it. If we are to work effectively to prevent and reduce juvenile delinquency and subsequent adult criminality, there must be a substantial, sustained investment—public and private—in families and communities and the systems that support them.

**JUVENILE JUSTICE:** Thanks, Shay, for a most enlightening discussion. *Juvenile Justice* is read by thousands of dedicated juvenile justice professionals and other youth advocates across America. The progress you have described is largely the fruit of their labors. The vision you present of justice for all is one they share. What would you like to say to them if they were here with us now?

**SHAY BILCHIK:** The Chinese ideogram for crisis is composed by joining two symbols—one representing danger, the other opportunity. Juvenile victimization is a crisis, even if it does not always grab the tabloid headlines, and the increase we have seen in juvenile violence is also a crisis, even if it is sometimes exaggerated.

As in any crisis, the crisis of juvenile violence and victimization presents both dangers and opportunities.

The danger is twofold. First, some may see locking up kids and throwing away the key as the solution. Second, others may lose patience with the grueling, often unthanked, labor of working for long-term solutions instead of the quick fix—which is no fix at all.

We must not, therefore, let the opportunity afforded by “the year of the attack on juvenile crime” fade with yesterday’s headlines. Each and every day we should renew our efforts to combat the real predators that prey on kids. Each and every year must be “the year of the child.”

I am confident that if we make the commitments and investments needed to implement the reforms required to combat juvenile violence and victimization more effectively, we have the greatest chance ever for success. I thank *Juvenile Justice*’s readers for their contributions to that end.

**JUVENILE JUSTICE:** Thank you.

# Youth Gang Drug Trafficking and Homicide: Policy and Program Implications



by James C. Howell

**T**he relationship between youth gang<sup>1</sup> involvement in drug trafficking and homicide is poorly understood. Unfortunately, youth gang drug trafficking is characterized mainly by public perception rather than by scientific knowledge (Hunzeker, 1993; Jackson, 1997; Johnson, 1989). The predominant public image of the role of youth gangs in drug trafficking was established by a University of California study (Skolnick, 1990; Skolnick et al., 1988) conducted a decade ago.

The University of California researchers contended that two major Los Angeles gangs, the Crips and the Bloods, had become entrepreneurial and were expanding their drug trafficking operations to markets in other cities. They argued that gang violence spread with the presumed expansion of gang drug trafficking operations. The National Drug Intelligence Center (NDIC) (1994a, p. 1) reports “a noticeable spread of Bloods/Crips gangs across the United States in the late 1980’s and early 1990’s.”

Most youth gang researchers argue that typical street gang structures are inadequate to organize and manage drug trafficking operations. Klein et al. (1991),

Klein and Maxson (1994), and Decker and Van Winkle (1996) describe gangs as loosely confederated groups that generally lack cohesion. Besides Skolnick and his colleagues, however, other gang researchers such as Taylor (1990) and Sanchez-Jankowski (1991) describe gangs as formal, rational organizations with established leadership structures, roles, rules, and the kind of control over members that would enable gangs to organize and manage drug trafficking operations.

Some large youth gangs, such as Chicago’s Vice Lords (Dawley, 1992; Keiser, 1969) and Black Gangster Disciples Nation (Block and Block, 1993), predominantly use and traffic in drugs. Drug-selling

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cliques also operate within gangs that are not predominantly drug gangs. There is no question that, in particular communities in certain cities, youth gangs are very actively involved in drug trafficking.

Studies also document youth gang drug wars. Two ongoing youth gang wars over drug markets in Chicago accounted for more than 100 homicides during 1987–1994 (Block et al., 1996). This total represents 11 percent of all gang-related homicides in Chicago in that time span. Another Chicago study (Venkatesh, 1996) documents the transformation of gang wars into drug wars in the Robert Taylor Homes Public Housing Authority.

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*There is no question that in certain cities youth gangs are involved in drug trafficking.*

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Youth gangs tend to specialize in either violent or entrepreneurial activities (Block et al., 1996). Black gangs are relatively more involved in drug trafficking; Hispanic gangs, in turf-related violence; Asian and white gangs, in property crimes (Spergel, 1990). These observations are confirmed in an examination of 30 years of Chicago arrest data (Block et al., 1996). “Because gang activity tends to be specialized, and because Chicago gangs tend to be concentrated in particular areas of the city, Chicago neighborhoods differ in the degree to which they suffer from violent gang activity versus drug gang activity” (Block et al., 1996, p. 14).

This article examines whether drug trafficking is a leading cause of gang-related homicide and whether gang migration is a key factor in gang drug trafficking. The article also reviews other characteristics of youth gang homicide patterns, including the role of firearms. The article concludes with a discussion of promising strategies and programs.

## Gang Drug Trafficking and Migration

One study has examined the presumed migration of youth gangs across the country to test the assumption that gangs have spread nationwide primarily to expand drug trafficking operations (Maxson et al., 1996). Of 1,105 surveyed jurisdictions, 710 reported some gang migration. The most common migration pattern for gang members involved moves for social reasons, including family moves to improve quality of life and to be near relatives and friends. Drug market expansion and pursuit of other criminal activities were said by law enforcement agencies to be the primary motivations in about one-third of the cities. Migrants usually arrived individually rather than with gang companions. Migration preceded emergence of local gangs in only 5 percent of the cities. The most predominant migration pattern was within the region. Respondents in a majority (60 percent) of cities experiencing gang migration said migrants typically came from within 100 miles of their city.

NDIC (1994b) conducted a Street Gang Symposium in 1994 that assembled 16 recognized street gang experts from State and local law enforcement agencies, representative of cities across the Nation. Although the symposium was not limited to youth gangs, it focused primarily on the Bloods and the Crips. The experts concluded that, in exceptional instances, some well-organized street gangs are engaged in interstate drug trafficking. As gang members relocate throughout the country for diverse reasons, their gang’s drug trafficking connections are indirectly expanded. Federal Bureau of Investigation (FBI) officials acknowledge that, although gang drug “franchising” exists, it is the exception—not the rule. Their view is that when gangs such as the Crips

and the Bloods travel to other States, it is generally to supply goods to homegrown gangs, not to set up their own operation. Consistent with the Maxson migration study (Maxson et al., 1996), FBI officials report that gang drug trafficking operations appear to be expanding from certain cities such as Chicago (*Crime Control Digest*, 1997).

## Youth Gang Homicides and Drug Trafficking

Studies of youth gang homicides related to drug trafficking have been conducted in six cities: Los Angeles, Miami, St. Louis, Chicago, Boston, and San Diego. The studies are reviewed below.

### Los Angeles

Two Los Angeles studies focused specifically on gang involvement in cocaine trafficking and related homicides. Klein and his colleagues (1991) examined Los Angeles Police and Sheriff's Department data in communities in which both crack and gangs were prominent during the major growth in crack sales in Los Angeles during 1983 through 1985. Comparing gang and nongang homicides, they concluded that "the drug/homicide connection . . . is not basically a gang phenomenon" and that "the purported gang connection seems in most respects to have been considerably overstated" (pp. 646–647).

A subsequent study (Maxson, 1995) was conducted in Pasadena and Pomona, CA (midsize suburban cities outside Los Angeles), to test the popular perception that there is a close relationship between gangs, drug sales, and homicide. Violence was present in only 5 percent of the drug sale incidents. Firearms were involved in just 10 percent of the incidents and showed a decreasing presence over time.



Gang involvement did not significantly increase the violence of drug sales.

Other youth gang-related homicide studies conducted in Los Angeles have focused more on all types of drug trafficking. The first of these studies (Meehan and O'Carroll, 1992), covering the period 1986–1988, found that only 5 percent of gang-related homicides were related to narcotics. Only 11 percent of narcotics-motivated homicides involved gangs.

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***“The drug/homicide connection . . . is not basically a gang phenomenon.”***

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Hutson and his colleagues (1995) examined gang-related homicides in Los Angeles County during the 16-year period 1979–1994. The study found that while some gang-related homicides occurred secondarily to drug trafficking, drug transactions were not a major factor. In their study of drive-by shootings in the City of Los Angeles in 1991, Hutson and his colleagues (1994) analyzed arrest files and concluded that, “contrary to the general assumption, drug trafficking is not a major causative factor [of drive-by shootings]” (p. 326).

## Miami

Miami media made a connection between gang activity and crack dealing (Inciardi, 1990). But Miami grand juries impaneled in 1985 to investigate the apparent increase in gang drug trafficking (and impaneled again in 1988 after a substantial increase in the number of gangs), found that youth gangs were not involved in crack dealing (Dade County Grand Jury, 1985, 1988).

## St. Louis

In their St. Louis study, Decker and Van Winkle (1996, pp. 185–186) found most gang violence, including homicides, to be “expressive,” retaliatory, or situationally spontaneous. Although some violence was related to protecting drug turf and disciplining customers, most erupted over seemingly petty acts—disrespecting gang colors, stepping in front of another person, flashing gang hand signs, or driving through a rival neighborhood. “Whatever the ‘purpose’ of violence, it often leads to retaliation and revenge creating a feedback loop where each killing requires a new killing” (p. 186).

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*Homicides committed by individual gang members may be as prevalent as those committed in conjunction with the gang.*

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## Chicago

In their original Chicago gang homicide study covering the period 1987–1990, Block and Block (1993, p. 9) found that only 3 percent of gang-motivated homicides were drug related. This same percentage was revealed in the analysis of gang-motivated homicides for the period 1987–1994 (Block et al., 1996, p. 20). Block and Block (1993, p. 9) concluded

that “the connection between street gangs, drugs, and homicide was weak and could not explain the rapid increase in homicide in the late 1980’s.”

## Boston

Miller’s (1994) analysis of Boston police arrest data covering 1984–1994 produced results similar to those in the Chicago and Los Angeles studies. Of 138 reported homicides categorized as “probably” or “definitely” gang related, only 10 percent involved drug use or dealing. Only 9 percent of 75 homicides categorized as “definitely” gang related involved drug use or dealing.

## San Diego

The findings of Sanders’ San Diego study (1994) may be an exception to those reported above. He reports that the rate of gang-related homicides in San Diego jumped from 3 to 11 per 100,000 population between 1985 and 1988. Sanders largely attributes this rise to an increase in crack cocaine wars, frequently involving Crips and Bloods, but occasionally involving other Los Angeles gangs. Sanders (1994) suggests that the increase in gang-related homicides is less related to traditional gang-motivated violence than to competition for money and turf in drug trafficking, although he does not present substantiating data.

## Homicides Committed by Individual Gang Members

Homicides committed by individual gang members may be as prevalent as those committed in conjunction with the gang. Whether a study counts only gang-motivated homicides or gang-related events (in which a gang member need

only be involved in some capacity) can make a big difference in the result.<sup>2</sup> Using Chicago and Los Angeles data, Maxson and Klein (1990) showed that the motive-based police arrest records in Chicago produced homicide estimates only half as large as those produced based on the member-based police record criterion used in Los Angeles. Large jurisdictions use either gang-related or gang-motivated criteria in about equal proportions, while small jurisdictions tend to use the narrower gang-motivated criterion (Johnson et al., 1995).

Block and her colleagues (1996) note that there could be an indirect relationship among homicides, drug offenses, and gang activity. Many of the gang-related homicides might not have occurred if the drug markets did not exist and routinely bring members of opposing gangs into contact with one another. These incidents are not included in Chicago arrest data because police used the narrower, gang-motivated criterion.

## Youth Gangs and Adult Criminal Organizations

Youth gang studies have provided little information about the adult criminal organizations that manage and control drug trafficking operations. The relationship between drugs and violence is widely accepted in such adult criminal organizations as drug cartels and prison gangs (General Accounting Office, 1989, 1996). In some instances, however, it is difficult to distinguish these adult criminal organizations from youth gangs (see Klein, 1995, pp. 122–126 and Spergel, 1995, pp. 129–141 for excellent discussions of this issue).

Spergel (1995, p. 81) suggests that there is some indication that particular street gang cliques might be integrated into some criminal organizations. But Fagan

(1996, p. 74) contends that this is not a predominant pattern. Like Hagedorn (1994a, 1994b), Klein (1995), and Moore (1990), Fagan argues that there is no evidence to support the notion that criminal organizations might be integrating youth gangs into their organizational structures; rather, this transition involves

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### *Gang homicides occur in spurts and are clustered in limited areas.*

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individual young gang members, not groups. NDIC (1994b) concluded that most street gangs are involved in drug trafficking to some extent, generally as a street-level distribution network, both individually and in small groups. Such trafficking is frequently self-serving; that is, the participants retain the profits and do not distribute them to others within the gang.

## Gang Homicide Patterns

Block (1985, 1993) discovered that gang homicides occur in spurts and are clustered in limited areas of Chicago,



probably reflecting periods of intense competition over the expansion and defense of gang territory along a border. In addition to territorial disputes, the “expressive” aspect of gang violence involves impulsive and emotional defense of one’s identity as a gang member, defense of the gang and gang members, defense and glorification of the gang’s reputation, and recruitment of gang members. Once a spurt ends, the homicide level recedes, but to a level higher than it was previously. Spurts usually are not citywide but occur in specific neighborhoods and involve specific street gangs. In Chicago, this means that street gang victimization patterns differ by racial and ethnic group. Peaks in gang homicides tend to correspond to a series of escalating confrontations, usually over control of territory—either traditional street gang turf or an entrepreneurial drug market (Block and Christakos, 1995).

which are kept alive between larger fights by many small incidents and threats of violence.” One gang may claim “precedence, which means that the other group must challenge them if they want to retain their honor and reassert their reputation” (p. 94).

Based on his analysis of gang violence in St. Louis, Decker (1996) delineates the following seven-step process that accounts for the peaks and valleys of gang violence:

1. Loose bonds to the gang.
2. Collective identification of threat from a rival gang.
3. A mobilizing event (possibly, but not necessarily, violence).
4. Escalation of activity.
5. Violent event.
6. Rapid deescalation.
7. Retaliation.

Decker argues that most gang violence is retaliatory—a response to violence (real or perceived) against the gang. He suggests that the perceived need to retaliate with violence helps explain the increasing sophistication of weapons used by gang members. The ensuing arms race is predicated on the belief that rival gangs have guns. Because gang members wish to avoid deficient firepower in a shootout, there is an escalation in securing and using guns (Horowitz, 1983; see also Block and Block, 1993; Strodtbeck and Short, 1964).

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## *The growing use of increasingly lethal weapons in gang assaults has been driving gang homicides for the past 10 to 15 years.*

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During the 1980’s, a period of sharply increasing gang homicides in Chicago, the most dangerous areas were along disputed boundaries between small Latino street gangs (Block et al., 1996). Generally, the drug-motivated gang homicides seemed to be concentrated in areas where a drug “hot spot” intersected with a turf “hot spot.” However, spatial analysis indicates that a “marauder” pattern is common, in which members of rival gangs travel to the hub of their enemy’s territory in search of potential victims (Block et al., 1996).

As Horowitz (1983) explains, “In seeking to protect and promote their reputation, gangs often engage in prolonged ‘wars,’

## **The Role of Guns in Gang Homicide**

The growing use of increasingly lethal weapons in gang assaults has been driving gang homicides for the past 10 to 15 years. From 1987 to 1990, virtually all of the increase in Chicago’s gang-motivated

homicides appears to be attributable to an increase in the use of high-caliber, automatic, or semiautomatic weapons (Block and Block, 1993, p. 7). The Blocks found that gang homicides increased during a period in which there was no increase in street gang assaults, indicating that the lethality of weapons (deaths per incident) accounted for the greater number of homicides (see also Zimring, 1996). In Los Angeles, the proportion of gang-related homicides involving firearms increased from 71 percent in 1979 to 95 percent in 1994 mainly because of the increased use of handguns, particularly semiautomatic handguns (Hutson et al., 1995).

## Implications

A preeminent gang researcher (Miller, 1974, p. 112) made this observation: “It happens that great nations engage in national wars for almost identical reasons [that gangs do] . . . personal honor, prestige, and defense against perceived threats to one’s homeland . . . . When a solution to this problem [of fighting nations has been found], we will at the same time have solved the problem of violent crimes in city gangs.”

More attention should be focused on solving youth gang problems. The priority should be youth gang homicides, which appear to be increasing. Although national data are not currently available on youth gang homicides,<sup>3</sup> it appears that they may not be following the national homicide pattern, which is in a downturn. From 1990 to 1993, the number of gang-motivated homicides in Chicago “escalated far more than ever before,” while other types of homicides in the city increased only slightly or declined (Block et al., 1996, p. 9). The annual number of street gang-motivated homicides in Chicago increased almost fivefold between 1987 and 1994 (Block et al.,

1996). Gang-related homicides in Los Angeles County more than doubled from 1987 to 1992 (Klein, 1995).

Those designing programs and strategies to prevent and reduce youth gang homicides should consider the following observations:

- ◆ First, some gang homicides are directly related to drug trafficking. Although most gang drug wars appear to involve adult criminal organizations, some involve youth gangs. These gangs often take part in drug-related homicides, especially during ongoing gang wars.

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## *More attention should be focused on solving youth gang problems.*

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- ◆ Second, most youth gang homicides appear to be integrally related to everyday gang life. Decker (1996) organized gang activities into a sequence of events that culminates in gang violence and homicide. He illustrates how these evolutionary steps produce spurts of gang violence, which Block and her colleagues (1996) documented in Chicago. This is the main collective (i.e., group dynamic) aspect of gang violence, which spreads throughout a gang and from one gang to another in a community.

- ◆ Third, drug trafficking is an indirect aspect of gang violence. Although studies indicate that drug trafficking is an infrequent cause of gang homicide, the existence of gang drug markets provides a context in which gang homicides are more likely to occur. Most youth gang homicides involve intergang conflicts, and drug markets bring rival gang members into proximity with one another.

- ◆ Fourth, the growth in youth gang homicides over the past decade is driven by increased access to and use of firearms

and, particularly, more lethal weapons (automatic and semiautomatic firearms). The proportion of youth gang homicides committed with a firearm has been increasing; currently almost all of them involve firearms.

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*Preventing children and adolescents from joining gangs may be the most cost-effective long-term strategy.*

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### Promising Strategies and Programs

Space limitations preclude extensive discussion of program options (see Howell, in press, for a detailed historical review of program evaluations). Although no particular approach has been demonstrated through rigorous evaluation to be highly effective in preventing or reducing serious



and violent gang delinquency, a number of promising strategies exist.

Preventing children and adolescents from joining gangs may be the most cost-effective long-term strategy. Evaluation of the Bureau of Alcohol, Tobacco and Firearms' Gang Resistance Education and Training (G.R.E.A.T.) Program has shown positive preliminary results (Esbensen and Osgood, 1997).

The Clinton Administration's Anti-Violent Crime Initiative has targeted violent and drug-trafficking gangs through the use of Federal, State, and local interjurisdictional task forces (see the Attorney General's Report to the President, 1995; General Accounting Office, 1996). The Attorney General (1995) reports that the Drug Enforcement Administration uses mobile enforcement teams (MET's), working with State and local law enforcement authorities, to dismantle drug organizations. The Houston MET was deployed in Galveston, TX, where a high rate of juvenile homicides was attributed to drug-trafficking problems caused by three street gangs. The MET arrested 17 gang members, 13 of whom were charged with violent crimes.

Vertical prosecution<sup>4</sup> of gang criminal activity enhances the application of criminal justice sanctions, particularly when combined with multiagency investigation, prosecution, and sanctioning (Working Group on Gangs, 1996). The San Diego Jurisdictions United for Drug Gang Enforcement (JUDGE) program involved a multiagency task force of prosecutors, probation officers, and law enforcement that targeted drug-involved gang members. The Bureau of Justice Assistance (1997) has identified other promising program models for coordinating gang prosecution with juvenile justice systems. Multiagency gang task

forces administered by police departments are also growing in popularity (for examples and results see Weisel and Painter, 1997).

The program model that proves to be most effective in long-term reduction of gang homicides is likely to contain multiple components incorporating prevention, social intervention, treatment, suppression, and community mobilization. Program components must be integrated in a collaborative approach and supported by a management information system and rigorous program evaluation. The Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program developed by Spergel and his colleagues is the most comprehensive program model (see Thornberry and Burch, 1997). It contains 12 program components for the design and mobilization of community efforts by police, prosecutors, judges, probation and parole officers, corrections officers, educators, employers, staff of community-based agencies, and members of a range of grassroots organizations. Variations of this model are currently being implemented and tested in five sites with OJJDP funding.

Another version of this comprehensive model, the Gang Violence Reduction Program, has been implemented in Chicago and is showing very promising results in reducing gang violence, according to a preliminary evaluation (Spergel and Grossman, 1996). Targeting serious, violent, and chronic offenders (who are most likely to be gang members) for graduated sanctions can also be accomplished by implementing the OJJDP Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (Wilson and Howell, 1993).

A gang suppression model, the Boston Gun Project (Kennedy et al., 1996),



is employing a “coerced use-reduction” strategy, targeting gun violence and violence prevention instead of the gangs themselves. To carry out its deterrence strategy, the Boston Police Department’s Youth Violence Strike Force through Operation Night Lite uses probation and police officers and gang streetworkers, patrolling the streets in teams, to identify gang members, enforce conditions of probation, and increase sanctions for probation and parole violations. Evaluation results are not yet available, although a 5-year, 80-percent drop in gang homicides in the city has been reported (The White House, 1997).

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### ***Multiagency gang task forces administered by police departments are growing in popularity.***

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Other gun control strategies appear to be promising. These include the restriction of access to guns by potentially dangerous individuals (Cook and Leitzel, 1996); supply reduction (Koper and Reuter, 1996); compensation for information leading to confiscation of illegal guns

(Blumstein and Cork, 1996); use of metal detectors in schools (Kamin, 1996); parental permission for warrantless searches (Rosenfeld and Decker, 1996); and undercover purchases of firearms from adolescents, control of the supply channels, creation of ammunition scarcity, bilateral buyback agreements, and nonuse contracts with financial compliance incentives (Zimring, 1996).

This article was prepared under an award made by the Office of Juvenile Justice and Delinquency Prevention to the National Youth Gang Center at the Institute for Intergovernmental Research in Tallahassee. It is based on a detailed report by the author for the National Youth Gang Center entitled "Youth Gang Homicides and Drug Trafficking."

## Notes

1. The term "youth gang" is commonly used interchangeably with "street gang," referring to neighborhood or street-based youth groups, generally in the age range from 10 to 26. Youth gangs are commonly defined as "a self-formed association of peers, united by mutual interests, with identifiable leadership and internal organization, who act collectively or as individuals to achieve specific purposes, including the conduct of illegal activity and control of a particular territory, facility, or enterprise" (Miller, 1982, p. 21). Motorcycle gangs, prison gangs, and racial supremacists and other hate groups are excluded.
2. Law enforcement agencies define gang homicides differently (see Maxson and Klein, 1990). In the broader definition, the basic element is evidence of gang membership on the side of either the suspect or the victim; that is, gang-related. In the narrower definition, a homicide is considered to be a gang crime only if the preponderance of evidence indicates that the incident grew out of a street gang function; that is, gang-motivated.
3. A report on gang homicides, based on a national survey, is forthcoming from the National Youth Gang Center.
4. The prosecutor who files a case is responsible for it throughout the prosecution process.

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## JUSTICE MATTERS

### OJJDP Satellite Teleconference on Mentoring for Youth

OJJDP's partnership with Eastern Kentucky University continues to offer satellite teleconferences on timely juvenile justice and delinquency prevention issues. The most recent broadcast, *Mentoring for Youth in Schools and Communities*, aired September 18, 1997. This broadcast built on the work of the President's April 1997 summit to provide community-based organizations with information and resources to develop successful mentoring programs. More than 15,000 local, State, and Federal policymakers, youth service providers, educators, juvenile justice practitioners, law enforcement personnel, and others concerned about the well-being of youth participated in this interactive program at 516 downlink sites.

The broadcast addressed elements that a Public/Private Ventures (P/PV) assessment found critical to successful mentoring programs. Mentoring can positively affect children's lives. According to the P/PV study, adolescents in even the most difficult circumstances tend to stay in school, avoid risky behaviors, and develop the resiliency needed to grow into self-sufficient adults when they have a relationship with caring and committed adults.

During the broadcast, viewers interacted with leaders of mentoring organizations in Los Angeles, CA; Phoenix, AZ; and Boston, MA.

Senator Frank Lautenberg (NJ), the Senate's leading mentoring advocate, and General Colin Powell, Director of America's Promise, offered their views on the importance of mentoring.

If you missed this teleconference or want copies for your library, the 2-hour videotape with accompanying participant guide is available from the Juvenile Justice Clearinghouse in VHS format for \$17 (\$21 if shipped outside the United States). Use the order form on page 27. Copies of previous broadcasts are also available from the Clearinghouse. Call 800-638-8736 or point your browser to [www.ncjrs.org/ojjdp/html/telecon.html](http://www.ncjrs.org/ojjdp/html/telecon.html) for further information.

#### Upcoming Conferences

Visit OJJDP's Juvenile Justice Conference Calendar on the World Wide Web at [www.ncjrs.org/calendar/ccintro.htm](http://www.ncjrs.org/calendar/ccintro.htm) for information on upcoming conferences, including teleconferences and videoconferences, workshops, and seminars on youth issues. Events of interest to the juvenile justice community can be found in this comprehensive, user-friendly resource. Listings include the title of the event and the sponsoring organization, the location and date, major topics to be covered and the intended audiences, and a contact for obtaining more information or registering.

The calendar also provides links to the sponsoring organizations' World Wide Web pages and to conference registration forms, where available. A convenient online entry form allows users to easily submit information about their own events for possible inclusion in the calendar.

Mark your calendar for these upcoming conferences:

#### **Fourteenth National Symposium on Child Sexual Abuse**

**Primary Sponsor:** National Children's Advocacy Center  
**When:** March 17-20, 1998  
**Where:** Huntsville, AL  
**For More Information:**  
 205-534-1328  
[www.ncacadm@hiwaay.net](mailto:www.ncacadm@hiwaay.net)

#### **Eleventh National Youth Crime Prevention Conference**

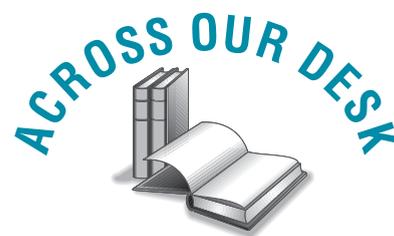
**Primary Sponsor:** National Crime Prevention Council  
**When:** March 25-28, 1998  
**Where:** Orlando, FL  
**For More Information:**  
 202-455-6272, ext. 152  
[www.weprevent.org](http://www.weprevent.org)

#### **Eighteenth Annual National Conference**

**Primary Sponsor:** Children's Defense Fund  
**When:** March 25-28, 1998  
**Where:** Los Angeles, CA  
**For More Information:**  
 202-662-3593  
[www.childrensdefense.org](http://www.childrensdefense.org)

## Juvenile Justice & Youth Violence

James C. Howell. Thousand Oaks, CA: Sage Publications, 1997.



The scope of this book reflects the author's extensive background as a preeminent juvenile justice researcher. Author James C. Howell begins with a review of four reform movements that shaped juvenile justice in this country and then looks at the impact of the Federal Juvenile Justice and Delinquency Prevention (JJDP) Act.

After the establishment of the precursors of reform schools in the 18th century, juvenile justice reform next surfaced strongly in the late 19th century, when "charity workers" (social workers) rejected reformatories, and progressive reformers worked for the establishment of the juvenile court. In 1974, the JJDP Act brought fundamental change to the way this country deals with juvenile offenders. This change was predicated on the Act's core requirements: deinstitutionalization of status offenders and non-offenders, separation of juvenile

offenders from adult criminals in correctional settings, removal of juvenile offenders from adult jails, and efforts to address the disproportionate confinement of minority juveniles. Today, advocates of reforming the juvenile justice system espouse philosophies that focus on punishment rather than rehabilitation.

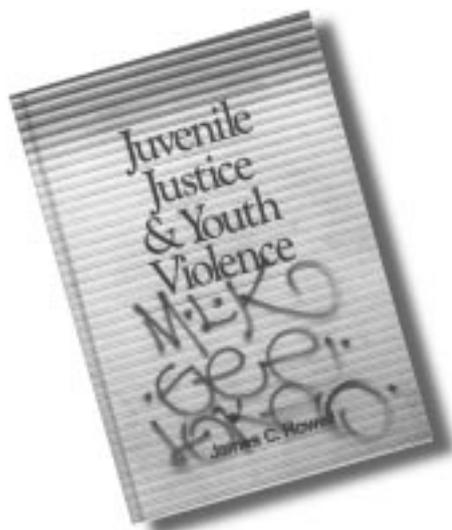
Having provided this historical context, Howell moves on to analyze today's youth violence and society's responses to this behavior. Noting that "gang violence represents a major proportion of juvenile violence," the author discusses research on youth gang homicides and drug trafficking. In addition, he examines the risk factors for youth violence, grouping them in the major categories—or domains—of community, family, school, individual characteristics, and peer groups. Howell suggests that juvenile violence is rooted in cultural norms and social conditions and that adults bear responsibility for most of the risk factors for juvenile delinquency and violence.

The author makes the case for the use of developmental criminology, as opposed to more theoretical approaches. Developmental criminology allows identification of pathways to delinquency—information that is valuable in designing program interventions.

Finally, Howell argues persuasively for implementation of a comprehensive

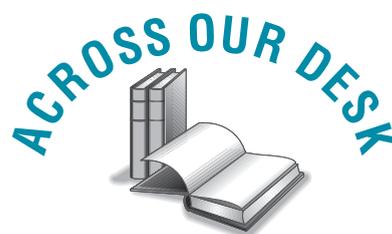
approach, as set forth in the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, which he coauthored with OJJDP Deputy Administrator John J. Wilson in 1993 and which is reprinted in the book's appendix. Howell describes the strategy as being comprehensive in five ways: its inclusion of prevention, early intervention, and graduated sanctions; its focus on serious, violent, and chronic offenders while providing a blueprint for dealing with all delinquents; its call for an integrated system response; its promise for savings in secure corrections that can be directed to prevention programs; and its expectation of reduced adult crime in the long run.

*Juvenile Justice & Youth Violence* gives the reader a good understanding of the roots of juvenile justice in the United States and of the challenges facing the system today. In his conclusion, Howell is critical of the current direction of U.S. juvenile crime policy and calls for a return to "those more enlightened policies" that led to the establishment of the juvenile justice system nearly 100 years ago. Buttressed with 32 pages of references, the book recommends ways in which the current juvenile justice system could be strengthened through the use of effective, research-based programs within a humane and comprehensive framework.



## Relatives Raising Children: An Overview of Kinship Care

Joseph Crumbley and Robert L. Little, eds. Washington, DC: Child Welfare League of America Press, 1997.



The thought of family evokes images of a safe haven filled with love and compassion. The responsibilities inherent in the idea of family inspire parents to sacrifice for the sake of their children. This commitment to caring is not limited to the child's parents, as Dana Burdell Wilson of the Child Welfare League of America (CWLA) reminds us: "The concept of family brings with it a sense of belonging, caring, and duty toward family members—a sense that propels individuals to step forward and take responsibility for raising a child when the child's parents are unable to do so."

Full-time parenting of children by other family members is the focus of *Relatives Raising Children: An Overview of Kinship Care*. The advantages are evident. By enabling children to live with family members, kinship care reduces the trauma children experience when placed with strangers. It enhances children's sense of identity and self-esteem, continues the connections children have to their siblings, and strengthens the family's ability to give children the support they need.

Kinship care has been practiced for centuries. What is new, the authors note, is the growing number of relatives becoming permanent or long-term primary caregivers. Researchers attribute this growth

to such factors as increases in divorce, marital separation, alcohol and other drug abuse, and AIDS-related parental incapacity or mortality. According to the U.S. Census Bureau, 4.3 million children lived with relatives other than—or in addition to—their parents in 1992. While most of these children lived with their mothers in the homes of relatives, 878,000 lived with their grandparents—apart from both parents.

As CWLA warned in its 1994 publication *Kinship Care: A Natural Bridge*, the rapid growth in kinship care has caught child welfare agencies off guard. Fortunately, its newest compendium, *Relatives Raising Children: An Overview of Kinship Care*, offers the information that family service professionals and communities need to develop and provide services to kinship caregivers and the children for whom they care.

The authors do not neglect the challenges presented by kinship care. Since most kinship caregivers are grandmothers, issues of morbidity and mortality must be considered. Respite and other relief systems need to be developed. Clinical concepts affecting the child, caregivers, and parents are analyzed from several vantage points, including systems theory, attachment theory, and diverse models of human

development. Assessments and interventions are recommended and tips for effective case management are provided. Kinship care crosses cultural, racial, and socioeconomic lines, and the book addresses the role of cultural traditions and the impact of special conditions such as parental incarceration.

As State legislatures have only recently begun to recognize the dramatic increase in kinship care, the review of legal options available to kinship caregivers that the book provides is particularly relevant. "There appears to be no consistent public policy rationale for the use and valuation of kinship care," the authors conclude. In *Relatives Raising Children: An Overview of Kinship Care*, they have documented the need and provided a good starting point for its creation.



## OJJDP Announces New Resources on Youth Violence, Youth Gangs, and Child Abuse



OJJDP has recently developed publications and a CD-ROM on three key juvenile justice issues: youth violence, youth gangs, and child abuse. These resources provide important information for juvenile justice practitioners, law enforcement professionals, and others who work with youth.

### A Comprehensive Approach for Reducing Youth Violence



Stay tuned for details and the availability of an OJJDP-sponsored CD-ROM, *Reducing Youth Violence: A Comprehensive Approach*. The University of California, Riverside, Office of Educational and Community Initiatives has been working with OJJDP's Training and Technical Assistance Division to develop this CD-ROM, which showcases a range of strategies that provide a comprehensive approach for reducing youth violence. It includes information on programs, summaries and full text of more than 100 relevant publications, and contacts for additional resources, training, and technical assistance. The CD-ROM is currently being field tested, and you may have an opportunity to see and use it at conferences this winter. For more details, including information on the CD-ROM's availability, look for announcements on JUVJUST, OJJDP's electronic listserv, or send an e-mail to [askncjrs@ncjrs.org](mailto:askncjrs@ncjrs.org). See page 26 for instructions on how to subscribe to JUVJUST.

### The Changing Face of Youth Gangs



OJJDP introduces a new Bulletin series with *Youth Gangs: An Overview*. The proliferation of youth gangs since 1980 has fueled the public's fear and magnified possible misconceptions about youth gangs. To address this mounting concern, the Youth Gang Bulletin series delves into many of the key issues related to youth gangs. These issues include gang migration, gang growth, female involvement with gangs, homicide, drugs and violence, and the needs of communities and youth

#### OJJDP's National Youth Gang Center

As part of its comprehensive, coordinated response to America's gang problem, OJJDP funds the National Youth Gang Center (NYGC). NYGC assists State and local jurisdictions in the collection, analysis, and exchange of information on gang-related demographics, legislation, literature, research, and promising program strategies. It also coordinates activities of the OJJDP Gang Consortium—a group of Federal agencies, gang program representatives, and service providers that works to coordinate gang information and programs. For more information, contact NYGC at:

P.O. Box 12729  
Tallahassee, FL 32317  
850-385-0600  
850-386-5356 (fax)  
[nygc@iir.com](mailto:nygc@iir.com) (e-mail)  
[www.iir.com/nygc](http://www.iir.com/nygc)

Information newly available on the Web site includes gang-related legislation by subject and by State, and the Youth Gang Consortium Survey of Gang Programs.

who live in the presence of youth gangs. *Youth Gangs: An Overview* reviews the problems that youth gangs pose, pinpoints the differences between youth gangs and adult criminal organizations, examines the risk factors that lead to youth gang membership, and presents promising strategies being used to curb youth gang involvement.

In addition to *Youth Gangs: An Overview* (NCJ 167249), other gang-related publications, sponsored by OJJDP and other Office of Justice Programs agencies, are available from the Juvenile Justice Clearinghouse (JJC). They include:

- ◆ *1995 National Youth Gang Survey* (Program Summary). NCJ 164728.
- ◆ *Addressing Community Gang Problems: A Model for Problem Solving* (Monograph). NCJ 156059.
- ◆ *A Comprehensive Response to America's Youth Gang Problem* (Fact Sheet). FS 009640.
- ◆ *Gang Members and Delinquent Behavior* (Bulletin). NCJ 165154.
- ◆ *Gang Suppression and Intervention: Community Models* (Research Summary). NCJ 148202.
- ◆ *Gang Suppression and Intervention: Problem and Response* (Research Summary). NCJ 149629.
- ◆ *Highlights of the 1995 National Youth Gang Survey* (Fact Sheet). FS 009763.
- ◆ *Prosecuting Gangs: A National Assessment* (Research in Brief). NCJ 151785.
- ◆ *Street Gangs and Drug Sales in Two Suburban Cities* (Research in Brief). NCJ 155185.
- ◆ *Urban Street Gang Enforcement* (Monograph). NCJ 161845.
- ◆ *Youth Gangs* (Fact Sheet). FS 009772.

Contact JJC at 800-638-8736 or send your request via e-mail to [askncjrs@ncjrs.org](mailto:askncjrs@ncjrs.org). These documents are also available online. Visit the Publications section of OJJDP's Web site, [www.ncjrs.org/ojjhome.htm](http://www.ncjrs.org/ojjhome.htm).

## Portable Guides to Investigating Child Abuse

OJJDP's award-winning series of Portable Guides continues to provide law enforcement agencies with basic guidelines for investigating child abuse and neglect. The guides provide practical information to assist in the reporting, investigation, and prosecution of crimes against children in straightforward, uncomplicated language using bulleted lists, tables, charts, checklists, and sample forms. There are 11 guides in the series, covering a wide range of topics: investigating physical abuse and homicide, burn injuries, child neglect and Munchausen syndrome by proxy, criminal investigation, diagnostic imaging, photodocumentation, sexually transmitted diseases, and child sexual exploitation. More topics are planned for the future, including the use of computers in the sexual victimization of children, the multidisciplinary team approach to investigating child abuse, and multicultural issues in investigating allegations of child abuse.

For more details on the topics covered, order *Portable Guides to Investigating Child Abuse: An Overview* (see the order form on page 27). This OJJDP Bulletin describes the series and its benefits, and offers a synopsis of each guide. The Bulletin also describes resources for training and technical assistance in handling child maltreatment cases, including the Missing and Exploited Children's Training Programs sponsored by OJJDP and Fox Valley Technical College. A list of related publications available from OJJDP is also provided for those interested in obtaining more information.

For more information about OJJDP's Missing and Exploited Children's Training Programs, including a schedule of workshops, visit [www.foxvalley.tec.wi.us/ojjdp](http://www.foxvalley.tec.wi.us/ojjdp) on the World Wide Web.



## OJJDP Offers Online Access to Restitution and Juvenile Justice News



### Updated Resource on Restitution and Community Service Programs

OJJDP announces the availability of the second edition of the *RESTTA National Directory of Restitution and Community Service Programs*.

Ten years have passed since the Restitution Education, Specialized Training, and Technical Assistance (RESTTA) Project first published the *RESTTA Directory*. This second edition not only provides recent information on restitution and community service programs for juvenile offenders but also, through OJJDP's new online update feature, constitutes the most current resource for program information. The core of the *RESTTA Directory* is information on more than 500 programs across the country, including the program name, contact information, and a description of program services. These program descriptions are current through 1996. The *RESTTA Directory* also provides baseline data from a national survey begun in 1991 on the development, organization, and operation of such programs.

The *RESTTA Directory* is available from the Juvenile Justice Clearinghouse (JJC) online in a searchable

format. The hardcopy of more than 500 pages may be ordered for \$33.50 (\$37 if shipped outside the United States).

Search the *RESTTA Directory* online from the Publications section of OJJDP's Web site. To keep the *RESTTA Directory* current, there is also a feature that allows program officials to add or update program information whenever necessary. Forms to update or add new programs are also available through JJC's fax-on-demand service. To access this service, call JJC at 800-638-8736, press 1, press 2, then enter fax-on-demand order number 2130.

Use the order form on page 27 to order a hardcopy of the *RESTTA National Directory of Restitution and Community Service Programs* (NCJ 166365).

### JUVJUST—Your Source for Online Information

In addition to our Web site ([www.ncjrs.org/ojjhome.htm](http://www.ncjrs.org/ojjhome.htm)), OJJDP shares information online with more than 2,000 subscribers through JUVJUST, OJJDP's electronic listserv. Subscribers receive postings an average of twice a week

on the latest OJJDP news, including grants and funding information, conference announcements, publication summaries, and other juvenile justice news.

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- ◆ Send an e-mail message to [listproc@ncjrs.org](mailto:listproc@ncjrs.org).
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JUVJUST postings are archived on the OJJDP Web site, with links to publications and other resources referenced in the announcements. To view previous postings, point your browser to [www.ncjrs.org/ojjdp/html/jjust.html](http://www.ncjrs.org/ojjdp/html/jjust.html).

### PUBLICATIONS AVAILABLE FREE.

Single copies are available free. There is a nominal fee for bulk orders to cover postage and handling. Contact the Clearinghouse for specific information.

- NEW** 1995 National Youth Gang Survey (Program Summary). NCJ 164728.
- Gang Members and Delinquent Behavior (Bulletin). NCJ 165154.
- NEW** Highlights of the 1995 National Youth Gang Survey (Fact Sheet). FS 009763.
- Mentoring—A Proven Delinquency Prevention Strategy (Bulletin). NCJ 164834.
- The Office of Juvenile Justice and Delinquency Prevention Brochure. NCJ 144527.
- NEW** Portable Guides to Investigating Child Abuse: An Overview (Bulletin). NCJ 165153.
- Reducing Youth Gun Violence: An Overview of Programs and Initiatives (Program Report). NCJ 154303.
- Treating Serious Anti-Social Behavior in Youth: The MST Approach (Bulletin). NCJ 165151.
- NEW** Youth Gangs: An Overview (Bulletin). NCJ 167249.
- NEW** Youth Gangs (Fact Sheet). FS 009772.

### PUBLICATIONS AVAILABLE FOR A FEE.

- NEW** Mentoring for Youth in Schools and Communities Satellite Teleconference (Video, VHS format). NCJ 166376. \$17 (U.S.), \$21 (Canada and other countries).
- NEW** RESTTA National Directory of Restitution and Community Service Programs. NCJ 166365. \$33.50 (U.S.), \$37 (Canada and other countries).
- Unlocking the Doors for Status Offenders: The State of the States. NCJ 160803. \$16.50 (U.S.), \$20 (Canada and other countries).
- Youth Gangs in America Satellite Teleconference (Video, VHS format). NCJ 164937. \$17 (U.S.), \$21 (Canada and other countries).

To order other publications listed on the inside back cover, please complete the following:

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# Publications From OJJDP

## Corrections and Detention

*Conditions of Confinement Teleconference* (Video). 1993, NCJ 147531 (90 min.), \$14.00.

*Desktop Guide to Good Juvenile Detention Practice*. 1996, NCJ 161408 (218 pp.).

*Effective Programs for Serious, Violent and Chronic Juvenile Offenders Teleconference* (Video). 1996, NCJ 160947 (120 min.), \$17.00.

*Evaluation of the Disproportionate Minority Confinement (DMC) Initiative*. \$15.00 each, \$39.00 for set of five.

*Arizona Final Report*. 1996, NCJ 161564 (111 pp.).

*Florida Final Report*. 1996, NCJ 161563 (84 pp.).

*Iowa Final Report*. 1996, NCJ 161562 (115 pp.).

*North Carolina Final Report*. 1996, NCJ 161561 (97 pp.).

*Oregon Final Report*. 1996, NCJ 161560 (71 pp.).

*Evaluation of the Impact of Boot Camps for Juvenile Offenders*. \$19.00 each.

*Cleveland Interim Report*. 1996, NCJ 160928 (160 pp.).

*Denver Interim Report*. 1996, NCJ 160927 (108 pp.).

*Mobile Interim Report*. 1996, NCJ 160926 (119 pp.).

*Juvenile Arrests* 1996, 1997, NCJ 167578 (12 pp.).

*Juvenile Boot Camps Teleconference* (Video). 1996, NCJ 160949 (120 min.), \$17.00.

*Juvenile Detention Training Needs Assessment*. 1996, NCJ 156833 (60 pp.).

*Juvenile Probation: The Workhorse of the Juvenile Justice System*. 1996, NCJ 158534 (6 pp.).

*A Resource Manual for Juvenile Detention and Corrections: Effective and Innovative Programs*. 1995, NCJ 155285 (164 pp.), \$15.00.

## Courts

*Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug Violations* (Video and discussion guide). 1996, NCJ 162357 (16 min.), \$17.00.

*Juvenile Court Statistics 1994*. 1996, NCJ 163709 (95 pp.).

*Offenders in Juvenile Court, 1994*. 1996, NCJ 162423 (12 pp.).

## Delinquency Prevention

*1996 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs*. 1997, NCJ 165694 (100 pp.).

*Allegheny County, PA: Mobilizing To Reduce Juvenile Crime*. 1997, NCJ 165693 (12 pp.).

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

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

*Communities Working Together Teleconference* (Video). 1996, NCJ 160946 (120 min.), \$17.00.

*Creating Safe and Drug-Free Schools: An Action Guide*. 1996 (134 pp.). Available from the U.S. Department of Education (800-624-0100).

*Keeping Young People in School: Community Programs That Work*. 1997, NCJ 162783 (12 pp.).

*Matrix of Community-Based Initiatives*. 1995, NCJ 154816 (51 pp.).

*Mentoring—A Proven Delinquency Prevention Strategy*. 1997, NCJ 164834 (8 pp.).

*Mobilizing Communities To Prevent Juvenile Crime*. 1997, NCJ 165928 (8 pp.).

*Reaching Out to Youth Out of the Education Mainstream*. 1997, NCJ 163920 (12 pp.).

*Title V Delinquency Prevention Program Community Self-Evaluation Workbook*. 1996, NCJ 160125 (162 pp.).

*Treating Serious Anti-Social Behavior in Youth: The MST Approach*. 1997, NCJ 165151 (8 pp.).

*Youth Environmental Service in Action*. 1996, NCJ 159762 (38 pp.).

*Youth Environmental Service Technical Assistance Package*. 1996, NCJ 159763 (72 pp.).

*Youth-Oriented Community Policing Teleconference* (Video). 1996, NCJ 160947 (120 min.), \$17.00.

## Gangs

*1995 National Youth Gang Survey*. 1997, NCJ 164728 (41 pp.).

*Gang Members and Delinquent Behavior*. 1997, NCJ 165154 (6 pp.).

## General Juvenile Justice

*Female Offenders in the Juvenile Justice System*. 1996, NCJ 160941 (28 pp.).

*Juvenile Justice*, Volume III, Number 2. 1997, NCJ 165925 (32 pp.).

*Juvenile Offenders and Victims: 1997 Update on Violence*. 1997, NCJ 165703 (32 pp.).

*Juvenile Offenders and Victims: A National Report*. 1995, NCJ 153569 (188 pp.).

*State Challenge Activities*. 1996, NCJ 163055 (8 pp.).

*The Youngest Delinquents: Offenders Under Age 15*. 1997, NCJ 165256 (12 pp.).

## Missing and Exploited Children

*Addressing Confidentiality of Records in Searches for Missing Children*. 1995, NCJ 155183 (284 pp.), \$15.00.

*The Compendium of the North American Symposium on International Child Abduction: How To Handle International Child Abduction Cases*. 1993, NCJ 148137 (928 pp.), \$17.50.

*Court Appointed Special Advocates: A Voice for Abused and Neglected Children in Court*. 1997, NCJ 164512 (4 pp.).

*Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies*. 1996, NCJ 161475 (126 pp.).

*In the Wake of Childhood Maltreatment*. 1997, NCJ 165257 (16 pp.).

*Obstacles to the Recovery and Return of Parentally Abducted Children*. 1994, NCJ 143458 (21 pp.).

*Portable Guides to Investigating Child Abuse: An Overview*. 1997, NCJ 165153 (8 pp.).

*Using Agency Records To Find Missing Children: A Guide for Law Enforcement*. 1995, NCJ 154633 (20 pp.).

## Status Offenders

*Curfew: An Answer to Juvenile Delinquency and Victimization?* 1996, NCJ 159533 (12 pp.).

*Truancy: First Step to a Lifetime of Problems*. 1996, NCJ 161958 (8 pp.).

*Unlocking the Doors for Status Offenders: The State of the States*. 1995, NCJ 160803 (85 pp.), \$16.50.

## Violence and Victimization

*Child Development—Community Policing: Partnership in a Climate of Violence*. 1997, NCJ 164380 (8 pp.).

*Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings*. 1996, NCJ 160935 (134 pp.).

*Conflict Resolution for Youth Teleconference* (Video). 1996, NCJ 161416 (150 min.), \$17.00.

*Epidemiology of Serious Violence*. 1997, NCJ 165152 (12 pp.).

*Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. 1995, NCJ 153571 (6 pp.).

*Reducing Youth Gun Violence: An Overview of Programs and Initiatives*. 1996, NCJ 154303 (74 pp.).

*State Responses to Serious and Violent Juvenile Crime*. 1996, NCJ 161565 (61 pp.).

OJJDP also publishes Fact Sheets, two-page summaries on agency programs and initiatives. Contact JJC for titles and further information.

*The Office of Juvenile Justice and Delinquency Prevention Brochure* (1996, NCJ 144527 (23 pp.)) offers more information about the agency.

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

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## Learn about OJJDP's award-winning series of Portable Guides to Investigating Child Abuse.

*For information on the series and how to obtain an accompanying Overview Bulletin that summarizes each Portable Guide, see page 25 inside.*



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