



JUVENILE JUSTICE

Conditions of
Confinement
Inside America's
juvenile institutions

Also

- ◆ A judge speaks out
- ◆ Parental kidnaping

OJJDP

A Publication of the
Office of Juvenile Justice and Delinquency Prevention

From the Administrator

The challenges facing our youth have never been greater. The reasons for strengthening our families, the best hope for our children's future, have never been more persuasive.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is proud to work with you for America's youth and their families by preventing delinquency and improving our juvenile justice system. Your day-in and day-out efforts are valued and appreciated. With the inauguration of *Juvenile Justice*, we hope to provide you with information and encouragement as you continue to make an important difference in your community and our Nation.



Certainly, I was encouraged to read Judge David Mitchell's words. They testify to the dedication to public service that marks this distinguished jurist. We have been blessed with some outstanding juvenile court judges. As the torch of leadership passes at the National Council of Juvenile and Family Court Judges, I offer their new president, Judge Roy B. Willett, whose insightful comments are found in these pages, my congratulations and support.

OJJDP is committed to providing you the tools to do the best job possible under the constraints we all must live with. One significant way of doing this is by conducting sound and practical research. I think this issue exemplifies that.

Mr. Dale Parent of Abt Associates brings us important information about the conditions of confinement of juveniles in secure facilities. As we witness the disturbing increase in incidents of violence perpetrated by youth, this topic takes on added significance.

I can think of few things more tragic for a parent than the loss of a son or daughter. OJJDP's pioneering NISMART study (National Incidence Studies on Missing, Abducted, Runaway, and Thrownaway Children) revealed the serious problem of parental abduction. Dr. Linda Girdner, whom OJJDP is privileged to have directing our project, Identifying Risk Factors for Parental Abduction, offers valuable insight from her research on obstacles to the recovery and return of parentally abducted children.

I won't comment on everything this issue brings you—I've only been given a page—but I do wish to pay tribute to two distinguished juvenile justice professionals, James Gould and Deborah Wysinger, whose tragic deaths last year were a loss to us all. The honor of the Gould-Wysinger Awards consists in no small measure in the noble names they bear. My congratulations to those so honored.

Juvenile Justice is your magazine. Your comments and suggestions are always welcome. Thank you for all you have done, are doing, and shall do. Together we can do the job.

John J. Wilson
Acting Administrator
Office of Juvenile Justice
and Delinquency Prevention

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FEATURES

Conditions of Confinement by Dale G. Parent 2

An OJJDP research director assesses conditions of juvenile confinement and recommends corrective action to improve them.

On the Front Lines: Interview With Judge David B. Mitchell 8

A leading juvenile court judge offers his candid comments on the challenges facing the juvenile justice system and the Nation.

Parentally Abducted Children: Roadblocks to Recovery and Reunion by Linda K. Girdner, Ph.D. 17

OJJDP's principal investigator of obstacles to the recovery of parentally abducted children reviews her findings and recommendations.

IN BRIEF

Justice Matters

JJDP Act Reauthorized Through 1996	24
Gould-Wysinger Award Winners for 1992	24
In Memoriam	25
A Special Occasion	26

Juvenile and Family Court Judges Elect Willett Council President 27

Across Our Desk

Book Review: <i>When Parents Kidnap: The Families Behind the Headlines</i>	28
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Technical Assistance & Training 28

OJJDP Combats Serious, Violent, and Chronic Juvenile Delinquency 29

OJJDP Publications 30

ORDER FORM 31

Conditions of Confinement

By Dale G. Parent

In 1988 Congress asked the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to study the conditions of confinement for juvenile offenders, assess whether the conditions conformed to national standards, and recommend improvements.

The study, conducted in 1991 by Abt Associates, Inc., under a contract with OJJDP, included a survey of 984 public and private detention centers, reception centers, training schools, and juvenile ranches in the United States. On a daily basis, these facilities hold 65,000 juveniles—69 percent of confined juveniles in the United States. The remainder are in shelters, halfway houses, and group homes—facilities excluded from the study. The study did not address conditions of confinement for juveniles who were tried and sentenced as adults and detained in adult facilities or who were confined in secure hospital settings.

To assess the conditions of confinement, criteria were developed based both on national standards and on the needs of juveniles.¹ Twelve subject areas were identified for investigation:

- ◆ Living space.
- ◆ Medical services.
- ◆ Food, clothing, and hygiene.
- ◆ Living accommodations.
- ◆ Security.

- ◆ Suicide prevention.
- ◆ Inspections and emergency preparedness.
- ◆ Education.
- ◆ Recreation.
- ◆ Mental health services.
- ◆ Access to the community.
- ◆ Limits on staff discretion.

For each assessment area, one or more assessment criteria were defined, with a total of 43 assessment criteria being developed.² Data for the study were derived from the 1991 Children in Custody (CIC) Census (conducted biennially for OJJDP by the Bureau of the Census), a mail survey of all 984 facilities in August 1991, and 2-day site visits to 95 facilities conducted during the fall and winter of 1991.

Conformance rates were determined for each assessment criterion. Investigators then looked beyond conformance to national standards to actual conditions in the facilities. Problems were identified based both on conformance and on con-

Dale G. Parent is a senior analyst in law and public safety for Abt Associates, Inc., where he has conducted research on boot camps, day reporting centers, and offender fee collection. Mr. Parent directed the Office of Juvenile Justice and Delinquency Prevention's assessment of conditions of confinement in secure juvenile facilities.

ditions, and regression analysis was used to identify the characteristics of both juveniles and facilities.

Recent Trends

Admissions to juvenile facilities have risen since 1984, reaching a record high of nearly 690,000 in 1990. The largest increase occurred in detention facilities, where admissions increased from just over 400,000 in 1984 to 570,000 in 1990. The number of confined juveniles (based on 1-day CIC counts) rose from 50,800 in 1979 to 63,300 in 1991. The population housed by all facilities except ranches increased. So, too, the number of facilities increased, from 930 in 1979 to 984 in 1991. (Ranches were the only type of facility that did not grow in number.)

Between 1987 and 1991, the characteristics of juveniles confined also changed. The percentage of males rose from 85 percent to 88 percent. Confined minority juveniles rose from 53 percent to 63 percent, with the largest increases occurring among blacks (from 37 percent to 44 percent) and Hispanics (from 13 percent to 17 percent). Juveniles confined for crimes against persons rose from 21 percent to 28 percent, while those confined for drug-related offenses rose from 6 percent to 10 percent. Those confined for property offenses declined from 40 percent to 34 percent.

Conformance to Assessment Criteria

Although few facilities were completely free of deficiencies, only a small group failed to meet a large number of assessment criteria. As a result, investigators concluded that conditions of confinement will not be improved materially by reforming or eliminating a small number

of severely deficient facilities. Rather, the study suggested that improving conditions significantly will require broad-scale reforms affecting routine practices in most facilities.

Admissions to juvenile facilities have risen since 1984, reaching a record high of nearly 690,000 in 1990. The largest increase occurred in detention, where admissions rose to 570,000.

Conditions of confinement appeared to be generally adequate in three important areas:

- ◆ Food, clothing, and hygiene.
- ◆ Recreation.
- ◆ Living accommodations.

Although most juveniles were confined in facilities that had passed State and local fire, safety, and sanitation inspections, site visits revealed numerous facilities in which fire exits were not marked or fire escape routes were not posted. In a few facilities, fire exits were blocked by furniture or other objects. This suggests that State and local fire codes for juvenile facilities require strengthening, more vigorous enforcement, or both.

According to most assessment criteria, confined juveniles had adequate access to the community. An exception was access to a telephone. Forty-two percent of confined juveniles resided in facilities that did not permit them to receive incoming telephone calls.

The survey found high conformance to most criteria restricting staff discretion in treatment of juveniles. An exception was authorization of searches. Most confined

juveniles were housed in facilities in which line staff could authorize room searches and frisks, and a substantial minority were held in facilities in which line staff could authorize strip searches.

Facilities had substantial and widespread deficiencies in the following areas: crowding, security, suicide prevention, and health screenings and appraisals.

Conformance to assessment criteria was also generally high in the areas of education, health care, and mental health services. However, adequacy of these services could not be assessed objectively because of the lack of data on confined youths' educational, health, and mental health needs. Major initiatives are required to collect such data to determine whether facilities provide appropriate programs.

Facilities had substantial and widespread deficiencies in the following four areas: crowding, security, suicide prevention, and health screenings and appraisals. Major findings from the study are discussed below.

Crowding

Crowding was a pervasive problem in juvenile confinement, affecting sleeping rooms, living areas, and entire facilities. In 1987, 36 percent of confined juveniles were in a facility in which the population exceeded design capacity. By 1991 the proportion living in overtaxed facilities had increased to 47 percent. In 1991 one-third of confined juveniles were in living units with 26 or more juveniles, and one-third slept in rooms that were smaller than required by national standards.

Facilities have responded to crowding by restricting intake (particularly in detention centers), granting early release (particularly in training schools), and refusing to take new admissions (particularly in ranches). As a result, although crowding has become more widespread since 1987, population levels in crowded facilities have remained at about 120 percent of design capacity.

Rates of injury were higher in crowded facilities, making them more dangerous for juveniles and staff.³ Moreover, as the percentage of juveniles housed in dormitories with 11 or more residents increased, rates of juvenile-on-juvenile injury also increased. This may account for the higher search rates in crowded facilities.

Investigators concluded that new facilities should not be built with large dormitories and that large dormitories in existing facilities should be eliminated as soon as practical. Facilities can cushion the effects of crowding, but they cannot alter the decisions of police, prosecutors, juvenile judges, and probation and parole officers that lead to crowding.

To control crowding, jurisdictions must implement plans that identify decisions affecting confinement. The plans should:

- ◆ Identify characteristics of juveniles who enter the system.
- ◆ Document the maximum number of juveniles allowed in a facility.
- ◆ Establish confinement and nonconfinement placement options.

States should use this information to develop policies that regulate the use and duration of confinement and guide future placement options for confinement and nonconfinement.

Security

Security practices are intended to provide a safe environment for juveniles and staff and prevent escapes. Investigators found high levels of nonconformance with security assessment criteria and substantial problems with injuries and escapes in juvenile facilities.

Eighty-one percent of confined juveniles were housed in facilities with three or more facilitywide population counts per day. However, conformance dropped for the remaining security criteria. Only 62 percent of juveniles were in facilities that made housing assignments based on the risk factors of individual juveniles. Just 36 percent were in facilities in which the supervision staffing ratio met the assessment criterion.

Risk of injuries. In the 30 days prior to the mail survey, nearly 2,000 juveniles (3 percent) and 651 staff (1.7 percent) were injured in the facilities surveyed. Rates of injury were highly variable. About 10 percent of confined juveniles were in facilities in which 8 percent or more of the juveniles were injured, and 1 percent were in facilities in which 25 percent or more of the juveniles were injured.

About 10 percent of confined juveniles were in facilities in which 5 percent or more of staff were injured, and 1 percent were in facilities in which 17 percent or more of staff were injured.

As noted above, juvenile and staff injury rates were higher in crowded facilities. Juvenile-on-juvenile injury rates also increased as the number of juveniles housed in large dormitories increased. Injury rates for juveniles and staff were higher in facilities in which living units were locked 24 hours a day. Interestingly, the percentage of juvenile residents convicted of violent crimes was not related to injury rates.

The classification of juveniles according to their propensity for violence and the separation of potential predators from victims are two methods used to protect juveniles. However, investigators found no relationship between conformance to the classification assessment criteria and rates of injury. The reasons for this were unclear. It is possible that existing juvenile classification procedures do not reliably identify violence-prone youth or that crowding diminishes facilities' ability to adequately separate predators from victims. More study of classification is needed to determine what improvements are needed.

In site visits, administrators and staff frequently said their facilities would be safer if staffing ratios were improved. However, investigators found no relationship between supervision staffing ratios and rates of injury. They did find that higher turnover rates of supervision staff were associated with increased juvenile-on-staff and staff-on-juvenile injury rates. Thus, less experienced staff members were more likely to be injured by juveniles and were more likely to injure juveniles.

It is possible that juvenile classification procedures do not identify violence-prone youth or that crowding diminishes facilities' ability to separate predators from victims.

Risk of escape. In the 30 days before the mail survey, more than 1,600 confined juveniles (2.5 percent of all confined juveniles) attempted to escape. More than 800 (1.2 percent of all confined juveniles) succeeded. Investigators found no apparent relationship between facilities'

conformance to the classification assessment criteria and escape rates.

The number of facilities that relied on perimeter fences as an obstacle to escape has grown. Since 1987, the number of facilities with perimeter fences increased from 38 percent to 47 percent. However, this study found no conclusive relationship between perimeter fences and escape rates.⁴

Suicidal behavior is a serious problem in juvenile facilities. In 1990, 10 juveniles in confinement killed themselves, a rate double that of youth in the general population.

Suicide Prevention

Suicidal behavior was a serious problem in juvenile facilities. In 1990, 10 juveniles in confinement killed themselves, a rate roughly double that of youth in the general population. In the 30 days before the mail survey, 970 confined juveniles (1.6 percent of the confined population) committed 1,487 acts of suicidal behavior (attempted suicide, self-mutilation, or other suicide gesture). During the same 30 days, facilities reported 2.4 suicidal behavior incidents for every 100 confined juveniles. If that period were typical, more than 11,600 confined juveniles would have engaged in more than 17,800 acts of suicidal behavior in a year.

Most juveniles were placed in facilities that had written suicide prevention plans and that monitored persons considered to be suicide risks at least four times an hour. Three of every four confined youths were in facilities that screened juveniles for indicators of suicide risk at

the time of admission and that trained staff members in suicide prevention.

Facilities that conducted suicide screenings at admission had lower rates of suicidal behavior. Other suicide prevention measures—training staff, frequent monitoring, and written suicide prevention plans—were not associated with suicidal behavior rates.⁵ However, as with rates of injury, suicidal behavior rates increased as turnover rates of supervision staff increased.

Certain housing arrangements were associated with suicidal behavior. Increased incidence of this problem was associated with placement of juveniles in single rooms or in short-term isolation of 1 to 24 hours. Yet facilities frequently failed to address housing arrangements in suicide prevention plans. The current findings confirm the importance of not placing suicidal juveniles in rooms by themselves.

Health Screenings and Appraisals

Health screenings and appraisals frequently were not completed in a timely manner. More than 90 percent of confined juveniles received health screenings, but only 43 percent were screened within an hour of admission in conformance with national standards. Ninety-five percent received health appraisals, but only 80 percent were appraised within a week of admission.

Staff members who were not trained by medical personnel provided health screening for one-third of the juveniles in detention centers. Because the purpose of health screening is to identify injuries or conditions requiring immediate medical care, using untrained or inadequately trained staff is cause for concern.

Procedural Versus Performance Standards

Most national standards on conditions of confinement focus on developing written policies and procedures or attaining specific staff ratios rather than on defining outcomes that facilities should achieve. Performance-based standards are difficult to formulate because they require agreement on the outcomes that should be achieved.

This study found that procedural standards often have no discernible effect on conditions within facilities. Investigators concluded that standard-setting organizations such as the American Correctional Association and the National Commission on Correctional Health Care should revise their standards to incorporate goals that facilities can strive to attain and against which their performance can be measured.

Notes

1. The requirements for national standards were developed by five organizations, including the American Bar Association/Institute for Judicial Administration, the American Correctional Association, the National Advisory Commission on Juvenile Justice and Delinquency Prevention, the Juvenile Justice Task Force of the National Advisory Commission on Criminal Justice Standards and Goals, and the National Commission on Correctional Health Care.

2. As an example, security had three assessment criteria: (1) whether the facility had three or more facilitywide counts per day, (2) whether the facility used a risk-based classification system to make housing assignments, and (3) whether the facility had at least one supervision staff member for every 10.67 juveniles.

3. Injury rates were based on those that occurred for any reason in the 30 days prior to the mail survey. Investigators did not distinguish between those caused by accidents, sports, application of restraints, or assault (juvenile-on-juvenile, juvenile-on-staff, or staff-on-juvenile).

4. Facility administrators frequently expressed the view that escapes and walkaways could be substantially reduced only by adopting high security practices and equipment that would radically alter the facility's purpose from treatment to control.

5. It is possible that training, monitoring, and prevention planning prevent many suicidal behavior incidents from becoming a completed suicide. However, investigators found too few completed suicides to test these relationships for statistical significance.

Supplemental Reading

American Correctional Association. *Research Findings and Recommendations: Conditions of Confinement Standards Revision*. Laurel, Maryland: American Correctional Association, 1988. This book analyzes the influence of physical standards established by the American Correctional Association on juvenile and adult facilities.

American Correctional Association. *Standards for Small Juvenile Detention Facilities*. Laurel, Maryland: American Correctional Association, 1991. This book details standards developed by the American Correctional Association for juvenile detention centers with less than 20 beds.

National Coalition of State Juvenile Justice Advisory Groups. *Promises To Keep*. Washington, D.C.: National Coalition of State Juvenile Justice Advisory Groups (now the Coalition for Juvenile Justice), 1989. The fifth report to the President, Congress, and the Administrator of the Office of Juvenile Justice and Delinquency Prevention summarizes the discussion of conditions of confinement that took place at the coalition's 1989 conference.

Parent, D. *Conditions of Confinement*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1993. This OJJDP study compares the conditions of confinement for juvenile offenders with national standards and recommends policy improvements.

Rauch, W.H., J.D. Henderson, et al. *Guidelines for the Development of a Security Program*. Washington, D.C.: National Institute of Corrections, 1987. This manual provides guidelines for the operation of secure juvenile and adult facilities.

On the Front Lines: Interview With Judge David B. Mitchell

Juvenile Justice: You have become increasingly recognized as a leading juvenile court judge and as a leader in the area of juvenile justice. Why do you consider this important, and could a nonjudge do the same?

Judge Mitchell: It's important and traditional for the juvenile judiciary to take a leadership responsibility locally and, in some instances, nationally because we're the ones who see the situation in its most difficult form. In other words, the judge is always there and sees what's occurring in the community.

The judge, in most instances, is in the best position to address the needs of the families that come before the court. The judge, in many instances, is in the best position to speak to the issues because he or she is not seeking voter approval for the court's policies. The judge can go before the public and the policymakers and advocate from a position of respect and responsibility for the needs of the system as opposed to setting forth political solutions.

Juvenile Justice: It sounds like a tall order for a juvenile court judge.

Judge Mitchell: True. When you sit in the civil or criminal court, your impact is upon the litigants. That's important; however, you have no real opportunity to effect the changes needed within the

community. You may help streamline the system so that the cases move more smoothly. You may even be able to address some aspects of the problems of the community as they relate to the courts. When you sit in the juvenile court, however, you have the opportunity to speak to the broader social problems of your community, to really participate in making things better overall as opposed to what happens in this one case.

Juvenile Justice: What are the requisites for being a judge?

Judge Mitchell: Maryland has one of the unique statutes on that. It says as a general principle that no person may sit in a juvenile court unless they want to do so. Secondly, the person must have some training, experience, or interest in the field. Finally, the person requires the approval of the chief judge of the State.

Juvenile Justice: There are so many functions in the juvenile court for which the judge is responsible. Many courts delegate some of this work to referees and others. Do you? And is it a good thing?

Judge Mitchell: Unfortunately, we do. Baltimore city historically has been a master-dominated court. We have masters, who in other communities are called referees and in others commissioners. These are nonjudicial authorities. They are competent experts in what they do,

Judge David B. Mitchell is associate judge of the Baltimore (Maryland) City Circuit Court and has long been active in juvenile and family law. The interview was conducted for Juvenile Justice by Irving Slott, former director of OJJDP's Information Dissemination Unit.

but they do not carry the imprimatur and authority of a judge. The decision to operate the court this way is fiscally driven. As such, we have become a court that has only one judge and eight juvenile masters. There's no way for one judge to hear all those cases.

I believe cases should be heard by persons who have the final authority to make decisions, rather than have the judge act as a rubber stamp to what has happened. When it comes to the ultimate decision of what's going to happen to that child, to that family, or to the community, judges should make those decisions just as they decide whether you're going to be evicted from your home, whether you have to pay a parking ticket, or whether you are going to be separated from your family and incarcerated for the offense you have been found guilty of committing. Children and family issues are no less significant, and should be accorded the same level of responsibility.

Juvenile Justice: Let's turn to the subject of waiver, which has received quite a bit of interest lately. When should a juvenile case be waived to the criminal court? How and by whose authority?

Judge Mitchell: Only the judge should make the decision on when a case should be waived out of the juvenile system. Although some jurisdictions allow that decision to be made by the prosecutor, in most jurisdictions it is a judicial determination, and that is the way it should be. The judge is impartial. The prosecutor, no matter how competent, is a partisan in the process and subject to political and community pressures.

We use waiver too much! I'm using waiver broadly to encompass not just the judicial decision on a charge where the juvenile court has the original jurisdiction but to include cases where by statute the juvenile court no longer has original

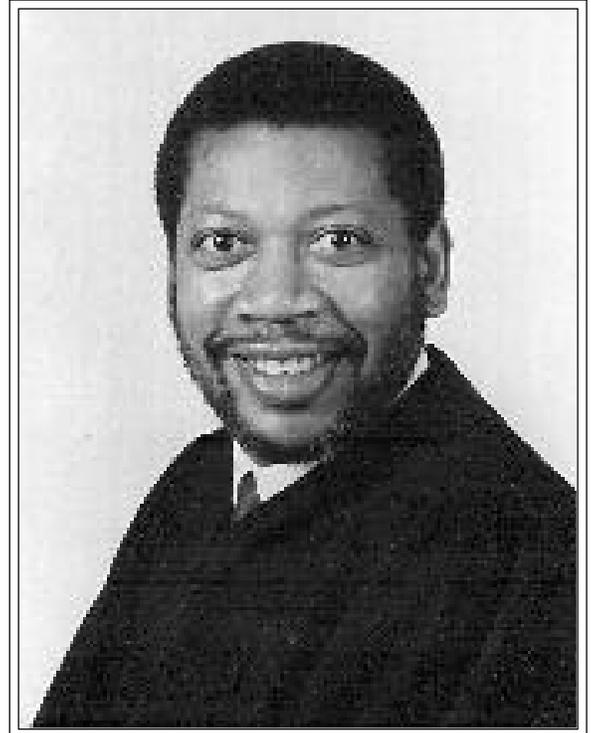
jurisdiction. For example, in Maryland, if a child is 16 years of age or older and is charged with a handgun offense, the juvenile court doesn't have jurisdiction in that case. It is lodged in the criminal system originally, and the juvenile court can only gain that case if a transfer or waiver occurs from the criminal system to the juvenile system.

We use waiver too much. We have not consistently addressed the needs of the juvenile system, so we blame the kids when they commit offenses that anger us. We send them to the adult system. Because of the intensity of crime in the urban setting, you find waiver being sought in a lot of cases.

Juvenile Justice: The other way juveniles who commit offenses don't go to court is through diversion. How should diversion be effected?

Judge Mitchell: Diversion is a viable tool for the juvenile justice system. Given the appropriate resources, a diversion program keeps the kid from having to come into the court system as a charged child. I don't believe it should be run by the police, and I don't think they do either. It should be run by an executive agency that will take a number of factors into consideration before a diversion decision is made.

Even after a decision has been made to charge the child, a diversion program



Judge David B. Mitchell

should be available through the courts. You need the opportunity to get the attention of the family by bringing them to court and then to be able to divert the youth.

Juvenile Justice: I understand that some problems have occurred where a social work agency responsible for troubled kids does not want offenders around nonoffending youth.

Many of these youthful offenders are only offenders because that's what we call them when we interact with them.

Judge Mitchell: That is a problem, but I harken back to something one of my colleagues said some years ago. Many of these youthful offenders are only offenders because that's what we call them at the moment we interact with them.

Juvenile Justice: We caught them.

Judge Mitchell: Yes, we caught them or someone complained about them. It goes in almost a circle. If your son takes your car, is that misbehavior on his part, or do you decide to call the authorities and make it a delinquency offense? We're not talking about the hardcore situation such as when a child seriously assaults someone. We're talking about petty thefts and acting-out behavior. I agree with you about mixing the populations, but when we examine who these kids are, they're the same kids.

Juvenile Justice: They're troubled kids.

Judge Mitchell: Yeah, they're troubled kids, and troubled kids have the same needs.

Juvenile Justice: The juvenile court originally was entrusted with determining treatment, to rehabilitate and set juveniles on the path of becoming good

members of society, but since then proceedings have become more litigious to insure constitutional rights. Has this helped the juvenile? What's it done to the court?

Judge Mitchell: I think the fact we are a constitutional court is very good. I have not the slightest quarrel with that. Bear in mind, I'm from a generation that has known no difference. I started practicing law in 1970 when *Gault* had already changed the courts. I don't have a problem with lawyers in the court, but I confess to some concern about the kinds of messages kids are getting. I recall as a practicing lawyer representing a kid and being torn with a conflict whether to perform my "legal obligation" to my client and ignore what the consequences might be for this kid, or to do what I think is best for this child.

Sometimes the adversarial system is in conflict with what is in the best interest of the child. The perfect example of that is the case of two young ladies, 10 or 11, very tender years, that I had as respondents before me about 4 years ago. They were very innocent children. Their mother was a day care provider. These young ladies had been fondling the kids who were coming to their mother for care. It was more out of curiosity than anything malicious or criminal.

The authorities discovered it, and the kids were brought before the court. They had a lawyer; the lawyer couldn't explain anything to these little girls. The State would have had difficulty prosecuting these little girls, yet these little girls needed to understand what was happening. The lawyer said to me, "Judge, I don't know what to do. If I play my role as lawyer for these children, they won't get the help they need, unless I can persuade the family to get it on a private basis."

There are critics who say that the court is not constitutional enough, that we do not uniformly provide protection for children's rights. I know that in Maryland and particularly in Baltimore city, every child that comes before the court has an attorney. Every child! In most instances when parents are brought before the court for purposes of abuse, neglect, or dependency issues, they are provided counsel. At least for the adjudication and disposition stages of the case.

Juvenile Justice: Then would you have three attorneys?

Judge Mitchell: Oh yes, three, sometimes four. Mom and Pop might be in conflict, so we'll have a representative for each one of them. We may have intervenors from the grandparents or other relatives, or even interested parties who have representative counsel. We may have six or seven lawyers here for one family.

I don't know if I would go so far as other jurisdictions and have jury trials for these kids. I think that's going too far. I have a concern about legalistic messages being sent to kids. Kids receive messages and filter them differently than adults. I'm concerned that they'll get the impression that they can hire somebody and beat the case.

Juvenile Justice: This has been a problem for prosecutors. Dedicated prosecutors have told me that they feel a responsibility for the juvenile as well as for society. It annoys them when they come against a defense attorney who really doesn't know how to handle such a case.

Judge Mitchell: It should be a specialized bar. The family will go out and hire the same lawyer that they would have hired if a 25-year-old person were charged with a crime. The needs of the person charged are completely different. Prosecutors who

spend time in the juvenile court understand the differences and it frustrates them. It frustrates the court as well. We work very hard to educate the bar on the differences.

Juvenile Justice: But is there a specialized juvenile defense bar?

Judge Mitchell: If there is, it's the public defender's office. The public defender represents 80 percent, maybe 90 percent, of the kids who come before our court in delinquency matters. A specialized bar also exists for my court in dependency cases. They receive training, and they have a great deal of experience in the field. They become acquainted with what exists programmatically. They do not relinquish the rights of their clients, but they are strong advocates for the community.

Juvenile Justice: Let's turn our attention to the public. Citizens are concerned about juvenile involvement in violence, shootings, drugs, gangs. Are these your priorities?

Judge Mitchell: If you're sitting in a criminal court, violence and drugs are your priorities. If you're sitting in the juvenile court, it's the same thing. Kids are gross mirrors of the general society. They are exaggerations of what occurs generally in society.

The family will go out and hire the same lawyer as if a 25-year-old were charged. The needs are completely different.

Drugs and violence have been predominant in the criminal justice system for a couple of decades. When kids start doing the same thing, we blame them. We attack the kids as if they invented vio-

lence. There is no poppy field in Baltimore city. There is no gun factory in Baltimore city. They import drugs from other communities, but they don't bring them across the United States border.

If putting people in penitentiaries for decades was effective, we wouldn't have gotten to this stage.

The political process seizes upon these horrible figures and statistics. They blame the inability of the juvenile system to control the situation. Therefore you constantly have calls for reform of the juvenile system, that you're not tough enough.

Juvenile Justice: Whatever toughness means.

Judge Mitchell: Whatever toughness means. If you get tough with them, you're going to get results. Fallacious. Whatever toughness means, it's still fallacious.

Juvenile Justice: And yet the data show that violence has increased among juveniles, even among younger kids. This is disturbing.

Judge Mitchell: Yes. It has spread down to the subteen group, the adolescents. Sexual offenses against children by children has now spread in alarming rates to very young children. In Baltimore about 60 percent of the kids in the city, particularly the African-American kids, have witnessed a violent event. I'm not talking about Mom and Pop fighting or brothers and sisters fighting. I'm talking about a homicide or shooting. A huge number of people in the community know someone who has been killed or have had a member of their family who has been killed. It has an impact on ev-

erybody, particularly in the African-American community.

Juvenile Justice: It becomes part of normality.

Judge Mitchell: Yes, it does. Saturday I attended a funeral in Washington, D.C. The deceased was the son of a woman who was a high-school classmate of my wife. Her son was on his first date in Georgetown, the first time out with his mother's car. Someone apparently jumped out of the bushes and put a bullet in this boy's head.

It affects every one of us. I've been to a number of funerals. I have kids who have been in this court who have ended up in a violent way. It tears at the fabric of our society. I don't know what we can do about violence. I do know what does not work—incarceration. If putting people in penitentiaries for decades was effective, we wouldn't have gotten to this stage.

Juvenile Justice: That is challenged by the rare kid who simply shoots somebody without any feeling. He has never bonded.

Judge Mitchell: What imprisonment accomplishes, at the juvenile or adult level, is removal of that person from society. It provides protection for potential victims for a period of time. Unfortunately, it is not a deterrent. The other day, I sat with three drug dealers. We candidly discussed their behavior in a community forum. They understand the criminal justice system. They understand the law. They understand the possibilities not just of being caught and going to prison, but of dying. And they don't care. They are not stopping.

Juvenile Justice: Tomorrow isn't important. Next year isn't important.

Judge Mitchell: Immediate self-gratification drives them. The fact that little kids and mothers are being injured, killed in

random shootings, innocent victims of turf wars, they rationalize by saying, "Well, mothers know it's dangerous out there; they shouldn't send their babies outside."

Incarcerating these individuals is not the answer alone. The process must go back further, to fundamental values that must be provided in the home. One of the drug dealers said, "I teach my children values, but I don't have any values of my own."

It must go to the educational, housing, and social opportunities we provide within that compact community that is sometimes called the inner city, sometimes called the ghetto. It is a concentration of a permanent underclass of poverty that can see the other side through the glass but doesn't know how to get there. Until we solve that problem we're going to have this one.

Juvenile Justice: You touched on the problem of juvenile sex offense before. Is that a serious problem?

Judge Mitchell: Yes. I have seen the incidents of criminal sexual behavior by kids against kids increasing at an alarming rate.

Juvenile Justice: OJJDP has just initiated a study to determine, not only how serious a problem it is, but to distinguish the types of offenses and offenders. When our fiscal year 1992 plan was issued, we received more comments on that, all positive, than on the entire rest of the plan.

Judge Mitchell: You touched a nerve I'm not sure you realized that you were about to touch. More and more, younger and younger sexual offenders are coming into the courts. They are pushing the envelope of the psychiatric community which had determined that you cannot classify a person as a pedophile below a certain age.

Juvenile Justice: Status offenses are often the first sign of antisocial behavior. Are they serious problems for the court?

Judge Mitchell: The reformist community quite accurately indicates the court has done a good job of botching this one. We've tried to use contempt authority. We've incarcerated kids. But the problem still exists. Kids do self-destructive things. They are not being brought to the attention of the courts. The reformist community has done an excellent job of convincing everyone that this is just adolescent aberrational behavior that kids will grow out of and become beautiful citizens. But every delinquent who comes before the court and is adjudicated delinquent was a status offender at some point early in his or her life.

Of course, not every status offender will become a delinquent or criminal. However, if you don't address these problems early, you're going to have to address more difficult problems later. In the same way, almost every person that comes before the juvenile and criminal systems has dropped out of school or failed to attend school. As long as you don't attack the attendance problem, you're going to cultivate a class of criminals, a class of individuals who eventually will violate the criminal justice system's laws.

As long as you don't address the school attendance problem, you're going to cultivate a class of criminals.

In most urban communities you are doing well if 50 percent of the kids who enter the ninth grade graduate. Now that's a status offense, truancy. The kids get the message real early on that no one is going to do anything about it.

Juvenile Justice: Early on could be the first grade.

Judge Mitchell: Yes, that's why in Baltimore we are starting a school attendance project in the elementary schools. We're going to bring parents whose kids aren't going to school into the courthouse. We're going to start enforcing compulsory school attendance laws.

Juvenile Justice: OJJDP has undertaken a major research project, a longitudinal cohort study of 4,000 kids. We find that kids who are dropping out later probably dropped out in the very early grades.

Judge Mitchell: When we have fiscal problems in urban communities, one of the first areas to cut in education is attendance monitors. Special education is one of the next areas. Many of the truancy cases are not brought to us until the kid has missed 120 days. That's too late. Thirty percent of the elementary pupils in Baltimore are chronic truants who miss at least 30 days, 6 weeks, from school each year.

Juvenile Justice: We talk about status offenses as a legal term. Status offenders, though, are all kinds of kids. The kid that runs home and hides under the bed is different from the one that runs away from home.

Judge Mitchell: One of the problems that the court has now is that the system does not have legal authority over those kids. It is very frustrating for judges to get calls from a family saying my child is doing this or that and we need services. What do I do? If I call the agency, they will say, "Wait till the child commits a crime." It's very frustrating.

Juvenile Justice: How difficult is it to involve the parents?

Judge Mitchell: The child does not exist in a vacuum. The problems of the child are not just the child's. The child's acting out often is nothing more than a re-

sponse to stimuli from the family. We are very active in that area, but we're not always successful, and that's not an indictment of the juvenile system, it's an indictment of what is happening in our society. We have to involve the family.

Juvenile Justice: How do you involve the family when there is a limit to what government can do in intruding into a family? There ought to be some humility there. How do you say, "You can do better. Your children's future depends on you"?

Judge Mitchell: We've been somewhat coercive, in that we do a lot of lobbying and persuasion in trying to establish a base level of responsibility and authority in the family. We talk with the kids in court to make sure they understand their mother's rules aren't any different than anyone else's. In some instances we have to kind of bludgeon parents to get them motivated.

Juvenile Justice: It's almost a cliché that the status of professional juvenile justice work is low. Is this true? How can it be overcome?

Judge Mitchell: That's a very difficult question. I firmly believe that the job never gives you dignity. You give it whatever dignity or lack thereof it has.

That photograph on the wall is of the seven judges that ran for election as a team in 1986. We went around Baltimore visiting community associations. I was introduced as a juvenile court judge. They didn't ask the criminal court judges about crime. They didn't ask about civil issues or issues of rent or housing. They wanted to talk to that juvenile court judge. The community has a great deal of respect for that position.

Juvenile Justice: Well, is it the law fraternity that doesn't respect juvenile work?

Judge Mitchell: Absolutely. The law fraternity looks upon this as less than significant. You must be less talented, because if you were more talented as a judge or professional lawyer, you'd be dealing with the million-dollar cases.

Several years ago, I substituted for an administrative judge. A major civil case with quite complicated issues came up, an injunction of a restaurant. The lawyers met with me at the end of my juvenile docket, and we discussed the problem and resolved the case. Later, one of the lawyers, in a backhanded compliment, said, "Judge, I didn't think it was possible to resolve this case, because you're sitting in juvenile."

It's the legal fraternity that has given juvenile law a low regard. It's not the social work community. This is their life. It's not the juvenile professionals or the case workers. It's their life. The legal community has made it less than significant.

You're not talking about giving someone a death sentence. You're not talking about giving someone 50 years! You're not talking about that medical malpractice case or bank dissolution. You're talking about kids. It's the same in family law. Divorces, marriage dissolutions, custody issues are given less respect in the legal community and other areas.

Juvenile Justice: How do you change that?

Judge Mitchell: You have to work with the leadership of the bar and the individual members. You have to go to the law schools. We're trying to build the responsibility of law students in this process through clinical education programs. I work with my colleagues on the bench to accept rotation to the juvenile court not as purgatory but as a challenge.

Juvenile law is a specialized area that many people don't know anything about.

What they do not know, they do not understand, and what they do not understand, they do not respect. A judge who had just completed his term in the juvenile court wrote me to say that it had been the most exciting and challenging responsibility in his legal career. "I want to return, I want to stay involved," he advised me.

Juvenile Justice: My last question is: Would you predict the future? We've discussed many different problems affecting juvenile justice. Will things get better?

Judge Mitchell: One of the greatest challenges facing juvenile justice is to provide consistent services both before cases get to the court and afterwards. It is of no value for the court to work miracles in rehabilitation if there are no opportunities for the child in the community and if the child is simply going to return to the squalor from which he or she came.

For one of the first times in our Nation's history, we have a permanent underclass of poor black, white, and Hispanic kids. These kids see no opportunities. They reside in intense, comprehensive poverty. They are served by inadequate housing. They are provided with educational systems that do not function. Until we deal

I work with my colleagues on the bench to accept rotation to the juvenile court not as purgatory but as a challenge.

with the environment in which they live, whatever we do in the courts is irrelevant.

Meanwhile, fiscal constraints, if left to continue, will decimate our efforts to reform the juvenile justice system. Services will be concentrated in institutions and few resources will remain in the commu-

nity. All the studies show that institutions don't work. Most juvenile institutions are simply little prisons, networking places where inmates make contacts for future criminal activities.

Most juvenile institutions are simply little prisons where inmates make contacts for future criminal activities.

Innovation in community services and treatment is no longer being fostered. In fact, it's being suppressed. No one wants to pay for it. These are some of the biggest challenges facing the justice system. People expect the criminal justice system to be the savior of the community. We are not. We do not have a policy to deal with drugs. Unless a solution is found to the crisis of alcohol, drug, and substance abuse, we're going to continue to have problems.

A higher rate of kids in rural environments use cigarettes, smokeless tobacco, beer, wine, and liquor and binge drinking than kids in urban environments. Unless we recognize that substance abuse affects all of America, not just our cities, and start attacking the broad scope of the problem, the juvenile court, the criminal court, and all the courts will be irrelevant. All we shall be is conductors on the railroad to prison.

Juvenile Justice: Are there any signs of improvement?

Judge Mitchell: Not on the front end. The political community is dealing with this rhetorically. They're wringing their hands and they're pointing fingers. On the back end, there's no investment in the future. We are investing in buildings. We're building prisons, and they will not solve the problem. More and more, bigger and bigger.

Juvenile Justice: Judge Mitchell, I thank you very much.

Judge Mitchell: I thank you.

Parentally Abducted Children: Roadblocks to Recovery and Reunion

By Linda K. Girdner, Ph.D

“Is my child custody decree worth the paper it is written on?” Faced with the reality that a spouse or former spouse has taken the children and fled, distraught parents may ask this question and others: “Who will help me find my children?” “When will I see them again?” “How can my custody decree be enforced?”

According to the National Incidence Studies on Missing, Abducted, Runaway, and Thrownaway Children, an estimated 163,200 children abducted by parents or other family members in 1988 were taken across State lines, concealed from or prevented from having contact with the custodial parent, or taken with the intention of being kept indefinitely or changing their custody.¹

What are the obstacles to locating, recovering, and returning parentally abducted children? A recent study sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and conducted by the American Bar Association (ABA) indicates that laws enacted to prevent parental abductions and facilitate the recovery and return of abducted children are not working properly.² This article describes these laws, identifies obstacles limiting their utility, and recommends corrective action to enhance their effectiveness.

ABA Study

In 1988 Congress directed OJJDP to conduct a study to identify legal, policy, procedural, and practical obstacles to the location, recovery, and return of parentally abducted children and to recommend ways to overcome or reduce them.³ The subsequent 2-year research project by the ABA Center on Children and the Law addressed legal and social science aspects of the problem.

The Center conducted comprehensive legal research on Federal and State statutes, court rules, and case law pertaining to parental abduction and custody determination, modification, and enforcement. Attorneys, judges, and State missing children clearinghouse personnel were surveyed to review their experiences in custody enforcement and family abduction. Special legal consultants developed papers on the role of law enforcement personnel and prosecutors in civil

Linda K. Girdner, Ph.D., of the American Bar Association's Center on Children and the Law serves as a consultant to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). She directed OJJDP's research project Obstacles to the Recovery and Return of Parentally Abducted Children. Dr. Girdner continues her work on behalf of parentally abducted children and their families as director of OJJDP's project Identifying Risk Factors for Parental Abduction.

enforcement of child custody orders, issues arising in criminal appellate decisions, and procedural changes to expedite custody enforcement.

The Center for the Study of Trauma at the University of California, San Francisco, surveyed a sample of family abduction cases drawn from the files of the National Center for Missing and Exploited Children (NCMEC) and examined child recovery experiences in three communities.

Responses to Parental Abductions

Attempts have been made to address the problem of parental abductions through the civil legal and criminal justice systems. In addition, Federal and State information clearinghouses have been established to help parents locate missing children.

Civil Legal

The civil legal response to the problem of parental abduction was designed to prevent child custody proceedings from going forward simultaneously in more than one State and conflicting custody orders from being issued in more than one jurisdiction. Federal and State laws were enacted to prevent forum shopping by parents seeking more favorable custody determinations and to require every State to honor and enforce child custody orders properly issued by the court of another State.

Three key laws were enacted to address interstate and international parental child abductions: the Uniform Child Custody Jurisdiction Act (UCCJA), the Parental Kidnaping Prevention Act (PKPA), and the Hague Convention on the Civil Aspects of International Child Abduction.

Uniform Child Custody Jurisdiction Act. During the period from 1969 to 1983, the UCCJA was enacted in some form in all States, the District of Columbia, and the Virgin Islands. The UCCJA is primarily a jurisdictional statute that addresses when a court has subject matter jurisdiction in a custody case, whether a court should exercise jurisdiction, and whether a court must enforce the decree of another State or whether it can modify such a decree. The UCCJA sets out four bases of subject jurisdiction and includes provisions to prevent simultaneous proceedings.

Parental Kidnaping Prevention Act. Enacted in 1980, PKPA is a Federal law that gives priority to the home State for subject matter jurisdiction.⁴ Under PKPA, courts are required to enforce and may not modify custody orders of sister States that have exercised jurisdiction in a manner consistent with the Act.

PKPA specifies that the Federal Bureau of Investigation (FBI) can investigate interstate and international parental abduction cases in which a warrant for unlawful flight to avoid prosecution has been issued. PKPA also allows authorized persons to access the Federal Parent Locator Service.

Hague Convention on the Civil Aspects of International Child Abduction. Signed by the U.S. Government in 1980 and ratified in 1988, the Hague Convention on the Civil Aspects of International Child Abduction is an international treaty that addresses the problem of international parental abduction. Procedures for implementing the Hague Convention in the United States are set forth in the International Child Abduction Remedies Act.⁵

The Hague Convention provides for the prompt return of wrongfully removed or retained children to their country of

“habitual residence.” The treaty governs cases involving countries that have become parties to it.⁶

Criminal Justice System

Federal laws mandate that law enforcement agencies report missing children, including parentally abducted children. State laws and procedures relating to missing children and parental kidnaping vary widely.

Missing Children Act of 1982. To promote the involvement of law enforcement in the location of missing children, Congress passed the Missing Children Act of 1982.⁷ Public Law 97–292 requires the FBI to enter missing children into the National Crime Information Center (NCIC), a computer data base that enables law enforcement agencies across the country to access information about a missing person or fugitive. Under the Act, local law enforcement agencies may enter a missing child into NCIC, depending on State laws, but the FBI must do so if it is not done at the local level.

National Child Search Assistance Act of 1990. Prior to 1990, many State statutes and local law enforcement procedures required a waiting period before a child could be declared “missing” and an investigation begun. Such delays impeded the recovery of children. Congress passed the National Child Search Assistance Act of 1990 to address this problem.⁸ Public Law 101–647 prohibits law enforcement agencies from requiring waiting periods and mandates that missing children be entered immediately into NCIC. The law further stipulates that NCIC entries be made available to State missing children clearinghouses.

State Criminal Laws. All States have criminal parental kidnaping statutes, commonly called criminal custodial in-

terference laws. However, State laws vary as to whether parental kidnaping is a felony or a misdemeanor. In many States, parental abduction becomes a felony only after the child is transported across State lines. The criminal liability of unwed, joint, and sole custodial parents who abduct their children and prevent the other parent from having any access also varies. In some States, parental abduction prior to a custody order may not constitute a criminal violation.

Clearinghouses

Federal and State clearinghouses serve a wide audience, including parents and families, law enforcement personnel, social service professionals, and interested citizens. Clearinghouses provide resources, technical training, and general information on the issues related to missing children. Most help locate missing children by distributing photographs and descriptions. This section describes some of the services a clearinghouse can provide.

Abduction in Historical Perspective

Abduction of children probably has been part of family life since the beginning of history. Among the first child abductions to enter European awareness were the biblical story of King Solomon deciding custody of a child that one mother had taken from another and various tales of classical mythology. . . . Since early times children have been

both economic commodities and emotionally laden targets for revenge by abductors. . . . Recall the story retold by Shakespeare of the two little princes snatched from their mother and imprisoned in the Tower of London by their uncle because their claim to the English throne thwarted his own ambitions.

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National Center for Missing and Exploited Children. Title IV of the Juvenile Justice and Delinquency Prevention Act of 1974 provided funds for the National Center for Missing and Exploited Children, a private nonprofit organization, to serve as a national clearinghouse and resource center.⁹ NCMEC provides technical assistance in parental abduction and other missing children cases, maintains a toll-free hotline, and provides legal consultation with civil attorneys and prosecutors in abduction cases.

State Missing Children Clearinghouses. Forty-two States and the District of Columbia have State missing children clearinghouses. Most were established by statute and are housed within the State criminal justice agency. Clearinghouses vary in the functions mandated and resources available to them. Customarily their functions include public education and information; communication and coordination with parents, attorneys, law enforcement personnel, and government agencies; and assistance in the location and recovery of parentally abducted children. Many State clearinghouses serve as the contact in international abduction

cases within the purview of the Hague Convention.

Juvenile Justice Clearinghouse. OJJDP created the Juvenile Justice Clearinghouse (JJC) in 1979 to serve as a national resource for information on juvenile crime and missing children issues. JJC maintains an extensive collection of literature on parental abductions and other topics related to missing children. JJC distributes OJJDP publications featuring up-to-date statistical materials, research findings, program descriptions, and evaluations. In addition, JJC provides referrals to other information sources in this field. A component of the National Criminal Justice Reference Service, JJC also offers library services, conference support, and access to an electronic bulletin board for news and announcements.

Obstacles to Recovery and Return

Despite Federal and State laws, major obstacles to locating, recovering, and returning parentally abducted children persist. These obstacles fall into three broad categories: unfamiliarity, non-compliance, and inconsistency and ambiguity.

Unfamiliarity. Lawyers, judges, and law enforcement officers exhibit a vast lack of knowledge and experience in the laws concerning parental abduction. In a national survey of judges, 60 percent of the respondents reported that counsel rarely or never raised the Parental Kidnaping Prevention Act in applicable cases.

Noncompliance. Many law enforcement officers, judges, and attorneys fail to comply with applicable laws. One widespread practice among law enforcement officers is to use marital status, type of custody order, and other criteria such as thresh-

Why Do Parents Abduct Their Children?

Of the many roles children play within families, parental abduction highlights the most tragic. In some abductions children are taken because they have become indispensable to a parent's well-being; in others they are removed from danger by parental acts of courage. One

study of 86 parents who were contemplating abducting their children (only a small percentage had serious plans) found that almost half were motivated by the perceived need to protect the child from physical, sexual, and emotional abuse.

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olds prior to entering a child as missing into the National Crime Information Center. As indicated, this practice violates Federal missing children laws.

Inconsistency and Ambiguity. Federal and State laws relating to missing children, parental abduction, and custody enforcement lack uniformity and specificity. Not only do statutes vary from State to State, but court interpretations of Federal and State laws have led to greater ambiguity and confusion. The lack of clarity and specificity regarding law enforcement's role in enforcing child custody orders has led to a growing concern over civil liability suits.

Corrective Action

Congress, State legislatures, and professional associations representing judges, lawyers, prosecutors, and law enforcement officers must act to improve our effectiveness in addressing parental abduction cases. For this to take place, the public needs to be better informed about the issues involved. Specific recommendations to address particular obstacles to recovery and reunion are summarized below.

Congress

Conflicting Custody Orders. Congress should amend the Parental Kidnaping Prevention Act to include an express Federal cause of action (that is, the right to take a case to Federal court) in cases involving conflicting custody decrees resulting from two or more States exercising child custody jurisdiction.

Lack of Procedures To Determine if Custody Orders or Proceedings Exist. Congress should pass legislation establishing a national computerized child custody registry that would provide

courts ready access to child custody filings and determinations. The custody registry could be combined with a national child support registry.

Ambiguities in the Parental Kidnaping Prevention Act. Congress should amend PKPA to clarify several provisions, including continuing modification jurisdiction, emergency jurisdiction, and the types of cases to which PKPA should apply.

State Legislatures

Lack of Effective Enforcement. States should adopt expedited enforcement procedures that ensure consistent, cost-effective, and timely enforcement of custody orders. These procedures should mandate a role for police officers and prosecutors in the civil enforcement of child custody orders.

Lack of Uniformity and Specificity in State Variations of the Uniform Child Custody Jurisdiction Act. The National Conference of Commissioners on Uniform State Laws should review State enactments of UCCJA and promulgate amendments. State legislatures should amend their UCCJA statutes to achieve greater uniformity and specificity. For example, a provision could be added allowing temporary foster care placement of abducted children, pending return to the lawful custodian.

Lack of Coordination Between Parental Abduction and Family Violence Policies. State legislatures should review laws on parental abduction, spouse abuse, and child abuse to determine how battered spouses and abused children may be further victimized by current laws and procedures in the event of parental abduction. Revisions should conform to the intent of parental abduction laws, protect

victims, and provide due process for all parties.

Need for Additional State Civil Statutes and Rules. State legislatures should pass statutes providing for the flagging of birth and school records of missing children. Then, if a copy of a missing child's record were requested, law enforcement would be notified of the requester's name and address. In addition, State court rules allowing out-of-State attorney appearances should be adopted.

Inadequate Funding for Law Enforcement and State Missing Children Clearinghouses. State legislatures should fund law enforcement agencies and State missing children clearinghouses at levels needed to meet their mandates relating to parentally abducted children. State missing children clearinghouses and police departments should use available Federal assistance.

Liability Risks of Law Enforcement. State legislatures should clearly define the statutory authority under which law enforcement officers enforce custody orders. Procedures for ensuring the validity of the decree should be identified.

Inadequacies in Criminal Statutes. State legislatures should make parental abduction a felony when the child is being concealed, has been taken out of State, or is at risk of harm. These circumstances should apply to any case in which the abduction is in derogation of the custody rights of another parent or family member, whether or not a custody order has been issued.

Law Enforcement Agencies and Prosecutors

Lack of Compliance With Federal Law. Law enforcement officers should be trained to follow the mandates of the

Missing Children Act of 1982 and the National Child Search Assistance Act of 1990 and directed by superiors to follow the procedures of these Acts. Officers should file a missing child report, notify NCIC, and investigate every parental abduction case, regardless of the marital or custodial status of the parents.

Failure To Investigate and Prosecute. Collaborative efforts among professional associations, the American Prosecutors Research Institute, the Missing and Exploited Children Comprehensive Action Program, and NCMEC should promote training and technical assistance in the investigation and prosecution of parental abduction cases.

Attorneys and Judges

Lack of Knowledge of Child Custody and Parental Abduction. Judges and attorneys should be provided continuing education in laws applicable to parental abduction cases. Educational materials should be developed for different practitioners and widely disseminated. Appellate judges should receive continuing education on PKPA and UCCJA. Then, as appellate judges become better informed, lower court judges who want their decisions sustained will ensure that there is no favoritism toward local parties in their courts.

Need for Knowledgeable, Affordable Attorneys. A national referral system for attorneys with experience in parental abduction cases should be maintained. Bar associations should encourage attorneys to take parental abduction cases on a pro bono or sliding scale basis. Legal aid programs should give high priority to parental abduction cases so that more low-income parents can have their children returned. No child should remain missing because a parent is poor.

The Public

Aiding and Abetting Abductors. A media campaign should be undertaken to educate family members and friends about the criminal risks of involving themselves in the abduction or concealment of a child. As appropriate, prosecutors should file criminal charges against accomplices.

Dispelling the Myth That Parental Abduction Is Not Serious. The public, as well as law enforcement personnel, judges, and attorneys, should be informed of research that dispels commonly held myths minimizing the gravity of parental abduction.

Summary

A parent whose child has been abducted by the other parent or another family member often experiences obstacles in having the child located and returned. The parent may find that law enforcement is unwilling to enter parentally abducted children into the FBI's computer data base. The parent may require legal services in separate jurisdictions and may have difficulty finding knowledgeable and affordable attorneys. Parents who are not married or lack custody orders, those with joint custodial or noncustodial status, and those who are economically or otherwise disadvantaged are likely to experience additional difficulties.

Implementation of these recommendations will help return parentally abducted children to their nonabducting parents.

Notes

1. D. Finkelhor, G. Hotaling, and A. Sedlak. *Missing, Abducted, Runaway, and Throwaway Children in America, First Report: Numbers and Characteristics, National Incidence Studies*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1990.

2. Linda K. Girdner and Patricia M. Hoff. *Obstacles to the Recovery and Return of Parentally Abducted Children*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, forthcoming.

3. 42 U.S.C. § 5778.

4. 28 U.S.C. § 1738A.

5. 42 U.S.C. § 11601 et seq.

6. As of April 1992, 24 nations had implemented the Hague Convention.

7. 28 U.S.C. § 534(a).

8. 42 U.S.C. § 5780.

9. 42 U.S.C. § 5778.

Supplemental Reading

Finkelhor, D., G. Hotaling, and A. Sedlak. *Missing, Abducted, Runaway, and Throwaway Children in America, First Report: Numbers and Characteristics, National Incidence Studies*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1990. OJJDP's seminal study provides data on children abducted by family and nonfamily members and on other children in crisis. The study is available from the Juvenile Justice Clearinghouse for \$14.40 per copy (NCJ 123668). An executive summary (NCJ 123667) is available free of charge from the Clearinghouse. (See the OJJDP publications order form on page 31 for ordering information.)

Gill, J.L. *Stolen Children: How and Why Parents Kidnap Their Kids and What To Do About It*. New York: Seaview Books, 1981. The author discusses what victimized parents can do to recover their parentally abducted children and describes the treatment of psychological problems abducted children may incur.

Greif, G.L., and R.L. Hegar. *When Parents Kidnap: The Families Behind the Headlines*. New York: The Free Press, 1993. Please see review on page 28.

Office of Juvenile Justice and Delinquency Prevention. *Parental Kidnapping: How To Prevent an Abduction and What To Do If Your Child Is Abducted*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1985. This 44-page handbook recommends actions parents can take to prevent and deal with parental abductions.

Wauters, S.M., R. Peck, and J. Mindak. *Interference With Custody: Guidelines for Police*. Toms River, New Jersey: Ocean County Prosecutor's Office, 1989. This 45-page handbook describes guidelines followed by police in Ocean County, New Jersey, in handling parental abduction cases.

JJDP Act Reauthorized Through 1996

On November 4, 1992, Public Law 102-586 was enacted, reauthorizing the Juvenile Justice and Delinquency Prevention Act through 1996. The Juvenile Justice and Delinquency Prevention Amendments of 1992 reinforced the basic principles of the Act and broke some new ground. Features of the new law include:

- ◆ Restructuring the membership of the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention to include both Federal agency and practitioner members.
- ◆ Discretionary grant program focus on a variety of areas:
 - Prevention and diversion.
 - Rural delinquency prevention and treatment.

- Hate crime reduction.
- Family involvement in treatment.
- Health, education, and mental health services to juveniles in custody.
- Gender bias and gender-specific services.
- Protection of due process rights and access to counsel.
- Graduated sanctions.
- Juveniles in the criminal justice system.
- ◆ A mandate for States to address minority overrepresentation in the juvenile justice system.

- ◆ A new \$50-million State Challenge Activities grant program designed to address 10 system reform activities.
- ◆ New mentoring and boot camp program authority.
- ◆ Authorization for the President to call and conduct a national White House conference on juvenile justice.
- ◆ A new title authorizing incentive grants for local delinquency prevention programs.

The Missing Children's Program was also reauthorized for an additional 4 years.

Gould-Wysinger Award Winners for 1992

In 1992 the Office of Juvenile Justice (OJJDP) inaugurated a program to recognize exceptional achievements in the advancement of juvenile justice. This mark of distinction was named the Gould-Wysinger Award in honor of James Gould and Deborah Wysinger, two dedicated OJJDP professionals whose deaths in 1992 were a tragic loss to the juvenile justice community.

More than 50 nominees were recommended by their colleagues across America. The caliber of the candidates was outstanding, and OJJDP is proud to congratulate the 1992 Gould-Wysinger winners:

- | | |
|---|--|
| Bethesda Day Treatment Program
(West Milton, Pennsylvania) | Developing Alabama Youth
(Alabaster, Alabama) |
| Cambodian Family Youth Program
(Santa Ana, California) | Family Ties
(New York, New York) |
| Community Intensive Supervision Program
(Pittsburgh, Pennsylvania) | Gang, Drug, and Drop-Out Intervention Program
(Dallas, Texas) |
| Community Intensive Treatment for Youth
(Birmingham, Alabama) | George Junior Republic Family Therapy Unit
(Grove City, Pennsylvania) |
| The Cornerstone Project
(Little Rock, Arkansas) | Holistic Environmental Life-Skills Project
(Marshall, Michigan) |
| Court-Appointed Special Advocates
(Baltimore, Maryland) | |

(continued on page 26)

JUSTICE MATTERS

In Memoriam

Deborah Ann Wysinger

Deborah Ann Wysinger, 41, died on August 13, 1992. She is survived by her 11-year-old daughter, Ashleigh Rae Wysinger-Lester; her sisters, Earlean Mayo, Brenda Payne, Shyrell Reed, and Linda Wysinger of Chicago, and Nettie Barnett of Flint, Michigan; and her brothers, Larry, Bernard, and Breard Wysinger of Chicago. Countless friends were touched by her life, including colleagues at OJJDP, where she served with distinction for 15 years.

Deborah received a master of arts degree in criminal justice from Governors State University in Park Forest, Illinois, and began her career as a social services worker at the Circuit Court of Cook County's Juvenile Division.

Deborah's accomplishments at OJJDP are too numerous to mention. As program manager and State representa-

tive, she received many achievement awards for her outstanding leadership in working to fulfill the congressional mandate to reduce the disproportionate incarceration of minority youth and to improve the juvenile justice system on Indian reservations.

Deborah's professional life was marked by her commitment to the principles of social justice, constructive social change, and helping people achieve their maximum potential. During her tenure as program manager for the Federal Women's Program, Deborah was honored for spearheading many successful initiatives. She also played a leadership role in the National Association of Blacks in Criminal Justice.

An active and faithful member of Ebenezer A.M.E. Church, Deborah will



be remembered for her charm, friendliness, integrity, thoughtfulness, grace, and good humor in the face of joy and disappointment. She gave strength, courage, and love to her family; loyalty, comfort, and compassion to her friends; and above all, enduring love, commitment, friendship, respect, and direction to her daughter Ashleigh.

James E. Gould

James E. Gould, 54, a member of OJJDP for nearly 15 years, died on May 7, 1992. In addition to his son, James E. Gould, Jr., of Falls Church, Virginia; his daughters, Kathleen Ann Stump of Kansas City, Missouri, and Janette Marie Gould of Arlington Heights, Illinois; and his sister, Catherine Keith of Petaluma, California, Jim leaves many friends in the juvenile justice system.

Jim began his career with the Wyandotte County Juvenile Court in Kansas, becoming superintendent of the Juvenile Detention Center and director of Court Services. He joined the U.S. Department of Justice through the Law Enforcement Assistance Administra-

tion in 1975. In October 1977 he began working at the Office of Juvenile Justice and Delinquency Prevention, where he served as chief of the Technical Assistance Branch and assistant director of the Technical Assistance and Training Division.

A natural leader and an expert on a variety of challenges confronting the juvenile justice system, Jim devoted his greatest energy and creative talents to juvenile correction and detention issues.

An avid reader and golfer, and an aficionado of John Wayne films and *New York Times* crossword puzzles, Jim will



be remembered for his competence, his laid-back style, his concern for troubled children, and his friendship with all those around him.

A Special Occasion

On September 23, 1992, the Ft. McNair's Officers' Club played host to a special occasion for a special man. The occasion was the retirement party for a 25-year veteran of our criminal justice system. The man is Irving Slott.

Irv joined the Department of Justice (DOJ) in 1969, after a successful ca-

reer in the private sector. Beginning his distinguished DOJ career with the Law Enforcement Assistance Administration (LEAA), he served as deputy director of LEAA's research arm, the National Institute of Law Enforcement and Criminal Justice, today's National Institute of Justice. Subsequently, Irv became

the director of Program Development and Evaluation for LEAA. In between, he served as technical advisor and assistant to the Deputy Attorney General.

If you are getting the impression that Irv is a man of many talents, you are on the right track. Let's just say that if he played professional baseball, he'd be a utility man.

Fortunately, for the youth of America, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), which Irv joined in 1982, managed to make use of his diverse skills in a number of critical posts, including the directorships of the Training and Technical Assistance, State Relations and Assistance, and Research and Program Development divisions, and of the Information and Dissemination Unit. Indeed, to return to our baseball analogy, Irv's record of most OJJDP divisions headed in a single career is sure to stay on the record books for a long time.

Most importantly, the contributions Irv has made to the betterment of juvenile justice—not only personally, but through the juvenile justice professionals whose skills he has sharpened and whose dedication he has reinforced—will pay rich dividends *ad multos annos*. Which is exactly what Irv's many friends at OJJDP and throughout the JJ world wish Irv and his gracious wife Lois in his well-deserved and (knowing Irv) doubtlessly active "retirement." Bravo, Irv, well done, and many, many thanks!



Irving and Lois Slott

AWARD WINNERS (continued from page 24)

House Arrest Program
(Elkhart, Indiana)

Juvenile Diversion Program
(Pueblo, Colorado)

Madison County
Juvenile Court Services
(Jackson, Tennessee)

North Dakota Attendant
Care System
(Bismarck, North Dakota)

Office of Juvenile Justice
System Oversight
(Oklahoma City, Oklahoma)

Specialized Treatment Services
(Mercer, Pennsylvania)

Tuscaloosa County Juvenile Court
Victim Restitution Program
(Tuscaloosa, Alabama)

OJJDP thanks everyone—both nominees and nominators—whose contributions made our first Gould-Wysinger Award program such a success. We look forward to reviewing your recommendations for 1993.

Juvenile and Family Court Judges Elect Willett Council President

At its 1992 annual meeting in Charleston, South Carolina, the National Council of Juvenile and Family Court Judges (NCJFCJ) elected Judge Roy B. Willett as its 48th president. Judge Willett, a circuit court judge for the twenty-third judicial circuit of Virginia, presides over juvenile and family cases, as well as other matters. A graduate of Samford University Law School, Willett has served on the bench for 18 years.

As the NCJFCJ president, Judge Willett leads an organization that has represented judges and other court professionals for more than half a century. The Council provides continuing education for trial and appellate court judges and other court personnel in areas related to juvenile and family law.

Judge Willett met with *Juvenile Justice* for this interview in November in Roanoke, Virginia.

Juvenile Justice: What are the most pressing issues facing the juvenile court?

Judge Willett: In addition to a lack of resources, I would say drug use, the problems associated with youthful unwed mothers, and poverty.

Juvenile Justice: Have you seen much change over the last 5 years in the kind of youngsters coming into court?

Judge Willett: More weapons seem to be involved, and there is more drug-related violence. However, it seems to me that the overall use of drugs is on the decline.

Juvenile Justice: Do you find differences between males and females in the types of delinquent acts committed?

Judge Willett: We see males involved in more violence, more aggressive activity, but [this type of activity] is increasing among females. We see many females involved in robbery, assault and battery, and the like.

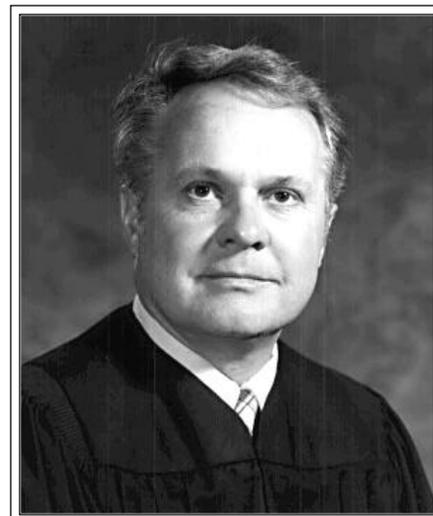
Juvenile Justice: What types of demographic changes are affecting children?

Judge Willett: The breakdown of the family is the primary problem. Many parents are not fulfilling their roles. They are expecting the government and the schools to provide parenting functions.

Juvenile Justice: How do we bring the schools into the process for the child?

Judge Willett: Well, I think the DARE program is an excellent program. The "Officer Friendly Program" that puts a police officer in the schools so the child may learn [that police officers] are approachable is wonderful. And maybe the DARE concept could be extended to the anti-gang area as well. Still, I think we are expecting too much from schools. Schools exist primarily to teach, but many people expect schools to be the primary disciplinarians, to take on parenting.

Juvenile Justice: Some people argue that the juvenile court has not done a very good job with violent offenders and that waiving more minors from juvenile court to adult



Judge Roy B. Willett

court would improve the situation. Do you agree?

Judge Willett: I recently testified before the Virginia Commission on Violent Crime on this very issue. I think these options should be used where appropriate with specific criteria set for waivers to prevent arbitrariness in the transfer decision. Transfer or waiver should be a judicial decision. But I don't think sending more children to adult court is the answer.

Juvenile Justice: Do you think there needs to be greater uniformity nationally in the age range of youth who may be transferred to adult court?

Judge Willett: I think it is a shame that when a child crosses the border of another State, perhaps by accident, he may suddenly become an adult where criminal culpability is concerned. I'd like to see 18 [years] as the age for adult criminal culpability and nothing less than 15 [years] as the offense age for transfer. States that dropped below that age probably reacted to specific individual cases to the detriment of their system as a whole.

When Parents Kidnap: The Families Behind the Headlines

Geoffrey L. Greif and Rebecca L. Hegar. New York: The Free Press, 1993.



OJJDP's 1988 National Incidence Studies on Missing, Abducted, Runaway, and Thrownaway Children (NISMART) estimated that 163,200 children were abducted by parents (or other relatives) and taken across State lines, prevented from contact with the custodial parent, or taken with the intention of being kept.

As Dr. Linda Girdner notes in her enlightening article on parental abductions (page 17), when faced with the reality that a spouse has taken one's children and fled, distraught parents may ask such disturbing questions as "Is my child custody decree worth the paper it is written on?" and "Who will help me find my children?"

Yet, coauthors Geoffrey Greif and Rebecca Hegar observe, "Little systematic social science or psychological research [has] been undertaken on the topic [of parental abductions]."

The dearth of research highlights the importance of Greif and Hegar's contribution to the literature on this significant social problem. The authors were well prepared for their task. Greif and Hegar are colleagues, serving as associate professors at the University of Maryland's School of Social Work. Hegar has written numerous articles on family policy and child welfare, and Greif is the author of three books on single parenting.

Parental abduction is, after all, only one aspect of myriad changes that have besieged the American family and the American child, one out of four of whom lives with a single parent.

Not content simply to depict the experiences of parents who have abducted their children and of parents who are seeking to have their children returned, the authors also offer concrete recommendations for reducing the number of parental abductions. In this regard, the book complements the OJJDP-sponsored American Bar Association study on obstacles to the return of parentally abducted children conducted by Dr. Girdner, which presented its own recommendations.

TECHNICAL ASSISTANCE & TRAINING

Improving State Compliance

Through a contract with Community Research Associates, OJJDP provides technical assistance to State and local juvenile justice agencies, State advisory groups, and nongovernmental associations. The assistance is intended to advance compliance with the mandates established by the Juvenile Justice and Delinquency Prevention Act regarding the deinstitutionalization of status offenders, the removal of juvenile offenders from adult jails, and the separation of juveniles from adult prisoners. Technical assistance to improve juvenile detention policies and practices, facilities, alternative services, and the preadjudicatory process are also provided.

For further information, contact:

James W. Brown
Community Research Associates, Inc.
115 North Neil Street, Suite 302
Champaign, IL 61820
(217) 398-3120

Meeting the statutory mandates is also the focus of regional training and informational workshops offered by the Coalition for Juvenile Justice (formerly the National Coalition of State Juvenile Justice Advisory Groups) on behalf of OJJDP. The training, technical assistance, and information project serves State Juvenile Justice

Advisory Groups and includes a national conference to address their needs.

For further information, contact:

Robert J. Baughman
Coalition for Juvenile Justice
1211 Connecticut Avenue NW., Suite 414
Washington, DC 20036
(202) 467-0864

Assisting Law Enforcement

OJJDP is committed to training law enforcement personnel in methods of improving their juvenile operations, assisting public agencies in developing effective responses to serious juvenile crime, and addressing the needs of State and local officials through training and technical assistance in areas such as juvenile gang and drug activity, and the investigation of child abuse and exploitation.

For further information, contact:

Ron Laney
Law Enforcement Program
Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue NW., Room 710
Washington, DC 20531
(202) 307-5940

OJJDP Combats Serious, Violent, and Chronic Juvenile Delinquency

A program is only as sound as its principles. The following principles guided development of OJJDP's new program Comprehensive System Approach for Serious, Violent, and Chronic Juvenile Offenders.

Strengthen the family. The family bears the primary responsibility of instilling moral values in the child.

Support core social institutions. Schools, churches, and other local community-based organizations help children to develop into productive law-abiding citizens.

Intervene immediately when delinquent behavior occurs. To prevent first-time offenders from committing more serious, violent crimes or becoming habitual offenders, early intervention efforts should center on the family and other core social institutions.

Identify and control violent and habitual delinquents. The minority of offenders who have committed heinous crimes or have failed to respond to community-based intervention efforts must understand that violent and habitual juvenile crime will not be tolerated.

From John J. Wilson, "OJJDP's Comprehensive System Approach for Serious, Violent, and Chronic Juvenile Offenders," OJJDP, November 1992; and James C. Howell, "Program Implications for Research on Chronic Juvenile Delinquency," OJJDP, November 1992.

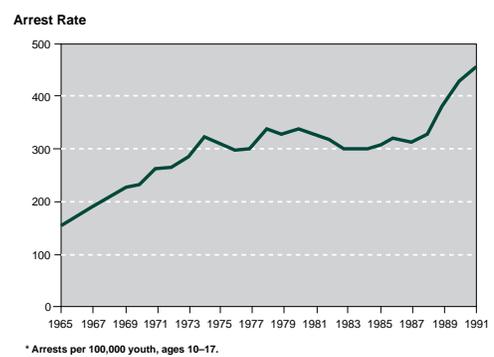
Violent Youth Crime Increases

◆ From 1982 to 1991, violent crime arrest rates of youth under age 18 increased 43 percent.

◆ In 1991 an estimated 122,900 youth under age 18 were arrested for violent offenses—the highest number in more than 25 years.

◆ In 1991 an estimated 3,400 youth were arrested for murder and nonnegligent manslaughter, an increase of nearly 6 percent over 1990. In the same period, arrests for robbery and aggravated assault also increased—10 percent and 6 percent, respectively.

Violent Crime Index Arrest Rates, 1965–1991*



From Howard Snyder, "Arrests of Youth, 1991," OJJDP *Update on Statistics*, forthcoming.

Characteristics of Chronic Offenders

What distinguishes a delinquent youth from those who abide by the law? Researchers have found that most chronic violent offenders share the following characteristics:

- ◆ Family—They are less attached to and monitored by their parents.
- ◆ School—They have less commitment to school and attachment to teachers.
- ◆ Peers—More of their peers are likely to be delinquent, and they themselves are more likely to be gang members.
- ◆ Neighborhood—They are more likely to reside in poor areas with high crime rates.

Although few in number (15 percent in one sample), chronic delinquents report committing 75 percent of violent offenses, and most chronic juvenile offenders start their criminal careers prior to age 12.

Researchers have identified three pathways to chronic delinquency:

- ◆ Overt—Aggression becomes fighting, then violence.
- ◆ Covert—Minor covert behavior becomes property damage, then serious delinquency.
- ◆ Authority conflict—Stubborn behavior becomes defiance, then authority avoidance.

From OJJDP's ongoing Program of Research on the Causes and Correlates of Delinquency, being conducted by Huizinga, Loeber, and Thornberry. For further information about this research, write to OJJDP, Research and Program Development Division, 633 Indiana Avenue NW., Washington, DC 20531.

OJJDP PUBLICATIONS

The following OJJDP publications are available from the Juvenile Justice Clearinghouse. To obtain a copy, please use the order form on page 31 or call the Clearinghouse at 800-638-8736.

Juvenile Alcohol and Other Drug Abuse: A Guide to Federal Initiatives for Prevention, Treatment, and Control. 1992. 188 pp. NCJ138741. Free.

Describes Federal programs, research, training, publications, and resources focusing on the problem of juvenile substance abuse.

Minorities and the Juvenile Justice System. 1992. 176 pp. NCJ139556. \$11.50. *Executive Summary.* Forthcoming. 16 pp. NCJ139556. Free.

Discusses the role that minority status plays in the processing of youth through the juvenile justice system. Examines trends in minority youth crime and case processing and reviews research literature.

"Offenders in Juvenile Court, 1989," *OJJDP Update on Statistics.* 1992. 12 pp. NCJ138740. Free.

Summarizes national estimates of delinquency and status offense cases disposed of by juvenile courts in 1989.

Helping Victims and Witnesses in the Juvenile Justice System: A Program Handbook. 1991. 276 pp. NCJ139731. \$15.

Offers guidance in establishing and operating victim/witness assistance programs in the juvenile justice system. Describes model programs and lists resources for additional information.

OJJDP's Juvenile Justice Clearinghouse offers literature searches on youth-related issues to meet your research and planning needs.

Topical Searches and Topical Bibliographies are prepackaged data base search products drawn from the National Criminal Justice Reference Service (NCJRS) document collection. Each package contains bibliographic citations and abstracts of books, journal articles, manuals, and reports on a juvenile justice topic. Updated every 6 months, Topical Searches contain 30 document abstracts and are available for \$5 each (free to State and local juvenile justice agencies if requested on agency letterhead). Updated annually, Topical Bibliographies contain up to 200 abstracts and are \$17.50 each.

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- Minorities and the Juvenile Justice System—Executive Summary.* NCJ139557.
- Missing, Abducted, Runaway, and Thrownaway Children in America, First Report: Numbers and Characteristics, National Incidence Studies—Executive Summary.* NCJ123667.
- Offenders in Juvenile Court, 1989.* NCJ138740.

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- Helping Victims and Witnesses in the Juvenile Justice System: A Program Handbook.* NCJ139731. \$15.00 (U.S.), \$16.60 (Canada), and \$20.60 (other international orders).
- Minorities and the Juvenile Justice System—Full Report.* NCJ139556. \$11.50 (U.S.), \$13.65 (Canada), and \$17.75 (other international orders).
- Missing, Abducted, Runaway, and Thrownaway Children in America, First Report: Numbers and Characteristics, National Incidence Studies.* NCJ123668. \$14.40 (U.S.), \$17.20 (Canada), \$24.60 (other international orders).

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Education in the Law: Promoting Citizenship in the Schools. 1990, NCJ 125548
Mobilizing Community Support for Law-Related Education. 1989, NCJ 118217, \$9.75

National Youth Gang Suppression and Intervention Program. 1990, NCJ 130917
OJJDP and Boys and Girls Clubs of America: Public Housing and High-Risk Youth. 1991, NCJ 128412

Preserving Families To Prevent Delinquency. 1992, NCJ 136397

Proyecto Esperanza: Community-Based Help for At-Risk Hispanic Youth. 1988, NCJ 113953

Missing and Exploited Children

America's Missing and Exploited Children—Their Safety and Their Future. 1986, NCJ 100581

Child Abuse—Prelude to Delinquency? 1985, NCJ 104275, \$7.10

Child Sexual Abuse Victims and Their Treatment. 1988, NCJ 113766

Investigator's Guide to Missing Child Cases: For Law Enforcement Officers Locating Missing Children. 1987, NCJ 108768

Missing, Abducted, Runaway, and Thrownaway Children in America, First Report: Numbers and Characteristics, National Incidence Studies. 1990, NCJ 123668, \$14.40

Missing, Abducted, Runaway, and Thrownaway Children in America, First Report: Numbers and Characteristics, National Incidence Studies, Executive Summary. 1990, NCJ 123667

Missing and Exploited Children: The Challenge Continues. 1988, NCJ 118218

Missing Children: Found Facts. 1990, NCJ 130916

OJJDP Annual Report on Missing Children. 1990, NCJ 130582

Report on Missing and Exploited Children: Progress in the 80's. 1987, NCJ 113586

Sexual Exploitation of Missing Children: A Research Review. 1988, NCJ 114273

Stranger Abduction Homicides of Children. 1989, NCJ 115213

Status Offenders

Assessing the Effects of the Deinstitutionalization of Status Offenders. 1989, NCJ 115211

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Directed Patrol Manual—Juvenile Problems. 1985, NCJ 097348

Drug Recognition Techniques: A Training Program for Juvenile Justice Professionals. 1990, NCJ 128795

Evaluation of the Habitual Serious and Violent Juvenile Offender Program, Executive Summary. 1986, NCJ 105230

Innovative Law Enforcement Training Programs: Meeting State and Local Needs. 1991, NCJ 131735

Law Enforcement Custody of Juveniles: Video. 1992, NCJ 137387, \$13.50

Law Enforcement Custody of Juveniles: Video Training Guide. 1992, NCJ 133012

Targeting Serious Juvenile Offenders Can Make a Difference. 1988, NCJ 114218

Courts

CASA: Court Appointed Special Advocate for Children . . . A Child's Voice in Court. 1988, NCJ 111392

The Child Victim as a Witness. 1989, NCJ 118315

Court Careers of Juvenile Offenders. 1988, NCJ 110854, \$8.40

Helping Victims and Witnesses in the Juvenile Justice System: A Program Handbook. 1991, NCJ 139731 \$15

Juvenile Court Drug and Alcohol Cases: 1985–1988. 1991, NCJ 132074

Juvenile Court Property Cases. 1990, NCJ 125625

Juvenile Court's Response to Violent Crime. 1989, NCJ 115338

Juvenile Court's Response to Violent Offenders: 1985–1989. 1992, NCJ 139558

Offenders in Juvenile Court, 1989. 1992, NCJ 138740

Restitution

Guide to Juvenile Restitution. 1985, NCJ 098466, \$12.50

Juvenile Restitution Management Audit. 1989, NCJ 115215

Liability and Legal Issues in Juvenile Restitution. 1990, NCJ 115405

National Directory of Juvenile Restitution Programs 1987. 1987, NCJ 105188

National Trends in Juvenile Restitution Programming. 1989, NCJ 115214

Restitution and Juvenile Recidivism. 1992, NCJ 137774

Restitution Experience in Youth Employment: A Monograph and Training Guide to Jobs Components. 1989, NCJ 115404

Restitution Improvement Curriculum: A Guidebook for Juvenile Restitution Workshop Planners. 1988, NCJ 110007

Victim-Offender Mediation in the Juvenile Justice System. 1990, NCJ 120976

Corrections

American Probation and Parole Association's Drug Testing Guidelines and Practices for Juvenile Probation and Parole Agencies. 1992, NCJ 136450

Growth in Minority Detentions Attributed to Drug Law Violators. 1990, NCJ 122011

Juveniles Taken Into Custody: Fiscal Year 1990 Report. 1991, NCJ 130758

National Juvenile Custody Trends: 1978–1989. 1992, NCJ 131649

OJJDP Helps States Remove Juveniles From Adult Jails and Lockups. 1990, NCJ 126869

Private-Sector Corrections Program for Juveniles: Paint Creek Youth Center. 1988, NCJ 113214

Privatizing Juvenile Probation Services: Five Local Experiences. 1988, NCJ 121507

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General Juvenile Justice

Guide to the Data Sets in the National Juvenile Court Data Archive. 1991, NCJ 132073

Juvenile Alcohol and Other Drug Abuse: A Guide to Federal Initiatives for Prevention, Treatment, and Control. 1992, NCJ 138741

Minorities and the Juvenile Justice System. 1992, NCJ 139556, \$11.50

Minorities and the Juvenile Justice System, Executive Summary. 1992, NCJ 139557

OJJDP Funds 21 New Projects During Fiscal Year 1988. 1989, NCJ 116872

Project New Pride Training Manual. 1986, NCJ 100133, \$15.00

Twelfth Analysis and Evaluation: Federal Juvenile Delinquency Programs 1988. 1988, NCJ 115786

Statistics

Arrests of Youth 1990. 1992, NCJ 133011

Delinquency in the United States, 1983. 1987, NCJ 104867

National Juvenile Justice Statistics Assessment: An Agenda for Action. 1989, NCJ 119764

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