



## 1999 Report to Congress

### Title V Incentive Grants for Local Delinquency Prevention Programs

**Juvenile Justice and Delinquency Prevention Act of 1974, as  
Amended in 1992 (PL 93–415; 42 U.S.C. 5601 *et seq.*)**



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

# Office of Juvenile Justice and Delinquency Prevention

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

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

**Research and Program Development Division** develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

**Training and Technical Assistance Division** provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

**Special Emphasis Division** provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

**State Relations and Assistance Division** supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

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

**Concentration of Federal Efforts Program** promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The Program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

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

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

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**July 2000**



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The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

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# Foreword

In the 1992 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974, Congress established *Title V—Incentive Grants for Local Delinquency Prevention Programs*, referred to as the Community Prevention Grants Program. Drawing from the best available research, this groundbreaking Program provides the framework, tools, and funding for States and communities to establish comprehensive, community-based strategies that deter youth from becoming involved in the juvenile justice system. It is with pleasure that I present this sixth annual Report to Congress, outlining the experiences and accomplishments of States and communities implementing the Community Prevention Grants Program in 1999.

Over the past six years, 885 communities across the Nation have received prevention grants and, in the best interest of children and families, have worked diligently to mobilize community members, conduct rigorous community assessments, and develop and implement strategic prevention plans. There is clear evidence that these efforts have resulted in a “shifting landscape” and changes in community norms. These changes include more broad based participation in integrated prevention efforts that strengthen a community’s sense of common purpose in fostering healthy youth development. In addition, systems change and increased capacity for addressing youth needs are reflected in reductions of both gaps and duplication of services for children and families, enhanced communication among key community agencies, and improved resource sharing. Finally, participation in the outcome-driven Community Prevention Grants Program has helped communities to leverage other Federal, State, and local funds, thereby enabling sustained and institutionalized prevention efforts.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) applauds the commitment and hard work of State governments and local communities that have contributed to the success of the Community Prevention Grants Program. Working in partnership, we can continue the current downward trend in juvenile crime and delinquency and build a healthier, safer future for our Nation’s children and families.

John J. Wilson  
Acting Administrator

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# Introduction

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

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

The *1999 Report to Congress* begins with a review of current trends in juvenile justice and the role the Community Prevention Grants Program plays in the prevention and control of youth problem behaviors. The second chapter provides an overview of the allocation of Title V resources that have been provided to participating States and communities to date. The third chapter examines the impact the Community Prevention Grants Program has had in changing community norms nationwide related to collaboration and systems-level change. In the fourth chapter, the coordination of State and Federal efforts to support local delinquency prevention is discussed. Finally, the last chapter reviews our commitment to delinquency prevention and the promise it holds for moving toward a healthier, safer future for our Nation's children, youth, and families.

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# I. A National Strategy for Juvenile Delinquency Prevention

During its 100 year history, the juvenile justice system in the U.S. has seen fundamental changes in certain aspects of process and philosophy (OJJDP, 1999). During the last 30 years in particular, we have seen an evolution of the juvenile justice system. Responses to juvenile criminality have moved back and forth between various measures of punishment and control, often reflecting the prevailing philosophy of the day. Today's approach to juvenile delinquency, one that includes prevention, intervention, and graduated sanctions, highlights our understanding that an integrated continuum of programs and services will work best in achieving long-term reductions in juvenile delinquency and adult criminality.

When the Juvenile Justice and Delinquency Prevention Act (JJDP) was enacted in 1974, it marked the beginning of an evolution from efforts in the 1960s to create a juvenile justice system that more closely resembled the adult criminal system, to one that embraced a more comprehensive approach to juvenile crime and delinquency, including community-based programs, diversion, and deinstitutionalization.

During the 1980s, however, public fear and misperception about the nature and causes of increasing juvenile crime rates helped drive another evolution, this time moving the field back towards punishment and control (OJJDP, 1999). As responses to juvenile crime began to echo the public mind-set, many States passed more punitive and severe laws governing how juvenile offenders are treated in the juvenile and criminal justice systems. Across the country, statutes were re-written to allow for certain classes of juvenile offenders to be handled in criminal court as if they were adults. In some States prosecutors were given the discretion to make decisions about court jurisdiction; in other States, judicial waiver to criminal court became mandatory for certain juvenile offenses.

Between 1988 and 1997, States continued to crack down on juvenile crime and delinquency and, by 1997, forty-seven States had enacted statutory changes in one or more of three areas: juvenile waivers or transfers to criminal court, sentencing options, and juvenile records confidentiality (Synder, 1998). Today, thirty-one States require juveniles who have been tried (or convicted) in the criminal court to be prosecuted in criminal court for any subsequent offense.

During the 1990s, however, our growth in understanding the complex nature of juvenile crime and the relationship of important social, psychological, and familial conditions grew exponentially. In addition, the results of years of youth violence and juvenile crime research recommended a more balanced, integrative approach to combating youth violence and crime. As a result, comprehensive, community-based initiatives began to emerge as a key national strategy for addressing persistent, complex social problems like delinquency, substance abuse and teen pregnancy (Connell, Kubish, Schorr & Weiss, 1995). The 1990s marked another evolution in the history of the juvenile justice system at the Federal, State and local levels, as policymakers began to embrace this balanced approach, and incorporate sanctions, offender accountability, and treatment and prevention components into a continuum of services for children and youth.

So what is the result of this ever-evolving approach to juvenile crime and delinquency? Where do we stand today? We are beginning to see significant downturns in previously frightening juvenile arrest statistics that are cause for optimism. In 1999, juvenile arrest statistics are at their lowest levels since 1987, with decreased arrests for almost every category of juvenile crime including murder, forcible rape, burglary, motor vehicle theft, and arson (Synder, 1999). Juvenile crime is also down in comparison to adult crime. In fact, between 1994 and 1998, juvenile arrests for violent crimes fell 19 percent, while adult violent crime arrests declined

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only 6 percent in this same period (Snyder, 1999). According to Acting OJJDP Administrator John J. Wilson, “I believe we have achieved these results because States and local communities are now taking a comprehensive and strategic approach to preventing and controlling juvenile violence and victimization.”

OJJDP’s own comprehensive, programmatic approach to preventing and combating juvenile crime and delinquency comprises many facets, ranging from early childhood and family intervention and prevention to accountability-based strategies for juvenile offenders. It is this continuum of services and sanctions that comprehensively addresses delinquency by preventing its future occurrence while seeking to aggressively intervene with those juveniles who are entering pathways to delinquency and controlling those whose behavior marks them as serious, violent, or chronic juvenile offenders.

A key strategy in OJJDP’s comprehensive approach to juvenile crime reduction has been the Title V Community Prevention Grants Program.<sup>1</sup> This program provides communities with the resources needed to identify and respond to root causes of local juvenile delinquency problems through comprehensive, collaborative prevention planning. The program offers training and technical assistance to help communities successfully negotiate the local assessment and planning processes and then provides seed funding for implementation of community three-year prevention plans. It is through this process that communities are empowered to initiate delinquency prevention programs geared to their unique needs and circumstances. Across the country communities have been implementing this prevention strategy for 6 years and are now beginning to fully integrate the key principles of the Community Prevention Grants Program into comprehensive community planning, with positive results.

This chapter begins with a summary of OJJDP’s balanced approach to juvenile justice and delinquency prevention. The second section provides an overview of delinquency prevention based on risk and protective factors. The final section provides an overview of the Community Prevention Grants

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<sup>1</sup> In this Report, the Community Prevention Grants Program is referred to, interchangeably, as the Community Prevention Grants Program, Title V, and the Program.

Program, with a discussion of its key principles, program structure and grant award process, implementation stages, capacity-building components, and national evaluation strategy.

## **1. A Balanced and Integrated Approach to Juvenile Justice and Delinquency Prevention: OJJDP’s Comprehensive Strategy**

The foundation of effective delinquency prevention is solid empirical research. To build this foundation, OJJDP has supported numerous research efforts that have increased our understanding about the developmental pathways to juvenile crime and delinquency. This body of research has been instrumental in the evolution of juvenile justice, providing empirical evidence and support for an integrated, community-based, response to juvenile crime. Based in part on findings from three landmark studies—*The Program of Research on the Causes and Correlates of Delinquency*, *Foundations of Risk and Protection Focused Prevention*, and *The Study Group on Serious and Violent and Juvenile Offenders*—OJJDP published its Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (Wilson & Howell, 1993). The Comprehensive Strategy was designed to provide State and local policy makers and practitioners with a research-based framework of strategic responses—from early prevention through a range of appropriate and graduated sanctions—that support efforts to reduce juvenile crime and delinquency. Together, delinquency prevention programs, early intervention, and graduated sanctions provide a “continuum of services” with the goal of involving the community in preventing and stopping the progression of delinquent and criminal careers. The Comprehensive Strategy typifies OJJDP’s balanced and integrated response to delinquency.

The prevention component of the Comprehensive Strategy calls for coordinated efforts between the juvenile justice system and other service systems, including mental health, health, child welfare, education, religious institutions, and others. Working collaboratively, these community sectors can develop an integrated system of support that encourages positive youth development and provides alternatives to delinquent behavior.

The Title V Community Prevention Grants Program supports the prevention component of OJJDP's Comprehensive Strategy. The Community Prevention Grants Program embodies the key elements of what is known to be effective prevention: a comprehensive, risk-focused approach with community-based activities that address all areas affecting young people's lives (i.e., their family, school, peers, and community). The Community Prevention Grants Program supports prevention activities consistent with the Comprehensive Strategy by providing a funding incentive to encourage multi-disciplinary community leaders to engage in systematic, research-based community assessments and to develop comprehensive, collaborative plans to prevent delinquency.

Exhibit 1 demonstrates the relationship between the Community Prevention Grants Program and the Comprehensive Strategy. In serving as the "front-end" or prevention component of this approach, the Title V Community Prevention Grants Program provides the foundation needed for a strong juvenile justice system and safe, healthy communities.

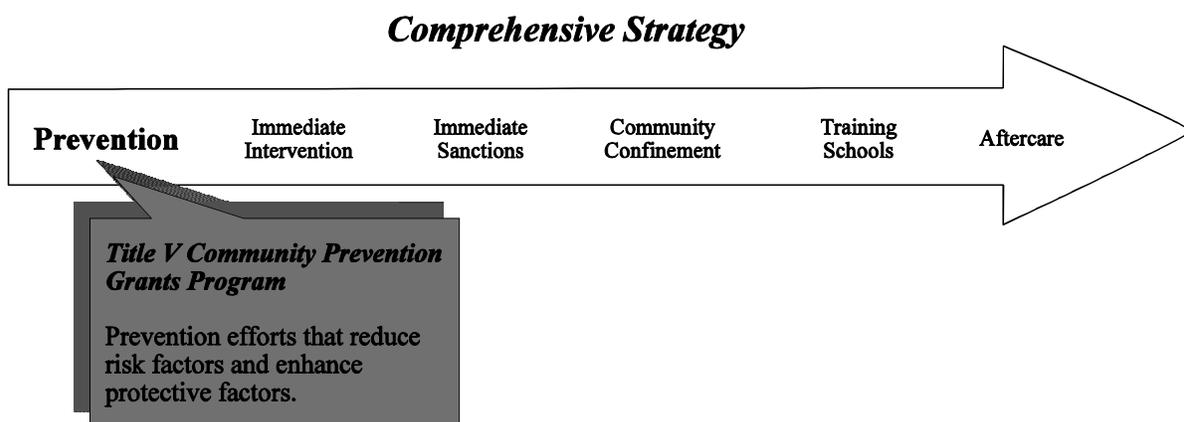
## 2. The Front-End: Delinquency Prevention Based on Risk and Protective Factors

Research shows that there are identifiable risk factors linked to adolescent problem behaviors (Tolan & Guerra, 1994; Yoshikawa, 1994; American

Psychological Association, 1993; Hawkins, Catalano & Miller, 1992). Prevention efforts that reduce risk factors, or employ protective factors to buffer children against their influence, maximize the chances of reducing juvenile delinquency and other related problems. As researchers have increased their understanding of the causes and precursors of juvenile delinquency and documented the factors that put youth at risk for problem behavior, the risk- and protection-focused approach has been incorporated into juvenile delinquency prevention strategies—like the Community Prevention Grants Program—and supported at the Federal, State and local levels. Risk factors for delinquent behavior and youth violence include conditions, attitudes, or behaviors that increase the likelihood that a child will develop delinquent behaviors in adolescence, leading to crime and arrest. Risk factors exist at multiple levels including the family, school, community, peer group and within the individual. A list of risk factors that studies have linked to unhealthy adolescent behaviors is included in Appendix A.

Balancing risk factors are protective factors—aspects of people's lives that counter risk factors or provide buffers against them. Protective factors buffer youth either by reducing the impact of risk factors or by changing the way a person responds to them (building a child's capacity to be more resilient). A key strategy to counter risk factors and reduce the incidence of related, negative behaviors is to enhance

**Exhibit 1**  
**Relationship Between the Community Prevention Grants Program and Comprehensive Strategy**



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protective factors that promote positive behavior, health, well-being and personal success. Examples of protective factors include a resilient temperament and natural sociability, positive adult and peer relationships that promote bonding, and healthy beliefs and clear behavioral standards.

The risk- and protection-focused approach to prevention forms the cornerstone of the Community Prevention Grants Program delinquency prevention model and has helped guide since 1994 the efforts of communities nationwide to reduce delinquency and other related youth problem behaviors. Through our experience with the Community Prevention Grants Program, the implications of this approach are becoming apparent. When communities mobilize around risk factors that exist in their community and subsequently invest in strategies designed to reduce identified risk factors and enhance protective factors, the community and its youth are impacted in significant and positive ways.

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***“Title V is about collaboration. It’s an opportunity to get your community involved in developing itself. People have to understand the risk- and protective-factor approach conceptually before they understand why coming together is so important. When you develop the community, you’re getting rid of risk factors. If you develop the community, you’re developing the children.”***

**— James Bellamy, Title V Community Coordinator, Leon County, Florida**

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## **2.1 Community Prevention Grants Program Overview**

The Community Prevention Grants Program employs a risk- and protection-focused prevention model to address the critical aspects of children’s lives that have been shown to lead to delinquent behavior. For the past six years, the Community Prevention Grants Program has provided incentive grants and capacity building tools to local communities to support a broad range of prevention activities that target at-risk youth. These grants foster community success by providing the following critical ingredients for effective delinquency prevention:

- ◆ Seed money.
- ◆ A research-based prevention planning and implementation framework.
- ◆ The tools, training, and technical assistance needed to mobilize community support and leverage resources.
- ◆ Local control of program planning and implementation.

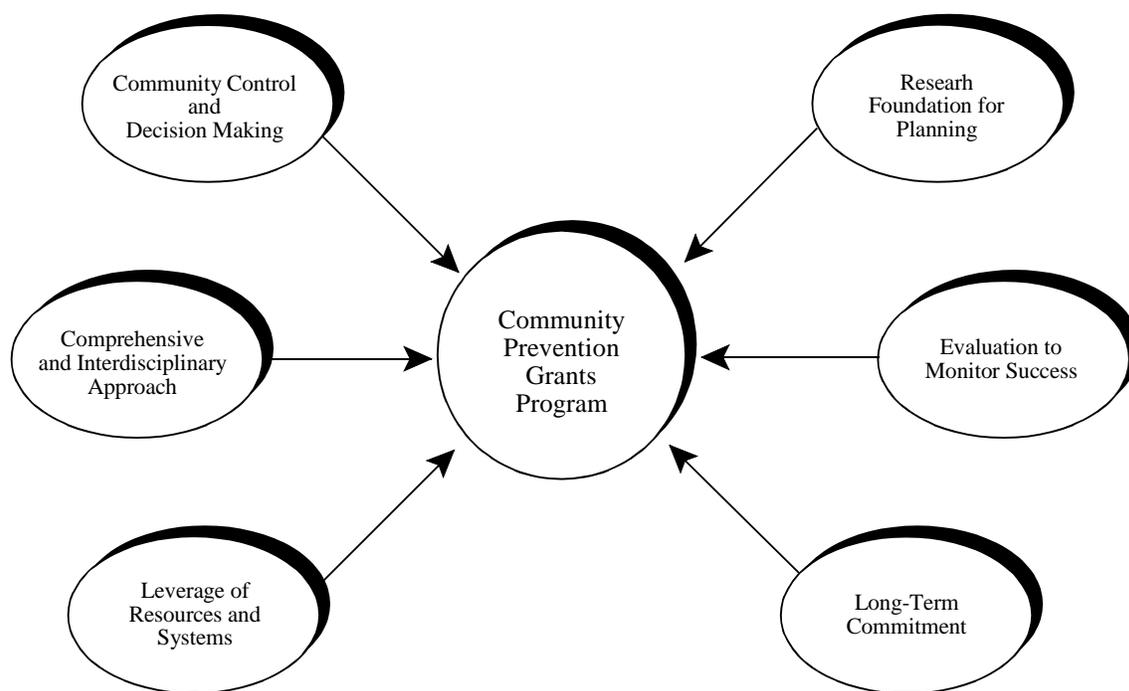
With these resources, communities are well-positioned to design and implement comprehensive, collaborative, risk- and protection-focused strategies aimed at achieving sustained community change.

## **2.2 Key Principles of the Community Prevention Grants Program**

In the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 (the Act), Congress established Title V—Incentive Grants for Local Delinquency Prevention Programs (Community Prevention Grants Program). The Community Prevention Grants Program (the Program) created a Federal grants program to fund collaborative, community-based delinquency prevention efforts under the premise that preventing delinquency, focusing on the “front-end,” is a more cost-effective approach to reducing juvenile crime than the more expensive “back end” options of rehabilitation and incarceration. As illustrated in Exhibit 2, the Program’s strategic approach integrates the following six principles into an innovative approach to reducing juvenile delinquency.

**Comprehensive and multi-disciplinary approach**—To increase the efficacy of delinquency prevention efforts and reduce duplication of services, the Program requires that each community designate a Prevention Policy Board. This multi-disciplinary planning board includes key community representation such as social service, child welfare, and health and mental health agencies, as well as law enforcement, private industry, religious institutions, and civic organizations. This broad-based approach encourages the commitment and participation of the entire community in developing and implementing a prevention strategy. It also fosters coordination, so that a comprehensive system of strategies can be implemented in a way that best meets the needs of each community’s children, youth, and families.

**Exhibit 2  
Strategic Approach Around Key Principles**



*“The diversity of the coalition has been instrumental in the success of our Title V initiative. The coalition represents a diverse group of professionals with expertise in a variety of areas. As a result, the coalition is an excellent resource [for our community planning]... Now, organizations do not seek funds or provide services in a vacuum. It’s always a collaborative effort now. It’s no longer about getting grants. I can’t tell you how much more coordination there is now.”*

— Peggy Seals, Grants Administrator,  
Missoula, Montana

**Research foundation for planning**—The Program promotes a rational framework for responding to adolescent problem behaviors that has been verified by years of research on risk-focused prevention (Howell, 1995; Hawkins, Catalano & Miller, 1992). Through systematic risk and resource assessments and ongoing data collection activities, communities

gather empirical data on indicators of community risk and protection. Communities then use the data to identify where community risks are greatest, prioritize areas warranting attention and resources, and track outcomes of their prevention efforts.

*“Title V really helped us focus the community on the risk and protective factors and the types of programs we should implement in response... [Now] we can be more logical about addressing issues in the community.”*

— Ralph Varela, PPB Member,  
Pinal Hispanic Council, Eloy, Arizona

**Community control and decision-making**—The Community Prevention Grants Program allows local jurisdictions to assess their own delinquency prevention needs. Each unit of local government that receives Title V funds is responsible for planning, developing, and implementing a delinquency

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prevention strategy that best suits its unique risk- and protection-focused profile. The Community Prevention Grants Program effectively places control and decision-making in the hands of community members.

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***“The whole planning process gave us focus...And, it was the risk and resource assessment and the coalition that really helped us do that. The coalition provided the support and the risk and resource assessment provided the data. We had never used data to make decisions before. It helped show us where to target our resources.”***

**— Liz Zuercher, Title V Coordinator,  
Marshall County, Iowa**

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**Leverage of resources and systems**—As “seed” money, the Community Prevention Grants Program provides a financial base and the incentives necessary for local jurisdictions to secure additional resources. Armed with empirical data from their local risk and resource assessment and program evaluation, communities are better positioned to more effectively target their existing delinquency prevention funds, and in the future, to request additional Federal, State and local funding.

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***“Title V put us in a position to obtain other funds because it gave us the money to start these projects. With the opportunity the money provided us, we implemented projects and tracked their progress. The appeal [to other funders] was that we could show that what we were doing was working and needed to be maintained.”***

**— Cathie Evans, PPB Member,  
Klamath County, Oregon**

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**Evaluation to monitor program success**—

Requisite program evaluation activities enable local stakeholders to assess progress, refine their programs, and optimize effectiveness over time. Through OJJDP sponsored training and technical assistance and training, community members develop local capacity to assess program outcomes and monitor long-term changes in the prevalence of risk factors and adolescent problem behaviors in the community.

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***“When you’re doing evaluation, then you know when you’re being successful. I wouldn’t think of doing a program without a research component. Evaluation is one of the most important things you can do in designing and implementing a program”***

**— Christine Tomascik, Evaluator,  
Luzerne County, Pennsylvania**

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**Long-term perspective**—Perhaps most important, the Program does not propose quick-fix solutions to long-standing juvenile problems. The Program instead adopts a long-term perspective that fosters positive, sustained community change through a combination of short-term efforts and long-term investments.

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***“The Title V process has been very good for us. It has helped us become more aware of what we’re doing, put it down on paper and take a look at it. It’s more incentive to look to the future.”***

**— Karen Lilly, PPB Member,  
Hurricane, West Virginia**

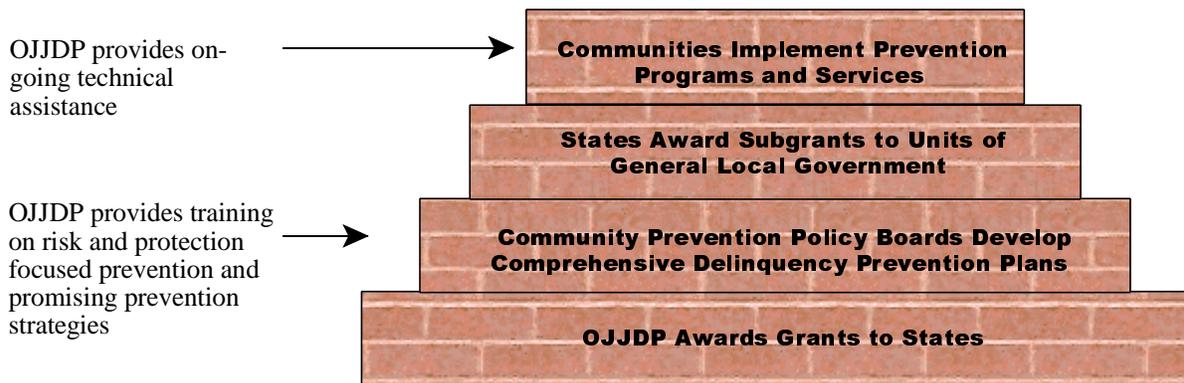
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In the Community Prevention Grants Program, these fundamental principles combine to form a strategic approach to reduce juvenile delinquency and provide a sound framework for its practical application.

**2.3 Community Prevention Grants Program  
Structure and Grant Award Process**

The Program structure, adopted by OJJDP under Title V, is designed to provide communities with a guiding framework for building healthy communities in an objective, systematic, and comprehensive manner. Each State, as well as the District of Columbia and U.S. Territories (subsequently, the States) is eligible to apply for Title V funds based on relative State juvenile population, provided that it has a state agency designated by the chief executive under Section 299 (c) of the JJDP Act and a State Advisory Group (SAG). The Program grant award process, as set forth in the final Program Guidelines of the *Federal Register*, August 1, 1994 (Volume 59, Number 146), occurs in two steps. These steps and related activities are outlined in Exhibit 3 and are discussed below.

**Exhibit 3**  
**Steps in the Community Prevention Grants Program Grant Award Process**



In the first funding step, OJJDP awards grants to States (State Agency). As provided by Section 223 (a) of the Act, the SAG is an advisory board appointed by the Governor with 15 to 33 members who have training, experience, or special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice. State Advisory Group responsibilities include overseeing the preparation and administration of the State's juvenile justice plan, advising policymakers on juvenile justice issues, and reviewing grant applications related to juvenile justice and delinquency prevention, including the Community Prevention Grants Program. State award amounts are based on a formula determined by the State's population of youth below the maximum age limit for original juvenile court delinquency jurisdiction. In fiscal year 1999, the minimum State award level was \$100,000, with the largest award being \$5,249,000. Each Territory was eligible for a minimum award of \$33,000, although the Commonwealth of Puerto Rico received a larger allocation based on its juvenile population. Originally funded in FY 1994 at \$13 million, in FY 1995 Congress increased the annual Title V appropriation to \$20 million. In an effort to enhance support for community-based prevention plan implementation, in FY 1999, at the Administration's request, Congress increased the appropriation to \$95 million, of which \$45 million was designated for the Community Prevention Grants Program.

In the second funding step, each State Agency, with approval from the SAG, awards subgrants to units of

local government through a competitive process.<sup>2</sup> In order to be eligible to apply for a subgrant from the State, a unit of local government must first:

- ◆ Receive SAG certification of compliance with the Act's core protections established under the Title II, Part B, Formula Grants Program.
- ◆ Convene or designate a local Prevention Policy Board, comprising 15 to 21 representatives representing a balance of public agencies, nonprofit organizations, private business and industry, youth, and parents.
- ◆ Submit a three-year, comprehensive delinquency prevention plan describing the prevalence of identified community risk and protective factors and how these factors will be addressed.
- ◆ Provide a 50-cents-on-the-dollar match, either cash or in-kind, of the subgrant award amount.

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

<sup>2</sup> A unit of local government is defined as any city, county, town, borough, parish, village, or other general purpose political subdivision of a State and any Indian tribe that performs law enforcement functions and any law enforcement district or judicial enforcement district that (i) is established under applicable State law; and (ii) has the authority to, in a manner independent of other State entities, establish a budget and raise revenues. This amendment enables parish sheriff departments and offices of district attorneys in the State of Louisiana to be considered units of local government at the parish level therefore eligible to apply to its State agency for Title V funds.

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Exhibit 4 presents the requirements for applicants' local comprehensive delinquency prevention plans. The three-year plan—a trademark of the Community Prevention Grants Program—is intended to shift communities away from historical “hit-and-miss” approaches to problem-solving and toward long-term strategic community planning. In essence, the requirement of a three-year plan forces communities to evolve—to change the way they think about prevention and planning, and how they bring about community change. Despite the level of effort needed to complete the plan, in the end, communities have found that the plan provides them with an empirically-based, concrete foundation that helps guide future community planning and action.

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*“Title V changed so much [in our community]. Service delivery changed. Systems have changed. The way the community thinks about things has changed. Everyone is now working together...The whole planning process gave us focus, showed us where to target our resources... We decided in the beginning that our prevention plan would be a working document and all 100 people present said, ‘That’s what we want to do. We don’t want to waste our time anymore.’”*

*— Liz Zuercher, Title V Coordinator,  
Marshall County, Iowa*

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## **2.4 Implementation of the Community Prevention Grants Program**

It is not enough for a community to understand the underlying theory of change. A community must also possess the skills necessary to implement

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### **Exhibit 4 Requirements for the Comprehensive Delinquency Prevention Plan**

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

change. To help communities execute the transition from theory to action, the Community Prevention Grants Program is built upon four key implementation stages, illustrated in Exhibit 5, each following and building upon the previous stage. At each successive stage, communities acquire skills and achieve certain goals that are designed to ultimately strengthen their capacity to implement and sustain comprehensive delinquency prevention strategies.

This next section details the following four general implementation stages, outlining the specific activities and goals of each stage:

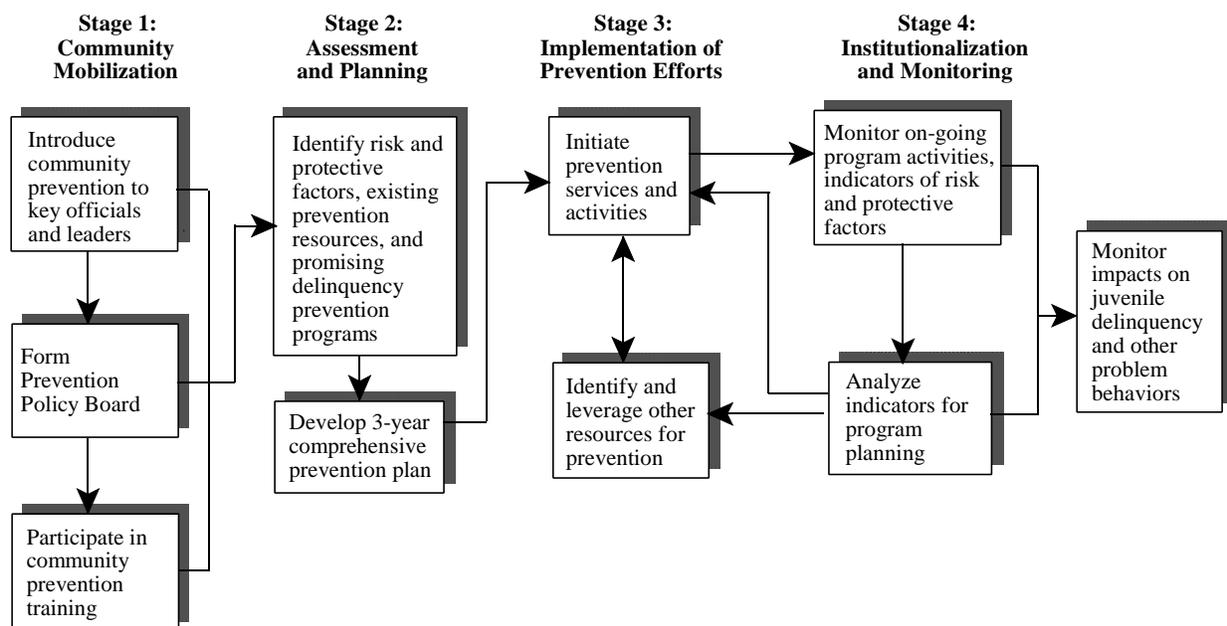
- Stage 1: Community Mobilization
- Stage 2: Community Assessment and Planning
- Stage 3: Implementation of Prevention Efforts
- Stage 4: Institutionalization and Monitoring

**Stage 1, Community Mobilization**—This stage consists of two phases. In this first phase, key community leaders and high-level executives are brought together to participate in community team training. Bringing local key leaders together is designed to gain local support for a comprehensive, community-based prevention strategy by introducing key leaders to the principles and benefits of risk- and

protection-focused delinquency prevention and long-term prevention planning. In the second phase, members of the community Prevention Policy Board (PPB)—designated by the key leaders—attend a 3-day workshop focused on community data collection and analysis. The community data collection training is designed to train community members to conduct a community risk and resource assessment, including data collection and analysis.

**Stage 2, Assessment and Planning**—This stage includes two key components. First, applying skills learned during the community data collection workshop, members of the PPB conduct a risk and resource assessment to identify local risk and protective factors, existing prevention program resources, and resource gaps. Next, using the results of the assessment as the foundation, PPB members work together to develop a comprehensive, three-year delinquency prevention plan that outlines the community’s risk- and protection-factor profile, strategies the community will implement to impact risks and strengthen protective factors, and a plan for how the community will obtain and coordinate financial and program resources. To help communities to choose effective prevention strategies PPB members attend a 2-day community delinquency

**Exhibit 5**  
**Implementation Stages of the Community Prevention Grants Program**



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prevention plan development training. This training presents communities with a wide variety of programs and strategies with demonstrated effectiveness in reducing risk factors and enhancing protective factors. Once completed, the three-year delinquency prevention plan will serve as the community's application to the State for a Community Prevention subgrant.

**Stage 3, Implementation of Prevention Efforts—**

After receiving a Community Prevention subgrant, communities are ready to implement their delinquency prevention plans. Because each community assessment yields different needs and resources, the type, scope, and combination of programs and services implemented varies from community to community. For example, one community risk and resource assessment may indicate a need for new after-school recreation services and youth leadership development activities; yet another community may find a need to better coordinate existing resources to more effectively serve a target population. In line with its guiding principles, the Community Prevention Grant Program does not emphasize the development of new services. The program instead encourages first the integration and coordination of existing services and prevention efforts and then, when necessary, the development of new programs and services based on strategies with demonstrated effectiveness in reducing risk factors and enhancing protective factors.

**Stage 4, Institutionalization and Monitoring—**

Once prevention programs, resources, and data collection systems are in place and operating, communities need to monitor program activities and their resulting impact within the context of the 3-year delinquency prevention plan. In order to track progress toward chosen goals and objectives, communities need to have in place an evaluation plan that includes methods for periodic re-evaluation of their risk and protection factor profile as well as ongoing assessment of program activities and system change efforts.

It is during Stage 4 when communities begin to focus their attention on additional resources, both financial and in-kind, to support, enhance, and sustain their prevention efforts. The Community Prevention Grants Program is structured to foster the leveraging of other resources in several ways. First, local

grantees must provide a 50 percent match of the Federal grant with State or local funds or in-kind services (translated into dollars) or a combination of the three. Second, grantees are required to develop prevention plans based on empirical data. Empirically sound prevention plans lend validity to community requests for local funding to various public and private sources. Third, the Community Prevention Grants Program begins with the buy-in of local key leaders (e.g., mayors, county executives) who frequently are positioned to secure local public and private financial backing.

**2.5 Community Capacity Building: Training and Technical Assistance**

In order to ensure community acquisition of necessary skills and a smooth transition from theory to action, OJJDP offers technical assistance and training to States and communities across the country, for each implementation stage. State Juvenile Justice Specialists, who are responsible for administering juvenile justice grants at the State level, coordinate the provision of training and technical assistance to interested communities. Training and technical assistance are designed to increase the capacity of participating communities to effectively negotiate the four implementation stages.

A core component of this training and technical assistance is *Communities That Care* (CTC) (Developmental Research and Programs, 1994) which provides a risk- and protection-focused approach to community planning. Grounded in 30 years of research, the CTC training curriculum is designed to provide communities with the skills necessary to progress successfully through the four key implementation stages and mobilize and sustain a community planning board, conduct a risk and resource assessment, and choose programs designed to impact an individual community's risk-and-protective factor profile. Although communities are not required to apply the CTC strategy, it is well-suited to support communities to implement the Community Prevention Grants Program.

To help communities with the development of effective delinquency prevention plans, in 1999 OJJDP made available to States the *Promising Approaches* segment of the CTC training curriculum. *Promising Approaches* is designed to help

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community teams better match prevention approaches to their unique community risk and protective factor profile (Developmental Research and Programs, 1999). During this training session, community teams learn about prevention programs and system change strategies with demonstrated effectiveness in reducing risk factors while enhancing protective factors. They also learn to assess the suitability of these programs and strategies for their communities, and create action plans for enhancing existing resources or implementing new programs. Many States and community members agree that *Promising Approaches* has filled a gap that existed between the community data collection training and the development of effective delinquency prevention plans.

To assist communities with their evaluation activities, OJJDP developed the *Title V Community Self-Evaluation Workbook*. Published in 1995, the *Workbook* consists of easy-to-complete forms and step-by-step instructions that guide communities through evaluation activities in three key areas:

- ◆ Documenting community mobilization efforts, planning and decision-making processes, organizational structure, delinquency prevention plans, and resource allocations.
- ◆ Monitoring implementation of promising programs and community-change projects.
- ◆ Tracking changes in community statistics that measure risk levels and adolescent problem behaviors.

The *Workbook* also provides information about how to analyze and use evaluation data to improve program operation and services to youth. It provides the framework and tools communities need to determine where they are in relation to their delinquency prevention goals and objectives and to measure their progress in decreasing risk factors and improving community conditions. The *Workbook* is available through the Juvenile Justice Clearinghouse and OJJDP's official Internet site in both paper and electronic formats. The *Workbook* not only assists communities in conducting local program evaluations, but it also provides communities with data collection instruments.

OJJDP also makes other technical assistance available to States and communities on an as-

requested basis. Assistance is available to strengthen the conceptual understanding of the risk-focused prevention model that is presented in the training sessions, provide information related to other risk- and protection/resiliency-focused prevention models, and to help with technical aspects of planning, implementing or evaluating delinquency prevention strategies.

## **2.6 National Evaluation of the Community Prevention Grants Program**

In line with OJJDP's mission to provide leadership on developing effective strategies for delinquency prevention, OJJDP is currently conducting a long-term, national-level outcome and impact evaluation of the Community Prevention Grants Program in six participating States. Based on input from leading national experts on designing and conducting evaluations of comprehensive program initiatives, the evaluation design draws extensively on existing data sources and data collection instruments to help identify critical success factors for community planning, assessment, and implementation of delinquency prevention strategies. The evaluation also will assess the impact of Federal dollars, and gather and disseminate information on "what works" in delinquency prevention. The evaluation activities include technical assistance to build State and local capacity for ongoing evaluation of local Community Prevention Grants Program initiatives.

Many of the characteristics of the Title V Community Prevention Grants Program that are theorized to be its greatest strengths—its comprehensiveness, locally-determined program components, and dynamic programming—also make the initiative particularly challenging to evaluate. Because these characteristics translate differently in each community, it was necessary that the evaluation strategy provide a framework to capture, across States and communities, both the similarities and the unique contextual and implementation factors. Intended to examine the viability and effectiveness of the Community Prevention Grants Program delinquency prevention model, very broadly, the national evaluation will address the following research questions:

- ◆ What is the impact of the Community Prevention Grants Program on community planning, service

delivery, risk factors, protective factors, and juvenile problem behaviors?

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

To address these research questions, the evaluation is examining the key stages of program implementation at the local level. These include community mobilization, assessment and planning, implementation, and institutionalization and monitoring. These stages provide a framework for understanding both the process and progress of this long-term delinquency prevention program.

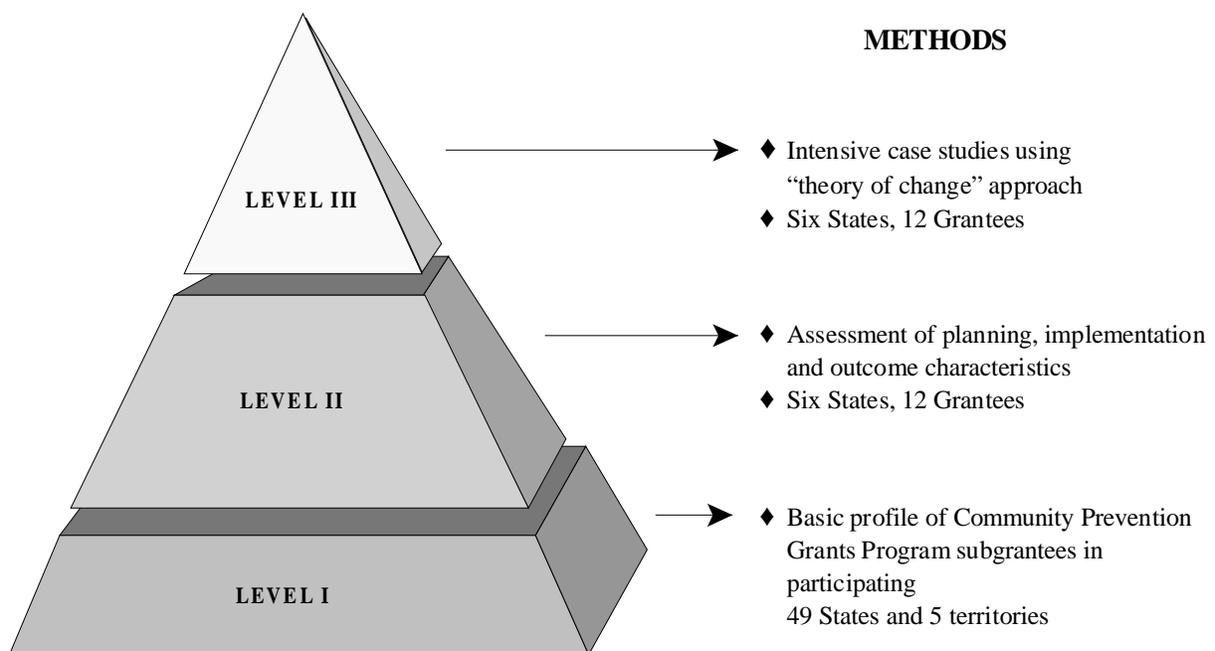
The evaluation also is testing the key theories or assumptions on which the Community Prevention Grants program model is based. The model assumes that Federal assistance will enhance communities' ability to effectively implement the program model, which will lead to more effective prevention planning processes, which, in turn, will lead to the implementation of promising prevention programs and approaches. These programs and approaches are expected to result in changes in community systems, values, or norms, and individual knowledge,

attitudes, and behaviors, which will lead to reduced risk and enhanced protective factors. Reduced risk and enhanced protective factors, in turn, will ultimately lead to lower rates of juvenile delinquency and other adolescent problem behaviors.

As illustrated in Exhibit 6, the evaluation design consists of three interrelated levels:

- ◆ Level I: A basic profile of Community Prevention Grants Program communities in the participating States and Territories (e.g., number and amount of awards), which will continue to provide a general description of the distribution of Community Prevention Grants Program funds and activities across the country.
- ◆ Level II: An assessment of planning, implementation and outcome characteristics in 12 participating Community Prevention Grants Program communities, in 6 States (2 in each State), based on information collected at the community level.
- ◆ Level III: An assessment of the efficacy of the Community Prevention Grants Program model through intensive case studies of each of the 12 community's "theory of change" (i.e., the series of actions and responses that link program implementation to intended outcomes).

**Exhibit 6  
National Evaluation Design Overview**



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This three-level evaluation design allows the investigation to move from broad descriptions of Community Prevention Grants Program activities to increasingly detailed investigations of their implementation and outcomes. Ultimately, Levels II and III will help to refine the Community Prevention Grants Program model and assess how different types of communities can best create the conditions necessary for more effective prevention planning and programming.

The evaluation was designed to be responsive to both methodological and resource requirements. The six State sample includes Michigan, Pennsylvania, Nebraska, Vermont, Virginia, and Hawaii. The sample was selected to moderate the cost of the evaluation, maintain adequate statistical power, offer geographic and demographic diversity, and include levels of variation in implementation and outcome factors sufficient to fully investigate the research questions. In addition, despite their differences in approach and composition, the participating States share a strong commitment to the Community Prevention Grants Program conceptual model and a willingness to participate in the evaluation data collection activities.

In the spirit of collaboration and capacity building, the national evaluation was designed to do more than simply answer the research questions. It also was designed to build local community capacity to monitor, and thereby increase the effectiveness of, local delinquency prevention plans. To this end, through participation in the national evaluation, communities gain:

- ◆ Evaluation technical assistance and training to build local evaluation capacity.
- ◆ Enhanced understanding of how the Community Prevention Grants Program process unfolds in their community.
- ◆ Increased insight into the strengths and weaknesses of ongoing community prevention activities.
- ◆ Opportunities to modify prevention activities to ensure that their initiative is on track with community objectives.
- ◆ Opportunities to document “evidence of success” to use as leverage for other funding opportunities.

- ◆ Improved knowledge about “what works” in prevention in their community.

In combination, these factors both reinforce in communities the principles underlying the Community Prevention Grants model and help them integrate these principles into on-going community planning, where it matters most.

To date, on-going national evaluation activities have included site visits to all six of the study States, which, in addition to data collection activities, include an evaluation technical assistance and support component. In general, the visits have helped the evaluation team to foster a shared understanding of the evaluation goals and objectives with key stakeholders at the State and community level, gain a detailed understanding of the “State context” (e.g., State prevention policy and support for prevention programs through funding, technical assistance, and training), conduct interviews with key State and local stakeholders, and build community evaluation capacity through technical assistance and training workshops. Future activities will focus on continuing to build local evaluation capacity through ongoing technical assistance and training to States and participating communities, and continuing to implement the national evaluation design through on-going local data collection, data management, and analysis of community-level evaluation data. While this multi-year evaluation is only mid-way through the implementation phase, the foundation has been laid for meaningful, ongoing data collection activities with the participating communities.

In the end, the national evaluation is designed to result in:

- ◆ An ongoing description and characterization of the Community Prevention Grants Program grants in all participating States and Territories.
- ◆ An assessment of the extent to which community risk- and protection-focused delinquency prevention has been implemented in the Community Prevention Grants Program communities, including an understanding of what community planning processes were undertaken, which risk factors were addressed, what prevention activities or strategies were carried out, what target populations were served, and the magnitude and intensity of the services provided.

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- ◆ An analysis of the changes in target populations and community systems as well as the impact on trends in indicators of risk and rates of juvenile problem behaviors.
  - ◆ An increased understanding of the processes involved in effective implementation of the Community Prevention Grants Program model and a test of the theoretical links between the risk- and protection-focused delinquency prevention model and community-wide impacts.

Findings from this evaluation will not only help guide OJJDP in refining the risk- and protection-focused prevention model, but also will add to the growing body of research on juvenile delinquency and effective delinquency prevention strategies.

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## II. Building Today for Tomorrow: Allocation of Title V Resources

Over the past six years (1994 to 1999), 885 communities<sup>3</sup> in 49 States<sup>4</sup>, Washington, D.C., and four territories have received Title V Community Prevention Grants Program subgrants. The Program has provided the framework, tools, and funding necessary for communities to effectively mobilize resources, assess need, and address local juvenile crime problems. This chapter begins with a description of Federal Title V allocations to date. The next section describes State and local subgrant awards, including additional sources of Federal and State funds that have been used to support the Community Prevention Grants Program process at the local level. The Final Section looks at State utilization of supplemental funds in meeting the demand for additional support for prevention initiatives.

### 1. Federal Allocation of Title V Funds

Under Title V, appropriations more than doubled from \$20 million in Fiscal Year 1998 to \$95 million in Fiscal Year 1999. Congress designated \$45 million of these funds for the Community Prevention Grants Program, \$40,544,000 of which was set aside for direct grant awards to States. As established in the 1992 reauthorization of the JJDP Act, Title V is a discretionary grant program. However, since the program's inception, OJJDP has provided funding on a formula basis to States and territories to implement locally-defined risk- and protection-focused prevention strategic plans. Over the years, Title V funds also have supported several new community prevention initiatives including the SafeFutures and the Safe Schools Initiatives, in addition to program-

related research, evaluation, and training and technical assistance activities. The breakdown of Title V appropriations from Fiscal Year 1994 through Fiscal Year 1999 is set forth in Exhibit 7. The increase in appropriations over the years, accompanied by the addition of several new prevention initiatives and support activities, further demonstrates an increasing commitment to prevention at the Federal level.

#### Title V Community Prevention Grants Program Six Year Summary (1994 to 1999)

- ◆ Forty-nine (49) States, Washington, D.C., and 4 Territories participated.
- ◆ Over 3,500 individuals attended Communities That Care Key Leader Orientation.
- ◆ Over 3,000 individuals completed Communities That Care Risk and Resource Assessment training.
- ◆ Over 150 individuals attended Communities that Care Promising Approaches training (1999).
- ◆ Eight hundred eighty five (885) communities received subgrants to mobilize resources and implement delinquency prevention plans.
- ◆ Two hundred seventy three (273) communities have received a full 3 years of funding, with a total award ranging from \$8,000 to \$1,503,000.

### 2. State and Local Subgrant Awards

The Community Prevention Grants Program award process begins with Federal allocations to the States. Up to 5 percent of a State's allocation can be used to cover the costs of administering and evaluating

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<sup>3</sup> Throughout this Chapter, "community" refers to the target community in which the Title V subgrant prevention activities are focused.

<sup>4</sup> With Fiscal Year 1999 funds, Community Prevention Grants were awarded to 48 States, Washington, D.C. and four territories. In this Report, "States" refers [collectively] to those States, commonwealths, and territories that have been appropriated funding under Title V.

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**Exhibit 7**  
**Title V Appropriations 1994 - 1999**

- ◆ In Fiscal Year 1994, \$13 million was appropriated under Title V to fund States and Territories in delinquency prevention strategies.
- ◆ In Fiscal Year 1995, of the \$20 million appropriated, \$1 million was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1994 (\$257,000) were combined with the remaining \$19 million of Fiscal Year 1995 funds, for a total of \$19,257,000 allocated to States and Territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1996, of the \$20 million appropriated, \$200,000 was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1995 (\$133,000) were combined with the remaining \$19.8 million of Fiscal Year 1996 funds, for a total of \$18,833,000 allocated to States and Territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1997, of the \$20 million appropriated, \$1.2 million was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1996 (\$133,000) were combined with the remaining \$18.8 million of Fiscal Year 1997 funds, for a total of \$18,933,000 allocated to States and Territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1998, of the \$20 million appropriated, \$1.2 million was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1997 (\$33,000) were combined with the remaining \$18.8 million of Fiscal Year 1998 funds, for a total of \$18,833,000 allocated to States and Territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1999, of the \$95 million appropriated, \$25 million was designated for the Enforcing Underage Drinking Laws Program, \$15 million for the Safe Schools Initiative, \$10 million to the Tribal Youth Program, \$1.2 million to the SafeFutures Initiative, \$900,000 under a 2% statutory set aside to support Community Prevention Grants Program-related training and technical assistance, and \$2,690,000 under a 10% statutory set aside to support Community Prevention Grants Program-related research, evaluation and statistics. Unallocated funds from Fiscal Year 1998 (\$334,000) were combined with the remaining \$40,210,000 for a total of \$40,544,000 allocated to States and Territories under the Community Prevention Grants Program.

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Community Prevention Grants Program subgrants and to support SAG activities related to the program. No less than 95 percent of the money can be used to competitively award subgrants to units of local government. In Fiscal Year 1999, only two States (South Dakota and Wyoming) and one Territory (U.S. Virgin Islands) did not participate in the Title V Community Prevention Grants Program.<sup>5</sup> In Fiscal Year 1999, State award levels varied from a minimum of \$100,000 to a maximum of \$5,249,000. Each territory received \$33,000, except the

Commonwealth of Puerto Rico, which received \$677,000 based on its juvenile population. Exhibit 8 displays the allocation of Title V funds from Fiscal Year 1994 through 1998 (combined), and Fiscal Year 1999.

The sizable increase of funds appropriated for the Community Prevention Grants Program in Fiscal Year 1999 presented an opportunity for States to enhance their current Title V award process. In fact, to date, eighteen States and Washington, D.C. have awarded (or plan to award) more subgrants than in previous years; six States have awarded (or plan to award) the same number of subgrants from past years, but at higher levels of funding; and eighteen States and Puerto Rico have awarded (or plan to

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<sup>5</sup> The State of Wyoming and the U.S. Virgin Islands have never participated in the Community Prevention Grants Program. The State of South Dakota participated in the Program in 1994 and 1995.

**EXHIBIT 8**

**ALLOCATION OF COMMUNITY PREVENTION GRANTS PROGRAM FUNDS**

**Fiscal Year 1994 (FY 94): \$13,000,000**

**Fiscal Year 1997 (FY 97): \$18,933,000**

**Fiscal Year 1995 (FY 95): \$19,257,000**

**Fiscal Year 1998 (FY 98): \$18,833,000**

**Fiscal Year 1996 (FY 96): \$19,933,000**

**Fiscal Year 1999 (FY 99): \$40,544,000**

State	FY 94-98 Amount	FY 99 Amount	Total Amount
Alabama	\$1,385,000	\$628,000	\$2,013,000
Alaska	\$475,000	\$110,000	\$585,000
Arizona	\$1,444,000	\$749,000	\$2,193,000
Arkansas	\$825,000	\$389,000	\$1,214,000
California	\$11,166,000	\$5,249,000	\$16,415,000
Colorado	\$1,237,000	\$596,000	\$1,833,000
Connecticut <sup>1</sup>	\$924,000	\$417,000	\$1,341,000
Delaware	\$475,000	\$104,000	\$579,000
Florida	\$4,211,000	\$2,036,000	\$6,247,000
Georgia	\$2,310,000	\$1,099,000	\$3,409,000
Hawaii	\$475,000	\$177,000	\$652,000
Idaho	\$475,000	\$206,000	\$681,000
Illinois	\$3,796,000	\$1,759,000	\$5,555,000
Indiana	\$1,900,000	\$878,000	\$2,778,000
Iowa	\$935,000	\$425,000	\$1,360,000
Kansas	\$883,000	\$403,000	\$1,286,000
Kentucky	\$1,245,000	\$564,000	\$1,809,000
Louisiana	\$1,510,000	\$653,000	\$2,163,000
Maine	\$475,000	\$174,000	\$649,000
Maryland	\$1,619,000	\$744,000	\$2,363,000
Massachusetts	\$1,737,000	\$807,000	\$2,544,000
Michigan	\$3,084,000	\$1,380,000	\$4,464,000
Minnesota	\$1,588,000	\$733,000	\$2,321,000
Mississippi	\$972,000	\$442,000	\$1,414,000
Missouri	\$1,681,000	\$776,000	\$2,457,000
Montana	\$475,000	\$135,000	\$610,000
Nebraska	\$567,000	\$261,000	\$828,000
Nevada	\$501,000	\$260,000	\$761,000

State/Territory	FY 94-98 Amount	FY 99 Amount	Total Amount
New Hampshire	\$475,000	\$164,000	\$639,000
New Jersey	\$2,485,000	\$1,165,000	\$3,650,000
New Mexico	\$631,000	\$293,000	\$924,000
New York	\$5,260,000	\$2,397,000	\$7,657,000
North Carolina	\$2,042,000	\$980,000	\$3,022,000
North Dakota	\$475,000	\$100,000	\$575,000
Ohio	\$3,662,000	\$1,665,000	\$5,327,000
Oklahoma	\$1,123,000	\$515,000	\$1,638,000
Oregon	\$1,013,000	\$475,000	\$1,488,000
Pennsylvania	\$3,709,000	\$1,680,000	\$5,389,000
Rhode Island	\$475,000	\$137,000	\$612,000
South Carolina	\$1,155,000	\$527,000	\$1,682,000
South Dakota <sup>3</sup>	\$475,000	\$116,000	\$591,000
Tennessee	\$1,659,000	\$777,000	\$2,436,000
Texas	\$6,488,000	\$3,086,000	\$9,574,000
Utah	\$860,000	\$404,000	\$1,264,000
Vermont	\$475,000	\$100,000	\$575,000
Virginia	\$2,058,000	\$964,000	\$3,022,000
Washington	\$1,805,000	\$853,000	\$2,658,000
West Virginia	\$550,000	\$242,000	\$792,000
Wisconsin	\$1,665,000	\$741,000	\$2,406,000
Wyoming <sup>1,2,3</sup>	\$475,000	\$100,000	\$575,000
District of Columbia <sup>4</sup>	\$475,000	\$100,000	\$575,000
American Samoa	\$157,000	\$33,000	\$190,000
Guam <sup>1</sup>	\$157,000	\$33,000	\$190,000
Puerto Rico	\$1,468,000	\$677,000	\$2,145,000
Virgin Islands <sup>1,2,3</sup>	\$157,000	\$33,000	\$190,000
N. Mariana Islands	\$157,000	\$33,000	\$190,000

<sup>1</sup> These States/Territories did not apply for FY 94 funding.

<sup>2</sup> These States/Territories did not apply for FY 95, FY 96, or FY 97 funding.

<sup>3</sup> These States/Territories did not apply for FY 98 or FY 99 funding.

<sup>4</sup> FY 98 funds held.

award) more subgrants and at higher levels of funding than in previous years. Four States have not yet determined how they will allocate the increased award. Two States and three territories did not receive higher levels of funding with Fiscal Year 1999 funding. These States and territories remain eligible for only the minimum award due to their juvenile population.

Using Fiscal Year 1999 funds, as of December 31, 1999, a total of 218 subgrants have been awarded, ranging from \$1,500 to \$500,000. Subgrantees reflect a diverse group of communities nationwide—such as Tucson, Arizona; Dawson County, Georgia; Lenoir County, North Carolina; Deschutes County, Oregon; and, Spartanburg, South Carolina—both urban and rural, small and large. With Fiscal Year 1999 funds, States have awarded 108 “new” subgrants (those who had not received a subgrant in previous years) and 110 “continuation” subgrants (those who previously had received a subgrant and in Fiscal Year 1999 would receive a second or third year of funding). An additional 96 communities received Title V funding for the first time in Fiscal Year 1999, but with funds from previous years. Twenty-nine States have awarded some or all of their Fiscal Year 1999 funds. Twenty-four States have not yet awarded their Fiscal Year 1999 funds. Of the States that still have money to award, 19 have indicated that they plan to award Title V funds to at least an additional 41 new and 109 continuation communities. Other States were unable at the time of this report to anticipate the number of new or continuation subgrants they would award. Given this, it is expected that once all participating States and territories have awarded their Fiscal Year 1999 allocation, the total number of Community Prevention Grant Programs participants, funded with Fiscal Year 1999 funds, will exceed 360 communities. The number of new and continuation subgrants awarded by States with Fiscal Year 1999 funds, as well as the average amount of these awards and the number of subgrant awards pending, are shown in Exhibit 9.

In some situations, States have awarded more than one subgrant to a single unit of local government (ULG). In past reports, multiple awards were excluded from total award counts. Each ULG was counted only once regardless of the number of

awards granted. Because multiple awards have become more commonplace, totals that exclude them under-represent the extent of the Community Prevention Grants Program nationwide. In this report, therefore, total numbers include multiple awards.<sup>6</sup> Exhibit 10 presents the total number of communities with subgrants awarded since Fiscal Year 1994 for each participating State (a total of 885).

As new subgrantees begin preliminary implementation, others have already received a full 36 months of Federal Title V support. As of this year—the sixth year—the Community Prevention Grants Program has funded 273 communities for at least 36 months, with an average award of approximately \$187,000. No longer receiving Title V funds, many of these communities have secured additional resources and continue to implement, and in some cases expand, their initial Title V Initiative.

### **3. Meeting the Demand: State Utilization of Additional Funds**

In some States, existing Community Prevention Grant Programs are further supported with additional, supplemental Federal and State funds. In Fiscal Year 1999, 14 States provided to Title V communities an additional \$3,240,000 of State funds and \$696,000 of Federal funds to enhance program planning, implementation, and training and technical assistance. With funds from years prior—1994 through 1998—9 States used an additional \$1,010,000 of State funds and an

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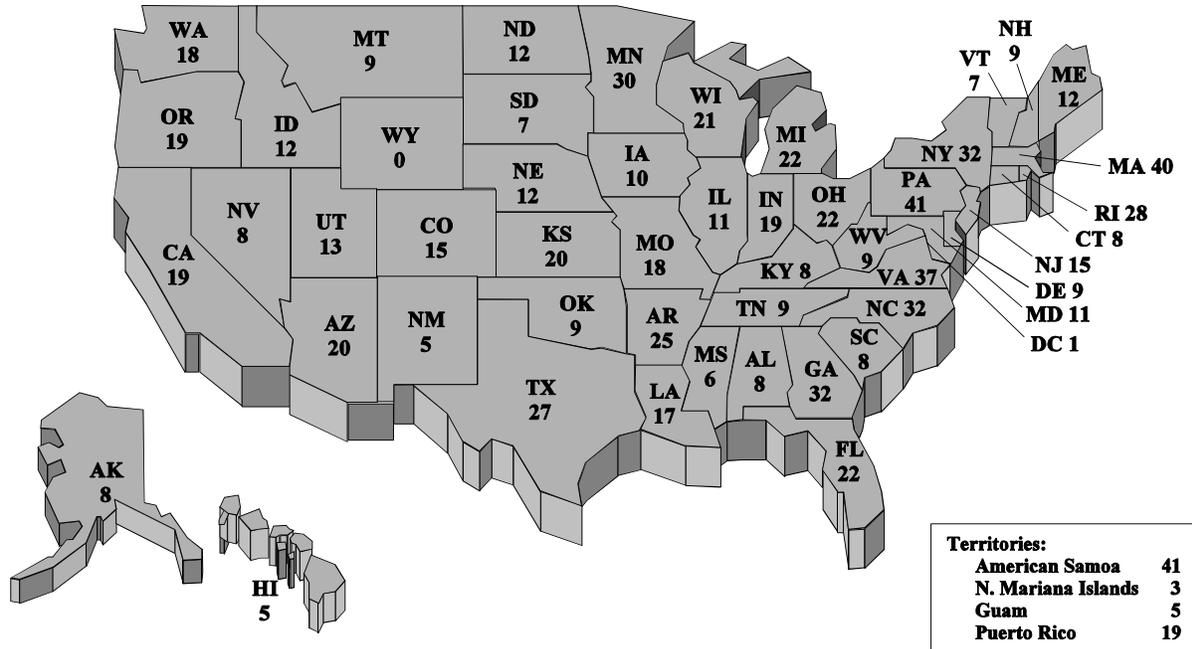
<sup>6</sup> Multiple subgrants generally fall into 3 categories: (1) Multiple subgrants are awarded to the same ULG but address different neighborhoods or communities within the ULG boundaries, each of which meets the Community Prevention Grants Program eligibility requirements (i.e., have a PPB, conduct a risk assessment, provide a match); (2) Multiple subgrants are awarded to the same ULG to support different projects with the same community (e.g., one grant supports a mentoring program while the second supports home visitation activities); and (3) Multiple subgrants are awarded to the same ULG to extend, and sometimes expand, the same Title V activities in the same community beyond the 36 month limit. Although category 3 is not in line with the Community Prevention Grants Program funding guidelines that state “States will award grants to units of local government in annual increments covering not more than 12 months each, with overall project periods of 12 to 36 months” (*Federal Register*, August 1, 1994, Volume 59, Number 146), OJJDP State Relations Assistance Division staff continue to work closely with State Juvenile Justice Specialists to ensure compliance with the funding guidelines.

**Exhibit 9**  
**Local Subgrant Awards of Community Prevention Grants Program FY 99 Funds**

State/Territory	FY 99 FUNDS <sup>1</sup>					Total Number of Subgrantees with FY 99 Funds
	Number of New Subgrants Awarded <sup>2</sup>	Number of Pending New Subgrants <sup>3</sup>	Number of Continued Subgrants <sup>4</sup>	Number of Pending Continued Subgrants <sup>5</sup>	Average Amount of Subgrant	
Alabama	1	6	1	5	\$43,500	13
Alaska	1				\$10,600	1
Arizona	5		2		\$73,500	7
Arkansas	1				\$50,000	1
California		6	5	5	\$300,000	16
Connecticut	2				\$55,000	2
Delaware		1		2	\$54,100	3
Florida		16	6	14		36
Georgia			5		\$41,900	5
Hawaii	1			1	\$65,000	2
Idaho			3	3	\$20,900	6
Illinois			1	11	\$40,600	13
Indiana				8		8
Iowa	2		4		\$71,500	6
Kansas	6		2		\$28,000	8
Louisiana				3		3
Maryland	3				\$85,700	3
Massachusetts	12		14		\$29,300	26
Michigan	4	1	4		\$86,700	9
Minnesota	5		7	7	\$30,500	19
Missouri	9		2		\$60,700	11
Montana	1		3	3	\$32,500	7
Nevada	4		2		\$42,600	6
New Hampshire				2		2
New York				22		22
North Carolina	7		2		\$72,800	9
Ohio				12		12
Oregon			10			10
Pennsylvania	18	4	15		\$26,500	37
Rhode Island	4	3	2	3	\$21,400	12
South Carolina	1		1		\$13,200	2
Utah	3		2		\$63,700	5
Virginia	7		6		\$50,400	13
Washington		1		8		9
West Virginia	3		2		\$50,300	5
Wisconsin	7				\$22,300	7
American Samoa	6		4		\$2,800	10
Guam		3				3
<b>TOTALS</b>	<b>108</b>	<b>41</b>	<b>110</b>	<b>109</b>		<b>368</b>

<sup>1</sup> Information in the table refers to State subgrant award activity using FY 99 funds. Other States have not yet made subgrant awards using FY 99 funds.  
<sup>2</sup> "Number of New Subgrants Awarded" refers to the number of subgrantees that received a Title V subgrant for the first time with FY 99 funds (as distinguished from those that received continuation funding following initial awards with FY 94, FY 95, FY 96, FY 97, or FY 98 program funds).  
<sup>3</sup> "Number of Pending New Subgrants" indicates the number of additional subgrant awards for new Title V subgrantees that are "pending" but not yet final (i.e., the States have selected the subgrantees but the award paperwork and/or announcements have not been completed).  
<sup>4</sup> "Number of Continued Subgrants" refers to the number of awards with FY 99 funds made to communities with prior years' funding.  
<sup>5</sup> "Number of Pending Continuation Subgrants" indicates the number of additional subgrant awards for Title V subgrantees that are "pending" but not yet final (i.e., the subgrantees have received funding from prior years however, the continuation award paperwork and/or announcements by the States have not been completed).

**Exhibit 10**  
**Title V Community Prevention Grants Program**  
**Number of Subgrants by State, 1994 - 1999 (N=885)**



additional \$803,000 of Federal Funds to meet the same goals. Across the six year history of the Community Prevention Grants Program, therefore, States have allocated in total an additional \$4,250,00 in State funds and \$1,499,000 in non-Title V Federal funds to enhance the capacity of Community Prevention Grants Program subgrantees to successfully implement the program model.

In addition to funds allocated under the Community Prevention Grants Program, many States have opted to funnel additional sources of Federal (non-Title V funds) and State monies to support broad dissemination of the Title V program model into other grant programs. In 1999 eleven States—Connecticut, Iowa, Kansas, Michigan, Minnesota, Oregon, Pennsylvania, Rhode Island, Texas, West Virginia—funded an additional 142 subgrantees to carry out the Title V process using \$33,720,000 from Federal and State sources outside of Title V. These sources include JJDP Act Title II (Formula Grant), Safe and Drug Free

Schools, Edward Byrne Formula Grants, and several State-specific sources.

In their continued support of Title V subgrantees, States are recognizing the unique contribution of the Community Prevention Grants Program. Continuing to pursue Title V funds at an increasing rate, communities are also recognizing the benefits of participating in a prevention effort such as the Community Prevention Grants Program. The following chapter takes a closer look at how our commitment today is helping to build a better tomorrow by fostering community change through mobilization to plan and implement effective prevention programming in communities across the Nation.

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### III. The Shifting Landscape: Creating Community Change

Juvenile delinquency and crime are complex problems necessitating multifaceted, integrated and long-term solutions. As discussed in Chapter I, the Title V Community Prevention Grants Program requires a comprehensive, community-based approach to delinquency prevention that is focused on reducing identified risk factors in the environments in which a child interacts (family, school, peer group, and community), while also building protective factors that contribute to healthy behaviors. Moreover, the Community Prevention Grants Program represents the initial steps of a *long-term* investment in sustained community change.

With its emphasis on building comprehensive prevention plans around data-driven risk and resource assessments, the Community Prevention Grants Program requires communities to make a significant paradigm shift—a shift in how they think about prevention, planning, and bringing about community change. In its sixth year, there is evidence that the Community Prevention Grants Program is changing community norms across the Nation. This Chapter outlines the experiences of communities that have integrated the basic principles of the Community Prevention Grants Program into their community planning and systems and are now beginning to see the positive impact and benefits of the initiative. Specifically, the following three key principles of the Community Prevention Grants Program will be examined within the context of community change:

- ◆ Involvement of “non-traditional players” in prevention activities.
- ◆ Creation of broad, community-level systems change.
- ◆ Leveraging of additional resources to institutionalize prevention activities.

The sections that follow describe a few key changes communities report nationwide as a result of their participation in the Community Prevention Grants Program. The first section details how “non-

traditional players” help to broaden communities’ collective perspectives and increase access to local and outside resource pools. The second section describes how Title V facilitates systems-level change and provides examples of key community systems change strategies. The final section reports on communities’ efforts to successfully obtain additional funds to sustain and expand activities begun under the Community Prevention Grants Program.

#### 1. Involvement of Non-Traditional Players

The Community Prevention Grants Program promotes community-wide, collaborative efforts through its requirement for a Prevention Policy Board that includes participation from across community systems, as well as youth and parents. As a result, broad-based community prevention policy boards (PPBs) have brought multidisciplinary perspectives together to collectively address youth problems. Included at the table are not only child and family service organizations and advocates, but also individuals who are familiar with family and youth needs but too frequently not involved in community planning efforts (e.g., the faith community, parents, and youth themselves). Also included are groups experienced in community planning but not typically involved in *prevention* initiatives (e.g., private businesses, law enforcement officials, prosecutors, and juvenile court judges).

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***“A diverse board means the members have more respect for each other. There is a lot more dialogue. By having everyone involved, it is not as easy to go out and bash what another group is doing. Now organizations have a better understanding of the rules and regulations that sometimes impact the ability of organizations to provide services. There is more understanding and respect among organizations in the community.”***

**— Nancy Myers-Bosse, Title V Coordinator,  
Freemont, Colorado**

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The impact of bringing together both traditional *and* non-traditional players has been quite positive. Communities report that the process broadens the collective community perspective and increases the base of support for prevention activities. In addition, broad support results in greater access to resources to help generate or continue innovative, integrated, and sustainable initiatives. The section that follows outlines these changes and provides examples of how they manifest at the community level.

### 1.1 A Broader Community Perspective

Prior to the advent of comprehensive, community-based initiatives like the Community Prevention Grants Program, community planning and service delivery often reflected the perspective of a select few—usually those involved in service delivery. In addition, child welfare, mental health, and substance abuse agency administrators, as well as school superintendents and local government personnel, often made planning and service decisions based on the *perceived* needs of a narrowly defined population. The result of this type of planning—fragmented, inappropriate, and inaccessible social services and supports—has been at the least inefficient and at the most devastating for individuals, families, and communities.

By requiring a multi-disciplinary planning board, the Community Prevention Grants Program seeks to break old patterns of planning and decision-making. The Program’s emphasis on open communication and a broad community perspective fosters development of common goals and common ground across individuals, agencies, and organizations, and inspires collaborative solutions to shared community problems. In many communities implementing the Community Prevention Grants Program, this is just what is happening.

Parent and youth involvement have been instrumental in bridging long-standing gaps between parents and youth, and service professionals. In Buena Vista, Colorado, youth involvement has helped to “unite” youth and adults. Having youth involved in the board has helped adult members gain a new understanding of what youth in the community want and need in terms of services and programs. Similarly, youth have learned about the often difficult and lengthy process involved in creating community

change. Having come to a mutual understanding, youth and adults have been able to put aside their different perspectives and work *together* to create community change.

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***“Having youth involved [in the PPB] has united youth and adults in the community. It’s been a very positive experience”***

***— Julie McMurry, Title V Coordinator,  
Buena Vista, Colorado***

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Ravelli County, Montana also has experienced the value of youth involvement. In requesting youth input on the development of a local teen center, the PPB discovered that what adults and professionals often think youth need, is not always what youth themselves think they need. Working collaboratively, youth and fellow board members compromised to develop a proposal that reflected various aspects of each viewpoint and, therefore, included programs and services that appeal to youth yet still meet identified needs. Youth involvement also has helped to change the negative image of teenagers held by some community members. By teaching youth to effectively work within their community and then providing them with opportunities to do so, the PPB has helped the community discover ways that youth can be involved in promoting positive community development and change.

Parents are also making a new and significant contribution to the collective community perspective. Through their involvement in the PPB, parents have forced service providers to rethink stereotypes and in doing so, have helped forge a united front between themselves and local service professionals. In Montague, Massachusetts, parent involvement helped eliminate the “us vs. them” mind-set that often characterizes service providers’ attitudes towards clients and parents. Providing parents an opportunity to sit at the same table with service providers has given them voice in a forum where their concerns can be heard and factored into the community planning process. Most important is the lasting impact this type of collaboration has on board members’ view of parents in the community. PPB members have been able to realize that these parents are often struggling with the same kinds of issues they themselves

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struggle with, such as the difficulties of raising teen-age children.

Non-traditional players are not just bringing to the table their own perspective but, in some situations, are representing the culture and values of an entire group of people—groups often left out of community planning and events because of cultural misunderstanding and language barriers. In Marshall County, Iowa, clergy from the local, predominantly Hispanic church have educated PPB members on Hispanic culture and values, even explaining for them high rates of school absenteeism on Hispanic holidays, previously unknown to board members. Hispanic representation brought the needs of this group to the attention of the PPB, needs now being addressed, in part, by Marshall County’s Title V initiative.

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***“It has been invaluable, really important, to have someone represent the Hispanic population [on the PPB] so we can begin to help them feel like they belong to this community too. Everyone needs to feel like a valued citizen”***

***— Liz Zuercher, Title V Coordinator,  
Marshall County, Iowa***

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The success of a collaborative process requires building a common sense of purpose and understanding among different community sectors that have focused in the past more on their differences than on their commonalities. Individuals, organizations, agencies, and service providers are often not accustomed to working together, and in many situations are unfamiliar with other service-providing agencies in their same catchment area. Bringing to the table traditional and non-traditional players facilitates a common understanding of the goals and guidelines of local agencies and community systems, further broadening the community’s collective perspective. This, in turn, can help dissipate lingering turf issues, and promote a common mission, one that considers and benefits all members and their respective agencies, organizations, and groups.

In one Montana town, for example, the community had a reputation for blaming the juvenile justice system anytime a negative incident involving a youth occurred in the community. Some community

members felt negative incidents reflected an ineffective juvenile court system. Having probation, the public defender, and the juvenile court judges on the PPB has helped channel into the community important information about the juvenile justice system, and how it operates. Now, if an incident occurs, such as a youth bringing a gun to school, the community understands how the juvenile court system operates, and feels confident that the courts will follow through. As a result, they are less likely to place blame. This kind of information sharing helps to facilitate a shared community perspective, and enhance collaborative relationships.

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***“I believe that if a person is made to feel that they are a resource, that helps to build a more productive, creative and effective relationship. Communities that Care... is about... sharing information and people’s skills to create a greater overall whole. The whole community is greater than the sum of its parts”***

***— Lou Jaureguiberry, Title V Coordinator,  
Las Vegas, New Mexico,  
as quoted in the November 10, 1999  
Hermit’s Peak Gazette.***

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## **1.2 Greater Access to Resources**

In addition to facilitating a broad, collective community perspective, having a diverse and inclusive PPB also means better access to resources, including financial and in-kind resources, as well as information about existing services and additional funding sources.

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***“Having a diverse board means things are covered that might not be covered otherwise such as being able to access space for meetings and activities and other in-kind like transportation and surveys in schools. They also help to disseminate information about Communities that Care throughout the community. They get the word out. The more people who know about it, the better”***

***— Beth Belter, PPB Member,  
Novi, Michigan***

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Often excluded from community prevention planning, members of the business sector have proven to be an invaluable resource to the PPB donating everything from “dollars and sense” advice

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on the financial aspect of community issues, to equipment, furniture and other goods to support program activities, to money for otherwise unattainable extras such as airfare to send program staff to training. Having high-profile business executives on the board also helps to “get things done.” In Klamath County, Oregon, for example, a bank president and PPB member was able to use his local real estate connections to help develop and support two new group homes and 50 ‘host’ homes for homeless and runaway youth.

Having PPB members who are connected to the people in the community also has its benefits. In Mansfield, Ohio, when the PPB decided to conduct a community survey as part of its risk and resource assessment, the Community Police Officers on the board offered to distribute the survey door-to-door. Already friendly with those living in the targeted community, the officers encouraged their participation and input. The response rate was overwhelming. In fact, PPB members felt they would never have received this type of response from a mail survey.

In many communities, the PPB serves as a kind of “information center” where members educate other members about the types of resources available in the community. Members learn about the array of services available in their community and who provides what service for what population. Through this education process, board members are better informed and so become more comfortable referring parents, youth, and other family members for service. It also helps to reduce duplication in services. In addition to the educational component, the PPB provides an informal forum in which community members can network. In doing so, the PPB offers an opportunity for new agencies and community groups to ask for help, when necessary. The PPB can also be an excellent resource for finding out about and securing other funding sources. When funding opportunities become available, the board is likely to have someone at the table with expertise in the funding area to help guide the application process.

Based on their experience with the Community Prevention Grants Program, PPB members across the country are convinced that a *collaborative, multidisciplinary* approach to community planning and resource sharing helps to broaden the

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***“The diversity of the board keeps us from going down the wrong path. If a represented agency has an idea for services that others don’t think will work, they let the agency know. The board members alert each other about potential programming pitfalls such duplication of services. The group...provides honest feedback to each other”***

**— Sandra Jackson, Past PPB Chairperson, Kodiak, Alaska**

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community’s perspective and put everyone involved “on the same page.” As a result, communities are better positioned to utilize existing resources, discover and obtain additional local and outside resources, and work together to develop the health and well-being of local children, youth, and families. As evidenced by the examples provided here, the PPB is doing more for communities than just bringing people together: the PPB is creating community *change*.

## **2. Creation of Broader Community-Level Systems Change**

In many communities risk and resource assessment results indicate target communities rich in program resources but lacking in either service coordination or healthy community beliefs and clear standards for behavior. Unlike traditional, program-focused change models the Community Prevention Grants Program does not specifically focus on developing new programs, but also encourages communities to implement *systems change* efforts as well. The aim of such efforts is to reduce risk factors and enhance protective factors through better coordination and less duplication of existing community services and more collaboration among local service providers, or by changing the laws, norms, and policies by which a community operates. As a result, many Title V communities implement prevention plans that focus, in part, on *systems change* strategies designed to improve existing service delivery systems or change community norms. The next section discusses two common systems change strategies and, in addition, explores the systems change inherent in the Community Prevention Grants Program model.

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***“Title V has made us less program oriented and made us realize that multiple, collaborative strategies are better”***

**— Joseph Martino, Prevention Coordinator,  
Luzerne County, Pennsylvania**

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## **2.1 Strategies for Systems Change**

For communities lacking program resources (e.g., communities that do not have after-school recreation, mentoring or parent training programs), the Community Prevention Grants Program provides an opportunity to bring into the community new programs designed to meet their unique risk- and protection-focused profile. For communities with ample program resources, however, where risk assessments have identified pressing concerns such as fragmented service delivery systems and duplication of efforts, generating new programs is not the best prevention strategy. In this type of situation, a community may use their Community Prevention Grants Program subgrant to coordinate and improve the systems that serve their community. For many communities, a community prevention coordinator—often the first one the community has ever had—is the answer to their needs.

In these communities, the community prevention coordinator is often a combination of community organizer, mobilizer, fund raiser, and service provider. This person’s primary job responsibilities are to facilitate networking and coordination among service delivery providers (many of whom are PPB members), and to monitor, coordinate, and provide oversight and support to existing program services. Through these activities, the coordinator seeks to increase service coordination, enhance collaboration among service providers, reduce duplication of effort and, in doing so, reduce risk and improve opportunities for children, youth, and families.

In York, Maine, the community is working diligently to improve the service delivery system across a five-town area. Focused on preventing delinquency by increasing the viability, availability and usage of key prevention resources for children and families, the coordinator there encourages service providers as well as others in the community to join the PPB as a means to enhance collaboration and improve local

service delivery. These efforts are paying off. In a community that is new to collaboration, the climate has already changed, and now people *want* to collaborate. Facilitated by the coordinator, the tremendous amount of information exchanged at PPB meetings has given members the insight necessary to go back to their respective agencies and make planning, staffing, and future funding decisions with other participating agencies, organizations and service providers in mind. Although the PPB is still evolving (York is in their first year of the Community Prevention Grants Program), it is expected that collaboration among PPB members will continue to improve and will eventually impact service delivery systems by helping to ensure that service providers coordinate their efforts and work cohesively to reach those in need of services.

Eager to impact high rates of substance abuse, crime, and low graduation rates, the PPB in Klamath County, Oregon decided their Title V money would be best spent to hire two Coordinators: a Juvenile Delinquency Prevention Coordinator (JDPC) and a part time Youth Peer Court Coordinator (YPCC). Tasked with bringing together a variety of local youth-focused service providers, including the juvenile courts and children and family services, the coordinators were to change both the way services were being delivered to youth and families and the manner in which community members responded to the issue of juvenile crime. They too are making progress. To date, the JDPC, in collaboration with other service providers, has made contact with and linked to needed services every first time offender and his or her family. The YPCC has created and coordinated a Youth Peer Court for first-time offenders that requires youth to acknowledge their action, apologize for it, and provide restitution or community service. As a result of their combined efforts, Klamath County now has in place for the first time a “system that really holds [first time offenders] accountable for their actions *but also* responds in a way that prevents future problems.”

Some communities are plagued by a lack of program resources *and* a lack of service coordination. In these circumstances, and sometimes just because certain target groups or areas require intensive attention, PPB members often choose to implement strategies that incorporate both a systems change component, such as a coordinator, and a program component,

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such as an after-school recreation program. Petersburg, Virginia is just such a place.

When the results of the risk and resource assessment pointed clearly to an area of the city that was characterized by extreme low neighborhood attachment and a variety of other problems *and* supported a large public housing complex, the PPB in Petersburg decided to focus attention there. Integrating the principles of systems change and program service into their Title V prevention plan, the city hired a prevention coordinator to help build relationships among housing complex residents and local educators and service providers, empower parents through education and support, *and* implement healthy program activities to ensure school success among youth. The outcomes of the coordinator's efforts are changing the community. To date, the coordinator has brought a multitude of services to the housing complex, including GED classes for parents, support groups and after-school tutoring for youth, and a Boy Scout troop. On a systems level, the coordinator has successfully forged relationships between the local schools and the community, relationships that have never before existed in this community.

Another commonly reported systems change strategy is for a community to develop and implement a project designed to change the laws, norms and policies that guide acceptable community behavior. For example, a community might implement a media campaign to increase community awareness of family violence or organize a lobbying effort to tighten local laws governing the sale of alcohol and tobacco.

After identifying favorable attitudes towards drugs as a priority risk factor, Building Healthy Communities, the PPB in Holland, Michigan decided a systems change project was the best method to impact a long-standing community acceptance of alcohol use. Building on an existing community plan for a public service campaign focused on alcohol and drug use, the PPB chose Attitudes Matter—a six week campaign that would bombard the community with anti-drug and drinking messages via billboards, community forums, and media ads. Although it is too early to discern the full impact of the campaign on community norms and behavior, there are signs that the message is being received. During the six-week time period, over one million people viewed

related TV ads and heard radio announcements, and over 9,500 anti-drug handbooks were distributed to parents at parent-teacher conferences.

Blair County, Pennsylvania chose to implement a systems change project because they wanted to have a positive impact on a county-wide level, not just at the neighborhood or community level. Over the three year course of their Title V funding, Blair County implemented three different multi-media campaigns, one each year. In the first year, the “ABC’s of Positive Parenting”—a campaign that associates each letter of the alphabet with a short phrase related to positive parenting—was everywhere. Flyers filled the weekly newspapers, and radio and television ads could be heard at all hours of the day. In the second year, Blair County focused their attention on domestic violence, a long-standing community problem. This time, No Excuse For Abuse stickers were distributed at local community events, and again, the message was delivered via radio and television ads. In the third year, high school students were recruited to deliver an Increase the Peace message on local television and radio spots. This time the message was a call for adults and youth alike to find alternatives to end conflicts other than violence and fighting.

Admittedly, this type of project is difficult to evaluate. The community is in the process of applying for funds to more fully evaluate the impact of their systems change efforts on local risk and protective factors. Until the evaluation is complete, however, the community remains optimistic that the effort is paying off and that the community is still getting the messages. Community members still request related materials, and PPB members report that they see the occasional window sticker or pamphlet in a public place.

The Community Prevention Grants Program supports systems change by encouraging communities to select prevention strategies that aim to change either the manner in which community services are organized and delivered, or the community norms, laws and policies that set the standards for acceptable community values and behavior. Providing communities the option to implement systems change strategies is not the only way the Community Prevention Grants Program promotes systems change, however. Built into the Program model is

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the opportunity for systems change. This next section will discuss the impact of the program model itself and provide examples that demonstrate the benefits of collaborative, community-based prevention initiatives.

## 2.2 The Community Prevention Grants Program: A Model for Systems Change

Designed as a “new way of doing business,” the Community Prevention Grants Program requires that police officers, judges, probation officers, teachers, clergy, child advocates, parents, and youth *work together* to develop and implement comprehensive prevention plans to address community needs. In many cases, this *is* systems change. The Title V Prevention Policy Board often represents the *first time* these various groups have collaborated to find common ground and collaborative solutions to shared community problems. In many communities this process also exemplifies the first time empirical data, rather than experience and intuition, have been used to drive community planning decisions. PPB members across the nation view the increasing strength of their collaborative and the subsequent increase in resource sharing and service coordination as some of the most positive effects of their participation in the Community Prevention Grants Program. The following examples demonstrate the types of systems-level change reported by communities that have fully integrated its principles. They include enhanced or increased:

- ◆ **Service delivery including reduced gaps and duplication in services**—“Organizations no longer seek funds or provide services in a vacuum. It’s always a collaborative effort now...We are no longer duplicating services...We have better cohesiveness in service delivery, and a bigger picture of community resources” Peggy Seal, Grants Coordinator, Missoula, Montana.
- ◆ **Communication between key community agencies and systems**—“There is better communication across agencies and systems... Better communication means better networking and better knowledge and that means better services...There’s just more cooperation” Denise Hotopp, Project Coordinator, Polk County, Iowa.

- ◆ **Resource sharing**—“[This project] has resulted in human service providers sitting around a common table and sharing resources. It’s very unique. It’s probably one of the largest collaborative, county-wide efforts that has ever gone on in this county” Ami Curtis, PPB Member, Holland/West Ottawa, Michigan.

These types of systems-level change strengthen the capacity of community members, organizations, agencies, and other institutional systems to work, collectively, to foster and sustain positive community change. And that’s what the Community Prevention Grants Program *was meant* to do. Based on the examples above, that’s what the Community Prevention Grants Program *is* doing. Sustaining positive community change, however, requires resources. The Community Prevention Grants Program is structured to foster the leveraging of other prevention resources. The following section addresses community experiences in leveraging additional support for the continuation of Community Prevention Grants Program activities and programs.

## 3. Leveraging Resources

The Community Prevention Grants Program incorporates the concept of maximizing the return on limited Federal funds. In the current environment of limited resources, effective leverage of existing funds is critical. The Community Prevention Grants Program process has helped position many communities to tap into other Federal, State and local public and private monies.

In many communities, the community mobilization and comprehensive planning process are key factors that enable them to secure additional funding. As many State and Federal agencies now require grant applicants to have in place a collaborative board and to conduct a risk or needs assessment, current and past Program subgrantees are finding themselves at a distinct advantage.

In Eloy, Arizona, for example, engaging in the Title V process gave the community the opportunity and skills necessary to strategically mobilize *and* look at community risk and protective factors. By providing the community with a process to follow that matched the requirements needed to apply for additional grants, the Community Prevention Grants Program

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ultimately positioned the community to leverage two other major grants: a State Incentive grant and a Drug Free Communities [Support] Grant. Having multiple sources of funding with a collaborative component also has helped to institutionalize in the community the principles of community collaboration and planning.

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***“Title V helped us to crystalize every prevention initiative that the [PPB] is sponsoring. It helped position us for the other grants”***

***— Ralph Varela, PPB Member,  
Pinal Hispanic Council, Eloy, Arizona***

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Having a pre-existing board in place helped Mansfield, Ohio leverage additional funds. Once their Title V grant ended, the PPB’s ongoing commitment to identifying and securing additional resources paid off. The community was able to obtain Federal, State and local funding. In addition, PPB members are convinced that funding applications submitted by a community board carry more weight with funders than do single agency applications. Representing all facets of a community, the PPB demonstrates to funders a broad level of community support for prevention, often a key factor in funding decisions.

In addition to the community mobilization and assessment requirement, incorporated into the Community Prevention Grants Program is an evaluation requirement that forces communities to document the process and outcomes of their prevention efforts, and track changes in both risk factors and juvenile problem behaviors. The Community Prevention Grants Program process encourages communities to set performance benchmarks and to use hard data to measure progress. Documentation of success lends credibility to a grant application and, therefore, increases a community’s chances of leveraging additional resources. Although many communities struggle to understand evaluation and develop and implement an evaluation plan, those who do find that evaluation helps them to both understand the impact of community prevention strategies on risk and protective factors and to leverage additional funds.

Having a rigorous evaluation component allowed Monmouth County, New Jersey to document the success of their Community Prevention Grants Program efforts—which included reductions in both detentions and suspensions in the local elementary and middle schools. More important, the community used the evaluation results to help strengthen requests for additional funding which they have secured from a variety of sources including OJJDP, the Governor’s Council on Alcohol and Drug Abuse, and the Substance Abuse Mental Health Services Administration (SAMSHA).

The Community Prevention Grants Program gave Klamath County, Oregon something more than the money to start new projects. The evaluation requirement helped them to understand the benefit to tracking and reporting data, which ultimately positioned them to obtain other funds. In tracking their progress, the community has been able to empirically demonstrate the success of their juvenile delinquency prevention and youth peer court coordinators. The data has helped the community present to potential funders a strong case for maintaining these two key positions. To date, the community has received funds from the local United Way, the Oregon Community Foundation, and ACCESS, a local community action group.

In Farmington Hills, Michigan, the PPB was able to leverage a sizable City contribution. Based on the continued success of the Farmington Hill’s Title V-sponsored after-school recreation centers—enrollment has increased from 1,200 middle school children in 1997 to 2,000 in 1999 and services continue to expand to meet demand and need—and the common agenda shared among City Council and PPB members to invest in the future of Farmington Hill’s children, the City Council has committed \$100,000 a year, over the next ten years, to support the community’s Title V initiative. With a total allocation of \$1 million, Farmington Hills intends to further expand the scope of after-school programming, but hopes now to have the resources necessary to reach the high-school population as well as those in middle-school.

This section provides encouraging evidence that the Community Prevention Grants Program model is creating community change, perhaps in ways that were not anticipated. Participation in the Program

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has helped communities across the nation develop community perspectives based on collaboration and inclusion, access previously unavailable information and resources, and create systems-level, community-wide change. The Community Prevention Grants Program *is* achieving its goals. Across the Nation, communities have been empowered to create focused, coordinated, and sustainable change to address juvenile crime and delinquency in a meaningful way.

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## IV. Concentration of Federal Efforts in Delinquency Prevention

Effective responses to the complex problems of delinquency and youth violence require coordinated, multidisciplinary efforts at the Federal, State and local levels. At the State and local levels, OJJDP provides funding, training, and technical assistance through programs such as the Community Prevention Grants Program. These programs encourage States and communities to combine funding streams, to use resources effectively and efficiently, and to enhance collaborative, coordinated prevention strategies. At the Federal level, OJJDP reflects this emphasis on collaboration by providing leadership in coordinating Federal delinquency prevention policy and initiatives through the Concentration of Federal Efforts (CFE) Program and the Coordinating Council on Juvenile Justice and Delinquency Prevention (Coordinating Council).

The CFE Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program seeks to eliminate duplication of effort and ensure that juvenile justice funds are used in the most cost-effective manner. The CFE Program has three primary responsibilities:

- ◆ To develop objectives and priorities for Federal juvenile delinquency prevention programs and activities.
- ◆ To identify Federal programs that address juvenile justice issues and promote a unified and cooperative approach.
- ◆ To submit annual recommendations to the President and Congress concerning the coordination of Federal juvenile delinquency programs and activities.

The CFE Program carries out these responsibilities through the Coordinating Council, an independent organization in the executive branch of the Federal Government established by the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The Council, which is comprised of nine ex-officio members (Exhibit 11) and nine juvenile justice

practitioners, coordinates overall policy and development of objectives and priorities for all Federal juvenile delinquency programs. The Attorney General chairs the Council, with the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) serving as the Vice-Chair.

In 1996, the Coordinating Council published and disseminated *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*. The Action Plan describes coordinated Federal efforts to strengthen State and local initiatives addressing juvenile violence and delinquency. In Fiscal Year 1999, the Coordinating Council focused on three of the Action Plan's eight primary objectives:

- ◆ To reduce youth involvement with guns, drugs, and gangs.
- ◆ To provide opportunities for children and youth, including those with disabilities.
- ◆ To break the cycle of violence by addressing youth victimization, abuse, and neglect.

The Council's key activities, described below, reflect the ongoing evolution of Federal strategies to address juvenile delinquency. At the Federal, State, and local levels, there continues to be increased emphasis on the development of comprehensive and collaborative strategies. As demonstrated by the following review of key activities during Fiscal Year 1999, the CFE Program and the Coordinating Council continue to play a critical role in encouraging, facilitating, and supporting development of effective, comprehensive, and inclusive delinquency prevention efforts.

### 1. Reduce Youth Involvement with Guns, Drugs, and Gangs

OJJDP-supported research on the causes and correlates of delinquency has identified a strong relationship among illegal gun possession by juveniles, delinquency, and drug use (Huizinga, et

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**Exhibit 11**  
**Members of Coordinating Council on Juvenile Justice and Delinquency Prevention**

The Coordinating Council is an independent body within the Executive Branch, chaired by the Attorney General of the United States. The Council is made up of the following nine statutory Federal agencies and nine juvenile justice practitioners:

- ◆ Office of Juvenile Justice and Delinquency Prevention (OJJDP)
- ◆ Department of Justice (DOJ)
- ◆ Immigration and Naturalization Services (INS)
- ◆ Department of Health and Human Services (HHS)
- ◆ Department of Labor (DOL)
- ◆ Department of Education (DOE)
- ◆ Department of Housing and Urban Development (HUD)
- ◆ Office of National Drug Control Policy (ONDCP)
- ◆ Corporation for National Service (CNS)

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al., 1994). The tragic school shootings of the past two years have heightened concern about violence, guns, and drugs in schools across the country. In his September 11, 1999 national radio address to the nation, President Clinton emphasized the importance of comprehensive, collaborative efforts to protect young people: “We know that the best solutions to the problems of youth violence come when everyone at the local level works together: students, parents, teachers, police officers, local judges, counselors, religious and community leaders.” To help facilitate collaboration at the community level, President Clinton announced the Safe Schools/Healthy Students initiative, an initiative supported by the Coordinating Council and the CFE program.

The Safe Schools/Healthy Students initiative provides more than \$100 million in grants to 54 communities nationwide. Communities are using the grant funds to design and implement comprehensive educational, mental health, social service, law enforcement, and juvenile justice services for youth. These services will help young people develop the social skills and emotional resilience needed to avoid violent behavior, as well as help schools to create a safe, disciplined, and drug-free learning environment. The initiative is designed to help make schools safer and protect

young people from violence, as well as drug and alcohol use.

The Safe Schools/Healthy Students initiative reflects an ongoing emphasis on collaboration and coordination at the Federal, State, and community levels. For the initiative, the U.S. Departments of Justice, Education, and Health and Human Services developed a single, streamlined application process that allows local education agencies to apply to a single Federal source—OJJDP—for support of a broad array of developmental, educational, and public safety services. In announcing the grant awards, Attorney General Janet Reno emphasized the importance of collaboration at all levels: “These funds will assist local communities and school systems in working collaboratively to develop comprehensive approaches to reduce violent behavior in our young people...We’ve been preaching collaboration at the community level for years. Now we’re finally doing it on a significant scale at the Federal level.”

**2. Break the Cycle of Violence by Addressing Youth Victimization, Abuse, and Neglect**

The OJJDP-sponsored Rochester Youth Development Study found that childhood

maltreatment is a significant risk factor for both self-reported violent delinquency and delinquency that results in contact with police. This study also suggests that the strength of the relationship between child maltreatment and serious or violent delinquency may increase as the maltreatment becomes more serious (Kelley, Thornberry, & Smith, 1997). Growing awareness of the risks faced by maltreated children prompted the Coordinating Council to establish the Interagency Working Group on the Link Between Child Maltreatment and Juvenile Delinquency. Established in 1998, the Working Group is yet another example of an evolving approach to delinquency prevention and reduction that emphasizes comprehensive and collaborative efforts. The Group provides a forum for discussing development of a coordinated, comprehensive, and multidisciplinary agenda for advancing research, policy, and practice on the link between child maltreatment and delinquency. The active participation of practitioners, researchers, and representatives of diverse agencies has been critical to the Group's success.

This year, in a continued effort to foster interdisciplinary collaboration at the State and local level, the Working Group, with the assistance of the Child Welfare League of America, convened four State Forums. The forums bring together State legislators, and representatives of child welfare, law enforcement, juvenile justice, and public health and mental health, among others, to foster collaboration among agencies, increase public awareness of the link between child abuse and juvenile delinquency, identify promising strategies for prevention and intervention, and promote local, community-based assessment, planning and implementation of effective practices.

The South Carolina forum is an excellent example of the collaborative approach that the CFE Program and the Coordinating Council strive to promote. Held in Columbia, South Carolina on May 7, 1999, this State Forum brought together over 300 Leaders including the directors of eight Cabinet and State agencies, United Way executives, school personnel, law enforcement officers, corporate leaders, and mental health professionals, among others, at the invitation of Governor Jim Hodges, to discuss policy and

practice related to child abuse, education, and juvenile delinquency.

The priorities identified, including increased collaboration among stakeholders and long-term planning, clearly reflected a shift at the State level toward increased emphasis on long-term, comprehensive, and collaborative strategies to address the needs of children and youth. Governor Hodges emphasized the importance of this shift as he opened the forum saying, "I am asking for the best thinking and collaboration of all us. We have no tolerance for turf battles. We must save our children!"

### **3. Provide Opportunities For Children And Youth, Including Youth With Disabilities**

Students with learning disabilities and behavioral disorders are more likely to engage in criminal and delinquent behaviors and be incarcerated than are other young people (Kelley, Loeber, Keenan, & DeLamatre, 1997). In addition, many children in the juvenile justice system have an identified learning or behavioral disability.

Consistent with the Action Plan's emphasis on providing opportunities for children and youth, including youth with disabilities, the Coordinating Council supports the work of the National Center on Education, Disability, and Juvenile Justice (EDJJ). The Center is jointly funded by the U.S. Department of Education, Office of Special Programs, and the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. Additional support for the Center comes from the Office of Vocational and Adult Education, U.S. Department of Education. Through a variety of activities, the Center seeks to develop more effective responses to the needs of youth with disabilities who are currently in, or at high risk for involvement in, the juvenile justice system. The Center's primary purpose is to identify and develop effective school and community-based prevention efforts, education programs in juvenile correctional facilities, and transitional services for youth as they leave the corrections system. Center activities include:

- ◆ Evaluation of the current state of policies and practices in the juvenile justice system.
- ◆ Synthesis of relevant research findings in delinquency prevention.
- ◆ Development of criteria for exemplary educational programs within the juvenile justice system.
- ◆ Establishment of a coordinated network of resources.
- ◆ Production of model blueprints that address EDJJ's three areas of focus.
- ◆ Dissemination of products and information.

The Coordinating Council also has developed a new Web site offering information and resources to disabled children, their families, and service providers. The site provides easy access to a broad array of information on advocacy, education, employment, health, housing, recreation, and training. In discussing the importance of this collaborative effort, then OJJDP Administrator Shay Bilchik said, "Disabilities are one of the many risks associated with juvenile crime and drug abuse. The knowledge available through this Web site may well serve to prevent future delinquency." The web site can be accessed at "www.childrenwithdisabilities.ncjrs.org."

#### 4. The Future

In an effort to build on the accomplishments of the past and prepare for the future, the Coordinating Council is preparing a National Juvenile Justice Action Plan Update summarizing key accomplishments during the past four years and outlining critical "next steps" to improve juvenile delinquency prevention efforts. The Council will produce a series of eight stand-alone bulletins. Each easy to read and practitioner-friendly bulletin will focus on one of the original Action Plan objectives.

In keeping with the comprehensive and collaborative approaches encouraged at the local level, development of the bulletins will be shared among all agencies represented on the Council. Although OJJDP will edit and disseminate the final products, eight small working groups made up of Federal representatives and practitioner members

will provide input for bulletin development, and all Council members will review each of the bulletins. These bulletins will provide a framework for continued CFE Program and Coordinating Council promotion of effective, comprehensive, and collaborative approaches to preventing juvenile violence and delinquency.

Through joint funding and support of activities that promote coordination and collaboration at the Federal, State and local levels, OJJDP and the Coordinating Council continue efforts to enhance our response to juvenile delinquency, including focused prevention efforts, and build our knowledge base about "what works" in delinquency prevention. In addition, by consolidating experiences and "lessons learned" in prevention, collaboration, and coordination and disseminating the information to the public through Web sites and bulletins, OJJDP and the Coordinating Council continue to help inform coordination and collaboration at the State and local levels to strengthen local initiatives addressing juvenile violence and delinquency, such as the Community Prevention Grants Program.

Through future activities and efforts, OJJDP and the Coordinating Council will contribute further to our understanding of the causes and correlates of juvenile delinquency, while moving all involved one step closer to meeting the goals of the *National Juvenile Justice Action Plan* and creating communities free of violence.

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## V. The Next Step: Integrating Efforts

Since 1994, the Community Prevention Grants Program has helped stimulate significant progress in communities nationwide. In providing communities the tools necessary to develop and implement *comprehensive, collaborative* prevention efforts to reduce juvenile delinquency and related problem behaviors, OJJDP has helped communities to learn and apply new and more effective methods of creating community change.

Throughout the Community Prevention Grants Program six year history, over 880 communities have brought together police officers, family court judges, and probation officers with teachers, social workers, clergy, child advocates, and parents and youth to empirically assess the needs of youth and families and develop and implement delinquency prevention plans to address these needs. In 1999, we know these efforts are paying off. Nationwide, multidisciplinary community prevention policy boards have stimulated broad-based support for community prevention activities and increased access to resources to help sustain integrated prevention initiatives. Systems change efforts have increased service coordination, enhanced collaboration among service providers, and reduced duplication of effort, resulting in reduced risk and improved opportunities for youth and families. Programs such as mentoring, after-school recreation, and tutoring have provided youth with opportunities to develop skills to succeed in life and avoid involvement in problem behaviors.

Now that many communities have demonstrated successful integration of the key principles of collaborative, community-based prevention planning into local delinquency prevention plans and effective implementation of prevention plans, what are the next steps in community-based delinquency prevention?

The first step is to continue to support communities to refine and monitor the skills necessary to implement collaborative, community-based prevention planning. Although many communities move easily through the four key stages of the

Community Prevention Grants Program, other communities struggle. OJJDP continues to offer training and technical assistance to every community that participates in the Community Prevention Grants Program. In addition, through the Community Prevention Grants Program national evaluation, and continued applied research on juvenile delinquency, OJJDP continues to advance understanding of the specific factors that both impede and enhance effective delinquency prevention planning and implementation, and to integrate such findings into ongoing program policies and training efforts.

Second, if communities are to move forward in their prevention efforts—to take the next step in preventing juvenile delinquency—we must support them to integrate all existing community prevention efforts, regardless of funding source, into one comprehensive system of support. In the last 10 years, with the increased emphasis at the Federal and State levels on the development of comprehensive, collaborative prevention strategies, Federal and State agencies have funded a variety of collaborative programs to prevent and reduce delinquency related problems such as substance abuse, teen pregnancy, and school violence. As a result, Title V communities are sometimes implementing numerous prevention initiatives each of which maintains its own prevention policy board, commission, or other planning body; conducts its own community assessment; and chooses and implements its own strategies to meet both identified needs and the funding requirements of each supporting agency—often without knowledge or use of the related work of others in the community. Despite the fact that many of these efforts are producing positive change, the results of years of research and experience continue to point to an integrated approach as the most effective (in terms of both costs and results) in combating juvenile delinquency and other youth problem behavior.

Finally, once communities have successfully integrated their prevention efforts, the next and most important step will be to support communities to

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integrate *all* local juvenile delinquency-focused efforts—including prevention, intervention and treatment—into a coordinated, community-based continuum of care that not only prevents the development of and interrupts the progression of delinquency and criminal careers, but also produces more productive and healthy citizens. Through programs such as the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, of which the Community Prevention Grants Program is the prevention component, OJJDP supports and encourages communities to strive toward and achieve this goal.

As the Community Prevention Grants Program moves into its 7<sup>th</sup> year, OJJDP will strive to *improve coordination* and *facilitate integration* of efforts at the Federal, State and community levels by meeting the following objectives:

- ◆ *Develop and endorse programs that support communities to eliminate duplicative planning processes.* Many juvenile delinquency prevention programs require communities to develop a Prevention Policy Board or community coalition. The Community Prevention Grants Program does not specifically focus on developing new policy boards to meet the program guidelines, but instead encourages communities to utilize existing community boards. To support communities to integrate prevention efforts, OJJDP will continue to encourage and support communities to utilize existing local boards for *all* community prevention planning.
  
- ◆ *Support States and communities to identify ways in which various prevention programs can build on each other.* Given that most juvenile delinquency prevention programs are related to families and children—a key to delinquency prevention—many programs share similar goals, objectives and even certain program elements. To facilitate linkages between prevention efforts, both within the agency and in collaboration with its Federal partners, OJJDP will continue to develop and support programs that require stakeholders at the State and community levels to work together to share ideas and information.

- ◆ *Support States and communities to move beyond prevention strategies toward a comprehensive community-based continuum of services.* Through the Community Prevention Grants Program many communities have successfully mobilized individuals and resources to work toward preventing juvenile delinquency and youth problem behaviors. To help communities integrate community prevention, intervention and treatment strategies, OJJDP will encourage States and communities to build on the momentum created by the Community Prevention Grants Program and apply what they have learned through their experience and training to develop a comprehensive, continuum of services.

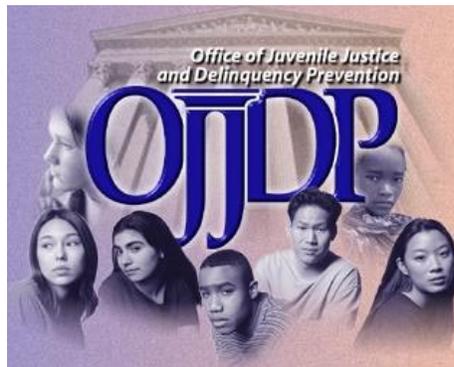
Through these efforts, OJJDP continues to set a precedent for community change that supports and emphasizes the importance of integrating efforts across all systems responsible for working with at-risk youth and their families. By supporting the development of effective, comprehensive and, most important, integrated delinquency prevention efforts, OJJDP continues to build bridges between all agencies that serve communities, families and youth to support progress towards our overarching goal to reduce juvenile delinquency.

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

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

**<http://ojjdp.ncjrs.org>**



**Contact the Juvenile Justice Clearinghouse at:**

**Phone: 800-638-8736**  
**Fax: 301-519-5212**  
**Address: P.O. Box 6000**  
**Rockville, MD 20849-6000**  
**E-Mail: [askncjrs@ncjrs.org](mailto:askncjrs@ncjrs.org)**  
**Web Site: <http://ncjrs.org>**

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# APPENDIX

## RISK FACTORS FOR UNHEALTHY ADOLESCENT BEHAVIORS

The following is a summary of risk factors identified in longitudinal studies as predictors of adolescent health and behavior problems. The problem behaviors they predict are indicated in parentheses.

### Community Risk Factors

**Availability of drugs (substance abuse).** The more easily available drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community (Gorsuch & Butler, 1976). Perceived availability of drugs in school is also associated with increased risk (Gottfredson, 1988).

**Availability of firearms (delinquency, violence).** Firearms, primarily handguns, are the leading mechanism of violent injury and death (Fingerhut, Kleinman, Godfrey, & Rosenberg, 1991). Easy availability of firearms may escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that areas with greater availability of firearms experience higher rates of violent crime including homicide (Alexander, Massey, Gibbs, Altekruise, 1985; Kellerman, Rivara, Rushforth et al., in review; Wintunute, 1987).

**Community laws and norms favorable toward drug use, firearms, and crime (substance abuse, delinquency, and violence).** Community norms—the attitudes and policies a community holds in relation to drug use, violence, and crime—are communicated in a variety of ways: through laws and written policies, through informal social practices, through the media, and through the expectations that parents, teachers, and other members of the community have of young people. When laws, tax rates, and community standards are favorable toward substance abuse or crime, or even when they are just unclear, young people are at higher risk.

One example of a community law affecting drug use is the taxation of alcoholic beverages. Higher rates of taxation decrease the rate of alcohol use (Levy & Sheflin, 1985; Cook & Tauchen, 1982). Examples of

local rules and norms that also are linked with rates of drug and alcohol use are policies and regulations in schools and workplaces.

**Media portrayals of violence (violence).** There is growing evidence that media violence can have an impact upon community acceptance and rates of violent or aggressive behavior. Several studies have documented both long- and short-term effects of media violence on aggressive behavior (Eron & Huesmann, 1987; National Research Council, 1993).

**Transitions and mobility (substance abuse, delinquency, and school dropout).** Even normal school transitions can predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rates of drug use, school dropout, and anti-social behavior may occur (Gottfredson, 1988).

Communities characterized by high rates of mobility appear to be at an increased risk of drug and crime problems. The more the people in a community move, the greater the risk of criminal behavior (Farrington, 1991). While some people find buffers against the negative effects of mobility by making connections in new communities, others are less likely to have the resources to deal with the effects of frequent moves and are more likely to have problems.

**Low neighborhood attachment and community disorganization (substance abuse, delinquency, and violence).** Higher rates of drug problems, crime, and delinquency and higher rates of adult crime and drug trafficking occur in communities or neighborhoods where people have little attachment to the community, where the rates of vandalism are

# Risk Factors for Health and Behavior Problems

Risk Factors	Adolescent Problem Behaviors				
	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
<b>Community</b>					
Availability of Drugs	✓				
Availability of Firearms		✓			✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓			✓
Media Portrayals of Violence					✓
Transitions and Mobility	✓	✓		✓	
Low Neighborhood Attachment and Community Organization	✓	✓			✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓
<b>Family</b>					
Family History of the Problem Behavior	✓	✓	✓	✓	
Family Management Problems	✓	✓	✓	✓	✓
Family Conflict	✓	✓	✓	✓	✓
Favorable Parental Attitudes Toward and Involvement in the Problem Behavior	✓	✓			✓
<b>School</b>					
Early and Persistent Antisocial Behavior	✓	✓	✓	✓	✓
Academic Failure Beginning in Elementary School	✓	✓	✓	✓	✓
Lack of Commitment to School	✓	✓	✓	✓	
<b>Individual/Peer</b>					
Rebelliousness	✓	✓		✓	
Friends Who Engage in the Problem Behavior	✓	✓	✓	✓	✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓	
Early Initiation of the Problem Behavior	✓	✓	✓	✓	✓
Constitutional Factors	✓	✓			✓

Source: Howell, J. (Ed.). 1995. *Guide for implementing the comprehensive strategy for serious, violent, and chronic juvenile offenders*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

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high, and where surveillance of public places is low (Murray, 1983; Wilson & Hernstein, 1985).

Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the key players in the neighborhood—such as merchants, teachers, police, and human and social services personnel—live outside the neighborhood, residents' sense of commitment will be less. Lower rates of voter participation and parental involvement in school also reflect attitudes about community attachment. Neighborhood disorganization makes it more difficult for schools, churches, and families to pass on pro-social values and norms (Herting & Guest, 1985; Sampson, 1986).

**Extreme economic and social deprivation (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** Children who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions, and high unemployment are more likely to develop problems with delinquency, teen pregnancy, and school dropout or to engage in violence toward others during adolescence and adulthood (Bursik & Webb, 1982; Farrington et al., 1990). Children who live in these areas *and* have behavior or adjustment problems early in life are also more likely to have problems with drugs later on (Robins & Ratcliff, 1979).

## **Family Risk Factors**

**A family history of high-risk behavior (substance abuse, delinquency, teen pregnancy, and school dropout).** If children are raised in a family with a history of addiction to alcohol or other drugs, their risk of having alcohol or other drug problems themselves increases (Goodwin, 1985). If children are born or raised in a family with a history of criminal activity, their risk for delinquency increases (Bohman, 1978). Similarly, children who are born to a teenage mother are more likely to be teen parents, and children of

dropouts are more likely to drop out of school themselves (Slavin, 1990).

**Family management problems (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** Poor family management practices are defined as a lack of clear expectations for behavior, failure of parents to supervise and monitor their children, and excessively severe, harsh, or inconsistent punishment. Children exposed to these poor family management practices are at higher risk of developing all of the health and behavior problems listed above (Patterson & Dishion, 1985; Farrington, 1991; Kandel & Andrews, 1987; Peterson et al., 1994; Thornberry, 1994).

**Family conflict (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** Although children whose parents are divorced have higher rates of delinquency and substance abuse, it appears that it is not the divorce itself that contributes to delinquent behavior. Rather, conflict between family members appears to be more important in predicting delinquency than family structure (Rutter & Giller, 1983). For example, domestic violence in a family increases the likelihood that young people will engage in violent behavior themselves (Loeber & Dishion, 1984). Children raised in an environment of conflict between family members appear to be at risk for all of these problems behaviors.

**Parental attitudes and involvement in the problem behavior (substance abuse, delinquency, and violence).** Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of their children (Brook et al., 1990; Kandel, Kessler, & Maguiles, 1978; Hansen, Graham, Shelton, Flay, & Johnson, 1987). Children of parents who excuse their children for breaking the law are more likely to develop problems with juvenile delinquency (Hawkins & Weis, 1985). Children whose parents engage in violent behavior inside or outside the home are at greater risk for exhibiting violent behavior.

In families where parents use illegal drugs, are heavy users of alcohol, or are tolerant of children's use, children are more likely to become drug abusers in adolescence. The risk is further increased if parents involve children in their own drug or alcohol-using behavior—for example, asking the child to light the parent's cigarette or get the parent a beer from the refrigerator (Ahmed, Bush, Davidson, & Iannotti, 1984).

## School Risk Factors

**Early and persistent antisocial behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** Boys who are aggressive in grades K-3 or who have trouble controlling their impulses are at higher risk for substance abuse, delinquency, and violent behavior (Loeber, 1988; Lerner & Vicary, 1984; American Psychological Association, 1993). When a boy's aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This also applies to aggressive behavior combined with hyperactivity (Kellam & Brown, 1982).

**Academic failure beginning in late elementary school (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, teen pregnancy, and school dropout. Children fail for many reasons, but it appears that the *experience* of failure itself, not necessarily ability, increases the risk of these problem behaviors (Jessor, 1976; Farrington, 1991).

**Low commitment to school (substance abuse, delinquency, teen pregnancy, and school dropout).** Lack of commitment to school means the child has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for the problem behaviors listed above (Gottfredson, 1988; Johnston, O'Malley, & Bachman, 1991).

## Individual/Peer Risk Factors

**Rebelliousness (substance abuse, delinquency, and school dropout).** Young people who feel they are not part of society or are not bound by rules, who don't believe in trying to be successful or responsible, or who take an actively rebellious stance toward society are at higher risk of drug abuse, delinquency, and school dropout (Jessor & Jessor, 1977; Kandel, 1982; Bachman, Lloyd, & O'Malley, 1981).

**Friends who engage in the problem behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** Young people who associate with peers who engage in a problem behavior—delinquency, substance abuse, violent activity, sexual activity, or dropping out of school—are much more likely to engage in the same problem behavior (Barnes & Welte, 1986; Farrington, 1991; Cairns, Cairns, Neckerman, Gest, & Gairepy, 1988; Elliott et al., 1989).

This is one of the most consistent predictors that research has identified. Even when young people come from well-managed families and do not experience other risk factors, just spending time with friends who engage in problem behaviors greatly increases the risk of that problem developing.

**Favorable attitudes toward the problem behavior (substance abuse, delinquency, teen pregnancy, and school dropout).** During the elementary school years, children usually express anti-drug, anti-crime, and pro-social attitudes and have difficulty imagining why people use drugs, commit crimes, and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places them at higher risk (Kandel et al., 1978; Huesmann & Eron, 1986).

**Early initiation of the problem behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout).** The earlier

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young people drop out of school, use drugs, commit crimes, and become sexually active, the greater the likelihood that they will have chronic problems with these behaviors later (Elliott et al., 1986). For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems than those who wait until after the age of 19 (Robins & Przybeck, 1985).

**Constitutional factors (substance abuse, delinquency, and violence).** Constitutional factors are factors that may have a biological or physiological basis (Hawkins & Lam, 1987). These factors are often seen in young people with behaviors such as sensation-seeking, low harm-avoidance, and lack of impulse control. These factors appear to increase the risk of young people abusing drugs, engaging in delinquent behavior, and/or committing violent acts.

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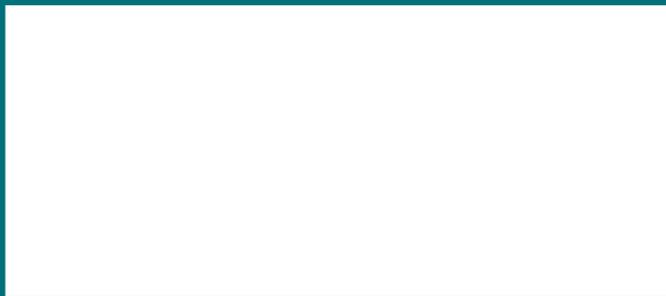
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