



# Report of NIJJD

*Fiscal Year 1986*

National Institute for Juvenile  
Justice and Delinquency  
Prevention

Office of Juvenile Justice  
and Delinquency Prevention

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**Office of Juvenile Justice  
and Delinquency Prevention**

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# Research and Program Development Division

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## Goals and Objectives of the Research and Program Development Division

The National Institute for Juvenile Justice and Delinquency Prevention was established by section 241 of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1984 (Public Law 98-473). This report is a synopsis of interim and final results of research and program development projects produced during Fiscal Year 1986. The purpose of the Institute, through the Research and Program Development Division is:

1. To conduct, encourage, and coordinate research and evaluation into any aspect of juvenile delinquency, particularly with regard to new programs and methods that seek to strengthen and maintain the family unit or that show promise of making a contribution toward the prevention and treatment of juvenile delinquency.
2. To encourage the development of demonstration projects in new, innovative techniques and methods to prevent and treat juvenile delinquency.
3. To provide for the evaluation of all juvenile delinquency programs assisted under the Juvenile Justice Act to determine the results and effectiveness of such programs.
4. To provide for the evaluation of any other Federal, State, or local juvenile delinquency program upon the request of the Deputy Administrator.
5. To prepare studies concerning the prevention and treatment of juvenile delinquency and related matters. Such studies are conducted in cooperation with educational institutions, with Federal, State, and local agencies, and with appropriate individuals and private agencies and include the following:

(a) Recommendations designed to promote effective prevention and treatment, particularly by strengthening and maintaining the family unit.

(b) Assessments regarding the role of family violence, sexual abuse or exploitation, media violence, the improper handling of youth placed in one State by another State, the possible ameliorating roles of familial relationships, special education, remedial education, and recreation, and the extent to which youth in the juvenile system are treated differently on the basis of sex, race, or family income and the ramifications of such treatment.

(c) Examinations of the treatment of juveniles processed in the criminal justice system.

(d) Recommendations about effective ways to deter juvenile gangs from illegal activities or promote lawful activities among gangs.

The Research and Program Development Division of the National Institute for Juvenile Justice and Delinquency Prevention is also responsible for designing and facilitating major research as specified in the Missing Children's Assistance Act (Title IV) of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The purpose of the Research and Program Development Division is:

1. To collect detailed data from selected States or localities on the investigative practices law enforcement agencies use in missing children's cases.
2. To increase knowledge of, and develop effective treatment pertaining to the psychological consequences, for both parents and children, of abduction and sexual exploitation.
3. To address the particular needs of missing children by minimizing the nega-

tive impact of judicial and law enforcement decisions on children who are victims of abuse or sexual exploitation and by promoting active participation of children and their families in handling cases involving child abuse or sexual exploitation.

Given this broad congressional mandate, the Research and Program Development Division has organized research into three major areas:

1. Etiology and Prevention of Delinquent Behavior and Child Exploitation,
2. Improvement of the Juvenile Justice System, and
3. Development of Alternatives to the Traditional Juvenile Justice System.

In Fiscal Year 1986, the majority of the resources in each of these areas were focused on serious juvenile crime and protection of abused and exploited children. The major issues addressed included:

1. The extent and nature of juvenile involvement in crime.
2. Factors related to juvenile involvement in crime and delinquent career patterns.
3. Prevention of juvenile crime and exploitation of children.
4. Justice system handling of juvenile offenders and nonoffenders.
5. Alternatives to the traditional juvenile justice system for handling juvenile offenders and nonoffenders.

These areas were addressed through basic research, policy research, and program evaluation. The Research and Program Development Division applied the results of research to further policy development, to the design of delinquency prevention programs, to the improvement of the operations of the justice system, and to the control and rehabilitation of juvenile offenders.

The goal of the Research and Program Development Division is to develop sound information to guide Federal, State, and local policymakers and practitioners in allocating limited resources to prevent and control juvenile crime and to protect abused and exploited children.

## **Etiology and Prevention of Delinquent Behavior and Child Exploitation**

This area includes three major types of research and program development: (1) the examination of the etiology of delinquency and delinquent career patterns; (2) the integration of research on the causes and correlates of delinquency with prevention program development; and (3) the assessment of issues regarding child victimization, particularly, physical abuse, sexual exploitation, and abduction as well as other categories of missing children.

### **Examination of the Etiology of Delinquency and Delinquent Career Patterns**

A variety of studies has been conducted that expand our understanding of the correlates and causes of the onset, duration, and intensity of delinquent activity. Overall, this research supports the conclusion that no single cause accounts for all delinquency, and no single pathway or developmental progression leads to a life of crime.

Certain studies focused on the identification of early behavioral problems that might indicate that a child is especially "high risk" for subsequent delinquency. In the family setting, the research found that high risk children challenged parental authority or were difficult to control at home. In the school setting, high risk children displayed what might be considered nonadaptive or nonconforming behavior patterns in the elementary classroom. While such early problem behavior may not have had origins of hostility and defiance, if these disruptive behavior patterns pro-



duced negative peer and angry adult reactions, antisocial and delinquent behaviors were likely to emerge with increasing age.

Other researchers have investigated youth entering adolescence. At this stage of a youth's socialization, delinquency risk factors include association with delinquent peers, alienation from parents and school authorities, disrespect for the law, lack of educational achievement, residence in a high crime neighborhood, and experimentation with alcohol and drugs.

Several long-term studies have been supported to identify factors related to substantial serious and violent delinquency. These studies have been conducted in a variety of jurisdictions--Los Angeles, California; Philadelphia, Pennsylvania; Racine, Wisconsin; and Columbus, Ohio. Their goal is the identification of correlates and causes of delinquency and the development of serious delinquent careers. Researchers consistently found evidence of the concentration of serious delinquency. For example, in the 1958 Philadelphia birth cohort study, 982 chronic delinquents (who represented 7.5 percent of the total cohort and 23 percent of the delinquents) accounted for 61 percent of all offenses, including 68 percent of all UCR index offenses. Factors such as violence in the family, involvement in law-violating gangs and groups, use of alcohol and other drugs, and residence in a high crime neighborhood all seem to contribute to chronic involvement of a small proportion of offenders in serious crime.

Even though we know that a small proportion of youth are serious, chronic offenders, our ability to predict an individual's future involvement in crime remains limited. The strongest predictor is past delinquent behavior, particularly when such behavior begins early, occurs frequently, and involves serious offenses. However, this information is still not adequate to allow us to predict, with a socially acceptable degree of accuracy, who will continue to be involved in crime.

Most delinquent behavior appears to decline in seriousness and discontinue after the teenage period. However, it is apparent that many juvenile offenders who have frequent police contacts and numerous court referrals will not readily desist from committing criminal acts as adults. A number of our long-term delinquency career studies are continuing to track study youth into adulthood in order to examine the relationship between juvenile delinquency and adult criminal careers. For instance, a study in Columbus, Ohio, found that juveniles arrested as adults were more likely to be male, to have been first arrested at a younger age, to have been chronic offenders as juveniles, to have engaged in more serious violent offenses as juveniles, and to have been committed to a state juvenile correctional facility. Research on delinquency careers has highlighted the need for concentrating justice system resources on those few individuals who repeatedly victimize the community.

#### Highlights of Results

During Fiscal Year 1986, the Research and Program Development Division continued several research studies that focused on the serious and violent delinquent career. Also, work proceeded or was initiated on a number of projects to study the factors related to prosocial versus antisocial child and adolescent development. These studies examined the relationship of the individual child, the family (including foster care experiences), and the community in the etiology of delinquency and drug abuse. An overview of these studies and findings, when available, is presented below.

In a delinquent career study, researchers are seeking to enhance our ability to predict Early Correlates of Violent Offense Careers. This study consists of a 30-year data base analysis (from 1950 to 1980) of the criminal careers of a cohort of 7,100 juvenile offenders petitioned to the Los Angeles County Juvenile Court during an 18-month period. The study centers on the 1950 census date. Violence prone juvenile offenders who continue to exhibit a young adult criminal history characterized by violent

offenses will be identified and compared with juveniles who did not persist in violent and serious adult crime. The objective of this research is to aid in the early identification of personal, social, economic, and offense pattern factors that characterize the serious and violent juvenile offenders who continue criminal activity as adults.

The preliminary analyses showed that in general, the adult criminal careers of juveniles who have been formally adjudicated for delinquency extend much later into adulthood than is typically found in samples that include adults who do not have known records of juvenile offense. Three patterns of adult criminal careers became evident for the individuals in the 1950 cohort who continued in crime as adults. Sixteen percent of the male adult criminal careers were essentially terminated by about 35 to 40 years of age, corresponding to the age-related decline in criminal activity generally. Eighteen percent of the male adult criminal careers were characterized by an early onset of the adult career extending over the three decades of the followup period, with a record almost entirely of petty offenses. Over 64 percent of the male adult criminal careers were characterized by a very high frequency (over 50 felony arrests) of serious offenses continuing over the entire span of the 35-year followup period. Approximately 17 percent of the juvenile cohort did persist in criminal activity as adults. The females in the group of serious long-term offenders matched the male members in both seriousness and persistence of offenses.

Of the juveniles petitioned to court in 1950 for a violent offense (and arrested subsequently as adults), 52 percent fell into the serious and persistent adult offense category. Blacks and Hispanics petitioned to the juvenile court for violent offenses (and arrested as adults) show higher proportions in the serious and persistent adult offense pattern than do whites (63 percent and 64 percent respectively, versus 35 percent for whites). An unexpected finding is that 51 percent of juveniles petitioned to court in 1950 for dependency, neglect,

and abuse (and arrested as adults) fell into the serious and persistent adult offense category.

The final report will include:

- a series of analyses comparing relevant attributes of the total 1950 cohort with those who became adult career offenders;
- an analysis of differences among adult offender career types with respect to their demographic, socioeconomic, familial, and ecological characteristics during their juvenile years; and
- an analysis of the dispositions of arrests of the adult career offender group, examining differences among its subgroups--by age, sex, ethnicity, type of offense, type of career with respect to seriousness and persistence, and period of arrest.

A 7-Year Followup of Formerly Incarcerated Violent Juveniles was completed. The purpose of this continued research was to complete an epidemiological follow-up study of a sample of 97 formerly incarcerated delinquents to determine those neurological, psychiatric, psychoeducational, and family factors or constellations of factors characteristic of incarcerated delinquents that are associated with good adult adaptation and those associated with ongoing antisocial violent behavior. The goal was to assist with program planning, treatment, and disposition.

The most important finding of the study was that 87 of the 97 juveniles in the original sample had an adult arrest by the time of followup. The average age at which a subject was first arrested was 16.8 years; the youngest was just 15 years old; the oldest was just short of his twenty-second birthday.

Not only had the overwhelming majority of subjects been arrested by the time of followup, but also, 79 had been incarcerated at least once. Fifty-seven had spent more than a year in prison, and 11 had spent over 5 years in prison.



Other major findings indicate first that specific factors identifiable during a subject's adolescence, such as cognitive, psychiatric, neurological, behavioral, and family disturbances, are associated with ongoing adult violent antisocial behavior. This study not only confirms the findings of others that race and early violence are associated with later violence, but also indicates clearly that race and early violence, in the context of other biopsychosocial vulnerabilities, are of diminished importance.

The researchers indicate that major factors associated with adult violent criminality (e.g., neurological, cognitive, psychiatric disorders, and family abusiveness and violence) can be identified and treated during childhood and adolescence. They therefore point toward the development of programs to target the most vulnerable delinquent children and provide them and their families with appropriate services to curtail current maladaptive behaviors and prevent future violence.

The Effects of Foster Care on Delinquency: An Administrative Records Study was a pilot effort to determine which experiences in foster care contributed to delinquency and which arrangements appeared to effectively prevent or reduce delinquency. Before finalizing the research design, the investigator conducted a literature review of empirical research on the relationship of foster care and delinquency. Few studies were identified that looked at foster children after discharge from care. Even fewer studies examined simultaneously the relationships among pre-foster care experiences, in-care experiences, and post-foster care experiences. Findings from previous relevant studies could not be considered conclusive due to apparent methodological constraints such as small sample size, no adequate comparison group, questionable accuracy of data sources, omission of relevant factors, and absence of longitudinal designs. The findings across studies were frequently contradictory, particularly regarding the comparative benefits of foster care placement versus remaining at the family home.

The findings from the present study indicate that overall, children committed to foster care were slightly more likely to have come into contact with the court as a result of a delinquent act. The relationship between the foster care experience and delinquency was stronger for children who were older when the petitions on their behalf were filed with the court. When the time between filing the petition and case resolution is used as the basis of comparison instead of formal commitment to foster care (e.g., less than 2 months versus 2 months or more), the relationship is much stronger. Children who were under court supervision (usually an out-of-home placement) for more than 2 months were significantly more likely to have a record with the juvenile court.

This study focused attention on the difficulties involved in developing a research design that adequately tests whether a relationship exists and that takes into account the practical difficulties involved in executing such a design. Such research projects are generally difficult to design. An ideal design to explore this hypothesis would involve a study or studies that systematically examine the lives of all children placed in foster care, whether or not they commit delinquent acts. In addition, the study should include a comparison group of children from similar family, economic, racial, and urban/rural backgrounds--those children matched as closely as possible on all factors that are thought to be related to delinquency except for the foster care experience itself.

Work is continuing on the Delinquency in a Birth Cohort Followup study that builds on the existing data base collected on 27,160 males and females born in Philadelphia in 1958. In the past, researchers restricted their data collection to school, police, and court records. In the followup study, researchers are interviewing a nonproportional stratified random sample of 2,000 of the original 1958 sample. Interviews will focus on such theoretically relevant topic areas as socialization, community/neighborhood factors, socioeconomic

status, family background, gang influences, situational contingencies, child abuse and neglect, stressful events, drug involvement, self-concept, personality, and psychopathy.

An Executive Session on Juvenile Justice with Special Sessions Focused on Role of Family was sponsored to create a forum for the discussion of basic and critical issues facing the juvenile justice system. Federal, State, and local public and private experts were convened to establish dialogue regarding social policies related to juvenile crime. Current policies and potential policy revisions were reviewed.

The first four executive sessions repeatedly identified the family as the institution that perhaps has the most decisive effects on the volume and nature of the workload of the juvenile justice system. Accordingly, a subset of the sessions focused on the family and juvenile justice. A series of papers on family research, promising strategies for strengthening families, and government policies and programs were prepared.

Listed below are the titles of draft papers that resulted from the study. The following papers will be incorporated into a book entitled From Children to Citizens: Families, Schools, and Delinquency Prevention to be published under private auspices by spring of 1987:

1. What Policymakers and Practitioners Can Learn From Family Studies of Juvenile Conduct Problems and Delinquency
2. Early Precursors of Frequent Offending
3. Biomedical Problems in Juvenile Delinquency: Issues in Diagnosis and Treatment
4. The Implications of Early Intervention Efforts for the Primary Prevention of Juvenile Delinquency
5. The Family as Context for Delinquency Prevention: Demographic Trends and Political Realities

6. Contingency Management with Oppositional Children: Some Critical Teaching Issues for Parents

7. Can Preschool Programs Help Prevent Delinquency?

8. Delinquency Prevention and Labeling

9. Delinquency Prevention Through Parent Training: Results and Issues From Work in Progress

10. Giving the Juvenile Court a Preschool Education

11. The Federal Government and the Family

12. Multiproblem Families and the Community: An Exploration of Their Potential for the Combat of Unruly and Delinquent Behavior

13. Strategic Opportunities for Delinquency Prevention

Three major longitudinal studies were initiated in Fiscal Year 1986 under the Program of Research on the Causes and Correlates of Delinquency. The primary research goal is an improved understanding of the development of prosocial and antisocial behavior patterns.

During Phase I, each of the three research teams will refine their preliminary research design, develop assessment instruments, identify sample children and youth, and initiate data collection. They will collaborate to ensure comprehensive coverage of key research questions, to develop comparable measures, and to establish multiple longitudinal data bases, which could be subjected to aggregate secondary analysis on selected issues.

Researchers have expended substantial effort in the past to isolate the risk factors associated with an increased propensity for delinquent behavior and drug abuse. The Program of Research on

the Causes and Correlates of Delinquency does not call for replication of prior studies, but rather for innovation in overcoming the methodological shortcomings of previous research.

For example, due to technological limitations and funding constraints, past studies have frequently focused on a narrow range of factors, have lacked an interdisciplinary approach to the investigation of child development, and have not collected data at points in time that allow for interpretation of causal sequencing.

Under this initiative, emphasis will be placed on conducting prospective longitudinal studies instead of relying heavily on retrospective and archival data sources. Involved researchers will address not only those demographic factors that are easy to measure and relatively immutable, but also will collaborate to devise assessment techniques to capture data on risk factors that are more difficult to measure but that are more suitable targets for change through prevention and intervention strategies.

The objectives considered most critical to this program of research are:

1. To identify the sequential ordering of different developmental processes and life experiences, including social, psychological, behavioral, and environmental, that lead to either positive socialization or adaptation of a delinquent or criminal lifestyle.
2. To identify predisposing factors of whatever nature that characterize a child at risk of involvement in antisocial behavior, delinquency, and crime.
3. To examine the etiology of crime and delinquency in the context of the community, family, and individual differences.
4. To enhance our ability for early identification of and intervention with high risk children for the prevention of delinquency.

5. To advance the development of a sound theoretical framework for developing effective strategies for delinquency prevention and justice system intervention.

The following is a brief discussion of the preliminary research design for each of the three studies to be conducted under the Program of Research on the Causes and Correlates of Delinquency.

A Longitudinal Multi-Disciplinary Study of Developmental Patterns will take place in Denver, Colorado. Denver was chosen because of its ethnic (white, black, Hispanic) and social class mix, and its level of reported crime.

The principal investigators have expanded on their previous social-psychological model of delinquency to encompass a host of childhood factors (i.e., biological determinants, family disruptors, parent behavior and belief systems, and child personality) considered theoretically relevant to the development of prosocial and antisocial behavior.

The proposed sample will total 1,500 children and youth, including an estimated 675 high risk subjects. High risk individuals residing in neighborhoods characterized by social conditions linked to delinquent behavior will be overrepresented in the sample. The sample will be identified by screening approximately 20,000 households.

The researchers efficiently cover a broad developmental range (from 7 to 17 years) by initially including five age cohorts (7, 9, 11, 13, and 15 years) and conducting three annual waves of data collection.

The second study under this program of research is an investigation of Progressions in Antisocial and Delinquent Child Behavior. The researchers hypothesize that defective socialization in childhood may lead to subsequent antisocial and delinquent behavior. The researchers will investigate the multiple pathways that distinguish between nonaggressive and aggressive delinquency outcomes. They recognize that predictors or risk factors

are not perfect and will study closely those individuals who experience positive development, especially those considered at risk who do not develop delinquent habits.

This study will document developmental progressions of 7-, 10-, and 13-year-old black and white males from Pittsburgh's inner city. By the end of the study, the age groups will overlap, which is considered a major analytical advantage. The study participants will be screened for risk with 300 comparison boys per age cohort, thus a total sample of 1,800. Half-yearly assessments will be conducted of the most critical variables and will include the parents', the teachers', and the child's reports of antisocial behavior. During Phase I, the researchers will investigate various options for assessing the relationship of community ecological factors, school climate, and justice system contacts/sanctions to delinquency.

The third project included in this program of research is A Panel Study of a Reciprocal Causal Model of Delinquency. The major innovation proposed in this work is an examination of the role delinquency plays in affecting the traditional causal agents; that is, instead of viewing delinquent involvement as purely an outcome, the researchers will examine the reciprocal effect delinquent involvement has on other variables (i.e., peer associations, school achievement, employment). The researchers will also assess the impact of the juvenile justice system on subsequent behavior.

The Panel Study will take place in a medium size city in upstate New York. The sample will include a range of communities with 600 boys and girls from low socioeconomic status (SES) and high crime neighborhoods, 200 from medium SES and medium crime neighborhoods, and 200 from high SES and low crime neighborhoods. The sample thus totals 1,000 with a 27 percent initial oversample planned to compensate for attrition. The ethnic composition will be mixed, including blacks, whites, and Hispanics.

#### 8 Examination of the Etiology

Emphasis will be placed on adolescent development, which is in keeping with the proposed sampling plan to include 11- and 12-year-olds in the first of eight waves of data collection. The researchers are sensitive to the developmental transitions that occur throughout adolescence, and propose to collect data at 6-month intervals. The preliminary research design specifies examination of individual, family, and community influences. During Phase I, the researchers will also investigate various options for assessing the relationships of school climate and psychopathology to delinquency.

Research on the Etiology of Drug Abuse Among Ethnic and Minority Juvenile Populations will be co-sponsored by the National Institute of Drug Abuse (NIDA). The program was announced in August 1986, and is scheduled for funding in Fiscal Year 1987. The major objectives of the program are:

1. Identification of reciprocal effects between ethnic and minority group membership and special culturally-related factors that may influence initiating, maintaining, or relapsing into drug abuse.
2. Identification and analyses of factors related to access to drugs, and risk of initiation, maintenance, or relapse.
3. Identification of developmental correlates and consequences of drug abuse behavior and its impact on society.
4. Development of conceptual models of the etiology and function of drug abuse.
5. Identification of naturally occurring support systems that promote the use or nonuse of drugs.

The program will consist of two phases. The first phase will analyze the nature and extent of the drug problem, the etiological and developmental factors that may play a role in determining vulnerability to drug abuse. It will also identify support systems for responding to drug problems in inner city communities composed of ethnic and minority populations.

The research will be conducted in four or five high crime inner city communities that vary in ethnic composition, nature of the drug problem, and nature of the systems for responding to drug problems. It will involve obtaining official and interview data from juveniles and adults and community level data from multiple institutions and organizations.

The second phase will be based on the results of the first phase and the development of the training materials. It will consist of a research and development or a demonstration effort (depending on the objectives). It will also be a multi-site program designed to assess the efficacy of prevention or early intervention strategies in inner city communities. The specific objectives and strategies will be identified during phase one.

This research is expected to produce documentation on the number and types of minority youth involved in drug use, information on the nature of drug use, information on the role of culture in promoting and controlling drug use, and the community strengths that can be used as a foundation to prevent drug abuse.

In summary, as we initiate and continue research on the causes and correlates of delinquency and drug abuse, we recognize the need to channel our energies toward the identification and investigation of those delinquency risk factors that offer the greatest promise for developing prevention and intervention strategies.

## **Delinquency Prevention**

Research on the causes and correlates of delinquency serves to identify key factors to consider in developing effective delinquency prevention strategies. In 1980, the Assessment Center on Delinquent Behavior and Prevention completed a national assessment of the state-of-the-art of delinquency prevention research and practices. In its report, the Assessment Center conceptualized the social development of youth as a growth process influenced by a variety of environmental factors (e.g., family,

education, peers, religion, recreation, community, employment, drugs and alcohol, and prevalence of crime). The results of this assessment have been applied to the design of research and development programs in schools and communities to test the social development approach to delinquency prevention.

Several evaluations of specific school-based delinquency prevention programs have been conducted. Various research studies have demonstrated that experiencing academic success is strongly associated with adopting a nondelinquent lifestyle, while academic failure is strongly associated with delinquency. The overall purpose of school-based delinquency prevention strategies is to maximize each student's intellectual, social, and personal potential by providing the opportunity to experience success and rewards, rather than failure and punishment.

Delinquency prevention programs were specifically designed to establish a school climate conducive to academic excellence. The term "school climate" encompasses a broad range of environmental factors including school crime, student-teacher victimization, fear of crime, disciplinary procedures, opportunities for reward, alternative approaches to education, classroom management, and community involvement.

Improvement of the classroom learning environment has been demonstrated using techniques for proactive classroom management. This discipline strategy requires teachers to:

- Set clear behavioral expectations at the outset;
- Structure a learning environment that actively involves all students at all times; and
- Handle discipline problems in a manner least disruptive to the instructional process.

Other techniques for engaging students in academic pursuits include increasing the

relevance of course curricula and involving representatives of the community in the learning process.

Research findings support the commonsense notion that a school experiencing constant disruption will not be conducive to learning. In school settings where students and teachers fear for their personal safety, a reasonable level of order must be established before even the semblance of a learning community can be reached. Efforts by individual teachers to maintain order in the classroom need to be complemented by implementation of school-wide strategies to reduce disruptive behavior and school crime. School crime has been reduced in schools that assembled work groups (drawn from the staff of the school) to improve organizational effectiveness. Success was greater in those schools where teacher teams worked together for a longer period of time, obtained the full support of the school administration, and involved students and parents in solving school problems.

In keeping with the theoretical framework of a social development approach, comprehensive prevention efforts should focus not only on the school setting, but also on other important socializing forces such as the family, social services, juvenile justice agencies, and the employment sector. Advocates for delinquency prevention have demonstrated success in their efforts to influence changes in the policies, practices, and procedures of youth-serving systems. Local community residents appear to have a viable role in identifying the needs of their youth and striving to hold institutions accountable for the delivery of quality services.

Promising preliminary results from various prevention initiatives support the premise that delinquency prevention can be accomplished with carefully developed program strategies, sound evaluation designs, and clear measurement of a program's impact on reducing the factors that place youth at risk of committing delinquent acts. The refinement of delinquency prevention

technologies is critical to ultimately reducing the number of individual citizens victimized by juvenile offenders.

### Highlights of Results

Juvenile crime is not equally dispersed throughout the United States. To test the efficacy of delinquency prevention strategies, NIJJDP has chosen to investigate those neighborhoods and schools that have documented severe juvenile crime and discipline problems. In Fiscal Year 1986, work proceeded on one major delinquency prevention program evaluation, and research and development activities were initiated on a program to reduce school crime and improve disciplinary practices.

First, work continued on the Evaluation Component of the Violent Juvenile Offender Research and Development Program: Part II. This R&D effort was designed to answer the following major questions:

1. Can resident mobilization around highly specified juvenile crime prevention issues lead to a reduction of violent juvenile crime within a preselected, target neighborhood?
2. Can neighborhood residents influence or bring about a change in institutional responses to youth in a target neighborhood?
3. Can neighborhood residents influence or bring about changes in youth attachments and bonds, and how are these changes related to neighborhood violent juvenile crime?

The research design for Part II includes an investigation of the development, process, and impacts of the funded projects located in high-crime neighborhoods of New York City, New Orleans, Chicago, Dallas, Los Angeles, and San Diego. The national evaluator's primary function is to assist the target neighborhoods through their Resident Mobilization Councils in the implementation of a Crime Analysis System (CAS)--an ongoing cycle of data collection, analysis, and feed-



back. CAS is designed to determine the nature and extent of violent crime in the neighborhood, to identify crime producing conditions and target those conditions for change and to develop action plans to implement strategies to prevent violent juvenile crime.

Neighborhoods in the Part II cities were specifically selected because of their prevalence of violent juvenile crime and the desire of residents to strive to combat this problem. Half of the sites are experiencing major difficulties with youth gang activities. Evaluation feedback from the CAS confirms the magnitude of the violent juvenile crime problem in the sites.

Several preliminary findings will be detailed in the final evaluation report. It is important to note that the program will continue to operate in several cities after OJJDP funding ends. Of the eight projects originally funded, four appear to have institutionalized their Resident Mobilization Councils (RMC's) in a modified form. In San Diego, the RMC was incorporated into a neighborhood crime prevention planning committee sponsored by the police department.

In Phoenix, virtually the entire RMC was incorporated into a city-wide crime prevention committee that is using the Part II planning model including the Crime Analysis System and Action Planning Process.

In New York City, a committee of concerned citizens has implemented a major effort to reduce drug sales and traffic in the northwest Bronx. The committee members worked closely with merchants, police, schools, and parents. They report that they have achieved a noticeable reduction of drug sales in that neighborhood. The committee that spearheaded this effort originated in the Part II RMC.

In New Orleans, the RMC continues to carry out activities to support youth enterprise and employment. Youth may attend training classes on job search and employment skills. Agreements have been reached with a variety of local busi-

nesses that youth who successfully complete the classes will be offered a job. Funding for the classes is currently provided by the county and the neighborhood-based organization that participated in Part II.

The researchers have concluded that certain characteristics of the participating neighborhood-based organizations were critical to successful implementation of the Part II model. The resident mobilization and planning model appears to have worked best in those agencies that traditionally served as advocates for change in the community. Such agencies had experience involving residents in issues that negatively affect the neighborhood. These agencies also had experience utilizing community organization techniques to solve neighborhood and human services problems and displayed greater readiness to mobilize residents and to mediate with the local youth-serving institutions.

Part II projects that were conducted in agencies that traditionally engaged primarily in direct services were less successful in implementation of the Part II model. These Part II projects obtained less support from the sponsoring agency and appeared to encounter more conflicts within the sponsoring agency. Direct service organizations that had little or no experience in community organizing experienced role conflicts between the agency's mission of direct services and the Part II project's mission of community organizing. This led the sponsoring agency to withdraw support for the Part II project.

In Fiscal Year 1986, NIJJDP initiated the School Crime and Discipline Research and Development Program. The goal of the program is to test promising strategies for developing, implementing, and monitoring disciplinary and crime control policies and procedures intended to reduce school crime and drug abuse among the secondary student population. The major objectives of the initiative are to:

1. Identify significant Federal and State legislation, case law, and liti-

gation that are relevant to the development of disciplinary and crime control policies, procedures, and practices in selected schools and school districts.

2. Develop clear, consistent discipline and crime control codes, based on analysis of legislation, case laws, State regulations, and lawsuits.
3. Develop strategies to implement discipline and crime control codes.
4. Implement procedures that translate discipline and crime control codes into practice.
5. Document the planning and implementation of approaches to discipline and to school crime to identify the essential component of the process.
6. Measure the impact of strategy implementation on reducing disciplinary infractions and school crime.
7. Assess the strategies to control crime in terms of cost effectiveness and suitability for replication and institutionalization within school systems.

The School Crime and Discipline R&D program will be conducted in two phases. Phase I calls for the revision of policies and procedures based on a careful analysis of relevant legislation, case law, and litigation against the schools. Phase II will address the refinement and implementation of discipline and crime control policies and procedures.

It is anticipated that the School Crime and Discipline R&D program will be implemented in two major urban cities: Chicago, Illinois, and Providence, Rhode Island. Both jurisdictions are currently experiencing high levels of serious incidents in the school system and some involvement in litigation. The collaborative effort required at each site among researchers, program planners, school administrators, faculty, law enforcement personnel, and parents (program team) will generate strategies to reduce crime and improve disciplinary

policies and procedures in target schools. Possible strategies may include:

1. Development of inservice training for teachers and administrators on their legal rights and responsibilities related to discipline and crime control. Protection against lawsuits will be emphasized as appropriate.
2. Involvement of students and parents in the development of disciplinary codes.
3. Training of teachers in techniques of effective classroom management and control of disruptive behavior.
4. Improved incident reporting procedures and use of crime analysis.

The major emphasis, however, is in determining the impact improved disciplinary codes and practices have on reducing school crime and drug abuse within the school environment.

At the present time, use of illegal, dangerous drugs among children and youth is widespread in the United States.

There is a critical need for a sound empirical basis for Improving the Efficacy of Drug Abuse Prevention Efforts. Significant progress has been made in identifying the risk factors associated with the initiation and maintenance of illegal drug use.

Additional studies are needed to improve our understanding of how these factors (e.g., personality characteristics, family relationships, school achievement, peer relationships) operate both independently and simultaneously over time to influence behavior and attitudes toward drugs. Natural support systems that can be enhanced to prevent illegal drug use also need to be identified. Such research will provide a sound foundation for the development and testing of drug abuse prevention strategies that purposefully target the root causes of drug abusing behavior among children and youth.

## Missing and Victimized Children

In recent years, NIJJD has supported a number of projects that clarified research issues, treatment, and justice system response regarding child abuse, sexual exploitation of children, and family violence.

There is general consensus that research conducted to date substantiates the commonly held opinion that negative childhood experiences, such as physical abuse, sexual exploitation, and exposure to family violence, have a deleterious effect on a child's developmental process. While the extent of the trauma and long-term consequences of abuse vary from child to child, the empirical evidence suggests that victimized children are at greater risk for becoming involved in delinquent behavior. Researchers consistently emphasized the need to sensitize the justice system to the special concerns of victimized children and their families.

With the passage of the Missing Children's Assistance Act, NIJJD initiated program planning to fully address the research concerns specified in that Act.

### Highlights of Results

The following provides a brief discussion of ongoing research in the area of child sexual exploitation and planned research on missing and victimized children.

The study of Possible Linkages Between Sexual Abuse and Exploitation of Children and Juvenile Delinquency has been completed and is under review. The final report addresses characteristics of: juveniles who molest and rape, juveniles who murder, serial murderers, serial rapists, and molesters and abductors of children.

The Role of Pornography in Family Violence, Sexual Exploitation, and Juvenile Delinquency involved a content analysis of three major commercial pornographic magazines with special attention to the portrayal of children,

crime, and violence. The goal of the study was to conduct a quantitative analysis of the cartoon and pictorial content of these magazines. The study particularly focused on the portrayal of children in violent and sexual scenarios, as well as the presence of criminal and violent themes generally. The findings showed that there are thousands of images of children in cartoons and visuals in these magazines.

During Fiscal Year 1986, the National Study of Law Enforcement Agencies' Policies and Practices Regarding Missing Children and Homeless Youth was initiated. This project is designed to achieve the following objectives:

1. To determine the scope, variety, and variation in police policy and practice regarding missing children and homeless youth and the forces associated with that variation.
2. To estimate for law enforcement the magnitude of the missing children and homeless youth problem.
3. To examine the experiences of missing children while they are away from home.
4. To estimate the effects of current police policies and practices on recovering missing children.
5. To identify the most effective policies and practices.
6. To describe the economic, social, and survival activities of indigenous homeless youth populations, to document their victimization and exploitation experiences and police agencies' response to this population.
7. To design model programs for dissemination to police and other social agencies.

The research design will include three sequential phases. Phase I will consist of a national mail survey to gather information regarding: estimates of the magnitude of the missing children and homeless youth problem across the United

States; organizational features and resources of the law enforcement agencies; and agency policies and practices for responding to the problem of missing children and homeless youth. A sample of 1,200 law enforcement agencies will be screened to determine which are full-service agencies; a probability sample of 1,000 will receive questionnaires. Results from the survey will form the empirical basis for generating the specific research hypotheses that will be explored in subsequent phases of the study.

During Phase II, researchers will conduct onsite interviews and collect written materials from a sample of 30 law enforcement agencies. The interviews and materials will verify, for a limited sample of law enforcement agencies, the accuracy of the responses obtained through the Phase I mail survey. Phase II activity will develop thorough documentation of departmental policies and written procedures relevant to the identification and recovery of missing children. Such policies and procedures will be compared with the actual investigative practices law enforcement agencies use in missing children's cases.

Researchers will identify the mechanisms for coordinating law enforcement agencies with other public and private organizations to locate missing children. The factors that facilitate and inhibit interagency coordination will also be examined.

Researchers will elicit from law enforcement personnel their assessments regarding: the strengths and weaknesses of existing policies and practices; the impediments to identifying, locating, and returning missing children; and recommendations to improve policies, practices, and interagency coordination.

Phase III of the study will be divided into two parts. The first part will involve missing children case tracking and followup at selected sites. The second part will involve a special study of

seven major urban locales with substantial indigenous populations of homeless youth.

The National Incidence of Missing Children: Methodological Studies was initiated during Fiscal Year 1986. Due to the complex definitional and methodological problems of determining the incidence of missing children, several pilot tests are being conducted to determine the most appropriate technical approaches to designing the national incidence study. The pilot studies currently underway involve the use of three different survey techniques.

The first pilot test involves two waves of telephone surveys using random-digit-dialing as a means of selecting the sample of households. Researchers are refining the screening questions to elicit cooperation and to clarify definitions. Various analysis procedures are being employed to determine bias in the survey results due to nonsampling error.

Two other techniques designed to study rare phenomenon are being explored. One is a network or multiplicity sampling technique, which allows the interview respondents to report their knowledge of an incident within certain "kinship" rules; i.e., a discrete network, such as immediate or extended family.

Another survey method being tested is the capture-recapture technique. This technique studies missing children's contacts with community-based youth services, shelters, child protective services, other welfare services, and law enforcement.

Results of the pilot tests will be analyzed and used to select the most appropriate technique(s) for the national incidence study. Analysis will focus on determining which survey techniques will provide the most reliable estimates of the incidence of missing children and important information on the events and characteristics of the victims.

The Families of Missing Children: Psychological Consequences and Promising Interventions program was announced in August of 1986. The purpose is to increase our knowledge of the psychological consequences for families who have missing and sexually exploited children and develop effective treatment alternatives.

The objectives are to describe the dynamics and psychological consequences both family and child experience as a result of abduction; to determine what the high risk factors are for missing children to be sexually exploited; to determine what factors seem to help ameliorate short and long-term consequences; and to identify and document promising treatment alternatives for families of missing children.

The study will occur over 3 years and will be conducted in three to five sites in collaboration with an established and fully operational missing children's program. The research will address the psychological problems associated with all types of missing children; i.e., family abductions, nonfamily abductions, runaways, and throwaways or pushouts. It is designed to develop effective treatment alternatives pertaining to the psychological impact on the parents, the missing child, and other siblings both during the time the child is missing and after the child is recovered. The consequences of any abuse or sexual exploitation a missing child may have experienced will also be addressed.

The results of this study will be carefully documented data on the effectiveness of a variety of treatment alternatives.

The Child Victim as a Witness Research and Development Program was announced in June of 1986 and is scheduled for funding during Fiscal Year 1987. The goal of the program is to test different techniques for improving the handling of child victims and witnesses. The major objectives are:

1. To identify what aspects of different types of court proceedings may be stress-inducing or traumatizing for children, and what changes might mitigate the stress.
2. To identify reforms that have been tried and determine what additional procedural and evidentiary reforms the courts can implement to better accommodate child witnesses while also permitting alleged offenders to be brought to justice.
3. To examine the constitutional and due process implications of alternative strategies for child victims/witnesses.
4. To determine the effects of implementing procedural or evidentiary reforms concerning child witnesses, the decisions of families and prosecutors to prosecute a case, and to determine case outcomes and cost.

The program will consist of 3 years of program activities and is designed to develop and test new techniques, innovations, or interventions that can be used to change court policies to support child victims and witnesses. The program will focus on procedural and evidentiary measures intended to reduce the risk that children will be traumatized by the legal process. The study will be conducted in four to five jurisdictions.

The program will require the development of a cooperative relationship with courts interested in trying new techniques (e.g., excluding spectators from the courtroom, avoiding direct confrontation between the child victims/witnesses and the defendant, using expert witnesses, eliminating or modifying competency criteria for child witnesses).

The research will produce well documented, tested strategies for balancing child witnesses' needs with justice requirements. It will also address the needs of courts that are eager to consider changes but are reluctant to do so without more solid evidence of impact.

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## Improvement of the Juvenile Justice System

The Improvement of the Juvenile Justice System programs are designed to develop national data on caseload through the juvenile justice system; to analyze the organization, policies, and practices of police, court, and correctional systems; and to analyze the effects of juvenile delinquency-related legislation.

A major goal of research on the justice system is to develop three areas of inquiry:

1. National and subnational data collection in the processing of juveniles through all parts of the justice system.
2. Studies of contact patterns of chronic offenders to identify the most propitious intervention points.
3. Research on the organizational and political determinants of how cases are processed.
4. Evaluation of the effectiveness of specific interventions. Ultimately, the results will be integrated to inform juvenile justice agencies of the most efficient ways to organize and to process juvenile offenders effectively.

To continue to assist in improving the system's ability to sort and handle juvenile offenders, the following topics are being addressed:

1. The impact of prosecutorial priority case docketing and continuous case management on repeat juvenile offenders.
2. The impact of more comprehensive crime analysis procedures in apprehending juvenile offenders.
3. The assessment of major changes that can or should occur in the charter, structure, or process of the juvenile justice system. A pressing need exists for accurate methods to project correctional populations and for classification schemes to guide the management of scarce correctional resources.

## Justice Statistics

The major goal of the juvenile justice statistics program is to develop a national statistical system that will allow us to monitor the scope and level of delinquency and the justice system's handling of juvenile offenders and victims.

A major assessment of the accuracy and utility of juvenile justice statistics is underway. The goal is to set up an integrated set of data collection activities that can be used to periodically monitor trends, to inform the development of local policies and programs, and to facilitate research on a variety of juvenile justice issues. Recommendations are being developed and implemented for improving existing data collection activities and supplementing surveys supported by other Federal agencies.

## National Trends in Juvenile Delinquency Victimization and Justice System Response

Recognizing the limitations of any single data source on juvenile delinquency, NIJJDP uses several sources to monitor national trends in the volume, distribution, and patterns of juvenile involvement in delinquent activities. The three major sources of data are Uniform Crime Reports (arrests), National Crime Survey (victimization), and self-report surveys. While juvenile involvement in reported serious crimes increased from 1970 to 1975 (based on UCR data), the three national data sources corroborate a leveling or declining pattern of juvenile involvement in serious crime since 1975. The extent of juvenile involvement in serious crime may still be considered unacceptably high--juveniles account for approximately 30 percent of all 1985 arrests for Part I index offenses (property and violent offenses combined). Although violent juvenile crime constituted a relatively small percentage (4.2 percent) of all 1985 juvenile arrests, such crime poses a substantial threat to public safety and ensures social and



economic costs that are proportionately greater than the prevalence of violent juvenile crime in the total crime picture.

### Highlights of Results

During Fiscal Year 1986, NIJJDP updated the delinquency trends analysis using the UCR arrest data through 1984 and the NCS victimization data through 1983.

Researchers completed the Analysis of Juvenile Offending and Victimization Using the National Crime Survey Data--Phase III and produced four reports.

In the first report, National Crime Survey (NCS) victimization data were used to examine 1973 to 1983 national trends in criminal behavior of juveniles (ages 12 through 17), youthful offenders (ages 18 through 20), and adults (21 or older) for the personal crimes of rape, robbery, assault, and personal larceny (purse snatching and pocket picking). NCS data did not support the contention that juvenile crime has risen dramatically in seriousness and prevalence from 1973 to 1983. Instead, juveniles' offending rates in total personal crimes showed an overall 11 percent decline. This decline in personal crimes committed by juveniles reflects an 8 percent decrease for violent crimes committed by juveniles (rape, aggravated and simple assault) and a 20 percent decline in juvenile property crimes (robbery and personal larceny).

The rates of juvenile personal crime fluctuated relatively widely when examined year to year from 1980 to 1983: a 15.5 percent increase from 1980 to 1981, an 18.6 percent decrease from 1981 to 1982, and a 9.7 percent increase from 1982 to 1983.

The rate of personal crimes committed by juveniles was consistently highest in large metropolitan areas. Over the 11-year study period, the NCS data indicate that juveniles and youthful offenders consistently commit a substantial proportion of personal larcenies while adults commit the vast majority of rapes.

From 1973 to 1983, juveniles consistently used weapons--particularly guns--less frequently than youthful or adult offenders. Overall, the prevalence with which juveniles use weapons changed very little with one exception: gun use by juvenile offenders in robberies, which stayed at between 4 and 5 percent from 1973 to 1980, rose to approximately 10 percent for 1981, 1982, and 1983. Juvenile crime remained demonstrably less serious than adult crime in terms of weapon use, injury, and economic loss.

Juveniles are more likely than other offenders to commit crimes in groups of three or more offenders. However, the proportion of juvenile crimes committed by lone offenders, especially robbery, increased over the 11-year period.

A second report used data from 1980 to 1983 to examine personal victimizations against juveniles. Juveniles between 12 and 17 years old had a higher rate of personal victimization than adults (21 and older), but young adults between 18 and 20 years old had the highest rate. A major exception was black, male juveniles residing in urban areas, who experienced the highest robbery victimization rate in the sample.

In comparison to adult victimizations, personal victimizations against juveniles were more likely to occur during the daytime and to involve multiple offenders. Juveniles' victimizations were less likely to be committed by strangers, to involve offenders with weapons particularly guns), to result in substantial economic losses, and to be reported to the police.

Most of the personal victimizations against juveniles were committed by other juveniles; and, to an even greater extent than adults the victimizations of juveniles were intra-racial. Offenders were predominantly males, but unlike adult victimizations, a substantial proportion of the victimizations against female juveniles were committed by other females.

A third report supplemented analysis of the regular NCS data with a special

analysis of the summaries NCS interviewers write for each incident report. The analysis was drawn from 1982-1983 NCS records, and suggested that school-related factors are even more important for understanding the victimization of juveniles than is indicated in the regular NCS data. For example, a sizable proportion of the juvenile-to-juvenile victimizations that occur on the streets happen while the victim is traveling to/from school or waiting for a school bus. Also, a large share of these victimizations are reported to school authorities rather than to the police.

Finally, the project conducted a preliminary analysis of the overlap between victims and offenders in the juvenile population. Several data sets indicate that juvenile offenders are more likely to be victimized than nonoffenders, and conversely, juvenile victims have higher offending rates than do nonvictims. The overlap between offenders and victims appears to be more prevalent among juveniles who use alcohol and drugs frequently.

The 1985 Uniform Crime Reporting Program indicated that juvenile arrests for index crimes accounted for 20 percent of all index crimes cleared by the police. A total of 1,762,539 arrests were made of persons under the age of 18 (17 percent of all arrests made in 1985).

Analysis of arrests for drug abuse violations, a Part II offense, indicates that although the number of juveniles arrested for drug abuse violations increased between 1984 and 1985, the rate has been steadily declining among the juvenile population since 1974.

Juvenile (youth under the age of 18) offenses comprised 31 percent of all UCR index arrests. For violent and property index crimes, juveniles accounted for 17 percent of violent index crimes and 34 percent of property index crimes.

These figures reflect a continued decline since 1974. At that time the juvenile percentages were 38 percent for all UCR

Index Offenses, 20 percent for violent offenses, and 42 percent for property offenses.

Of all arrests of persons under the age of 18 in 1985, 75 percent were classified as white, 23 percent as black, and 2 percent other. Of these arrestees, 12 percent were identified as being of Hispanic origin. This overall distribution remained fairly stable for each of the subsequent categories of offenses.

Of the total arrestees for index offenses, 69 percent were white, 29 percent were black, and 2 percent were other races. Arrests for index property offenses reflected a similar breakdown: 72 percent white, 26 percent black, and 2 percent other. For violent index offenses the racial distribution was different: 52 percent black, 46 percent white, and 2 percent other.

Of juvenile offenders taken into police custody in 1985, 62 percent were referred to juvenile court, 4 percent were referred to criminal or adult court, 31 percent were handled within the police department and released, and the remainder were referred to other welfare or police agencies.

The National Juvenile Court Data Archive contains data on the number and types of cases handled by many of the nation's courts with jurisdiction over delinquency, status offenses, and dependency/neglect cases. Summary findings reported below on dependency/neglect cases are taken from the 1983 Juvenile Court Statistics. Delinquency and status offense data are taken from Delinquency in the United States: 1983.

The data stored in the National Juvenile Court Data Archive are available for study. With the prior permission of the original data suppliers, archived data files can be copied and shipped for detailed analysis. With assistance from the staff at the National Center for Juvenile Justice (NCJJ) selected files can be merged for cross-jurisdictional and longitudinal analyses. Analyses also can be designed and performed by NCJJ staff to meet specific needs and answer

specific questions. The National Juvenile Court Data Archive has been created to facilitate this work and its contents are available to the juvenile justice community.

Dependency/neglect cases involve charges of neglect or inadequate care by parents or guardians, abandonment or desertion, abuse or cruel treatment, or improper or inadequate conditions in the home. In 1983, courts with jurisdiction disposed of an estimated 196,200 dependency/neglect cases. This number, when compared to the population of children under 18 years old, yields a rate of 3.1 per 1,000 youth--the largest annual rate ever observed. It represents a 14 percent increase from 1982 when 2.7 cases per 1,000 youth were observed. Almost three out of four dependency/neglect cases were handled through filing a petition for a judicial hearing. Since 1974, there has been a steady increase in both the numbers of dependency/neglect cases as well as the proportion of cases disposed of by urban (65 percent) courts as opposed to semi-urban (27 percent) and rural (8 percent) courts. The rates of dependency/neglect cases per 1,000 youth at risk (ages 0-17) for urban, semi-urban and rural counties were: 3.16, 3.18, and 2.31 per 1,000, respectively.

Data on the volume and characteristics of delinquency and status offense cases are voluntarily provided to the National Center for Juvenile Justice (NCJJ) by State and county agencies responsible for collecting and disseminating information on the processing of youth through the juvenile justice system. A growing network of agencies routinely submits copies of this information to NCJJ to be stored in the National Juvenile Court Data Archive. These data fall into one of two general categories: automated case-level data and nonautomated court-level statistics.

Of all case-level data files contributed to the archive for 1983, data from 16 States contain individual records on over 465,000 cases that met the series' reporting criteria. Courts in these 16 States plus nine other States reported compatible court-level statistics on an

additional 202,000 cases. Therefore, court-level statistics (including summarized case-level data) compatible with the reporting requirements were available from courts with jurisdiction over 56 percent of the nation's juveniles. Case-level data (i.e., data describing in detail the characteristics of each case processed by the juvenile court in 1983) were available from jurisdictions with 38 percent of the nation's juvenile population.

In 1983, juvenile courts disposed of an estimated 1,247,000 delinquency cases--the lowest number of cases since 1975. The estimated rate of delinquency cases per 1,000 at-risk youth in the population (10 through 17 years of age) was 43 per 1,000, compared to an estimated UCR arrest rate of 68 per 1,000 youth for 1983.

Compared to 1975, the juvenile courts in 1983 handled 11 percent fewer delinquency and status offense cases. This decline was entirely the result of a major reduction in the number of status offense cases handled. Between 1975 and 1983, the status offense case rate dropped 30 percent, while the delinquency case rate increased 13 percent.

The large decline in the number of status offense cases reflects a general policy of transferring the primary responsibility for status offenders (e.g., runaways, truants, and ungovernables) from the juvenile courts to child welfare agencies. This policy changed the character of the juvenile courts' activities between 1975 and 1983--delinquency offense and dependency and neglect cases comprised a larger proportion of the court's caseloads.

Of the estimated 1,247,000 delinquency and status offense cases disposed of by juvenile courts, 77 percent were referred to the courts by law enforcement. Referral sources varied according to the nature of the presenting offense with police referrals being the highest source for delinquency. Only half of the runaway cases and less than one-fourth of the ungovernable and truancy offenses were referred by law enforcement. Property offenses represented the highest

proportion of delinquency cases, 47 percent, followed by 19 percent for public order, 17 percent status offenses, 12 percent personal offenses, and 5 percent drug offenses.

The number of secure detentions and the percentage of cases involving secure detention decreased between 1975 and 1983. However, the substantial decline in the secure detention of status offenders accounted for most of the overall decrease. In 1975, 40 percent of all status offense cases involved secure detention. By the late 1970's this figure had dropped dramatically, and in 1983, it reached its lowest level since 1975 with only 11 percent of all status offense cases involving the use of secure detention. In 1975, youth charged with status offenses were far more likely to be securely detained than those in any other offense category, but since 1978, status offenders have been the least likely to be detained.

Each year between 1975 and 1983, more than one-half of all cases disposed of by juvenile courts were handled informally, without the filing of a petition. Youth in approximately two-thirds of these cases were released, including cases that involved an outright dismissal, or cases in which the youth was counseled and then released. Sixty-four percent of petitioned cases resulted in an adjudication. Of adjudicated cases, 60 percent resulted in formal probation and 29 percent in an out-of-home placement.

Since 1975, males have accounted for slightly more than three-quarters of all juvenile court cases. There have been no appreciable changes over the 9-year period. More males than females were referred for status offenses in 1983; however, within the specific status offense categories the proportion of males and females varied greatly. Males were involved in more than 70 percent of liquor law and curfew violation cases and 57 percent of all truancy cases. Approximately equal numbers of males and females were brought to court for ungovernability. In only one status offense cate-

gory did the majority of cases involve females: females were charged in 64 percent of all runaway cases in 1983.

Overall, the rate of cases involving males increased continuously with age, while the rate of female cases peaked at age 16. For 17-year-olds the rate decreased substantially to a rate equal to that of 14-year-old females. The large decline in the rate of female, but not male, status offense cases after the age of 15 is particularly striking. Unlike the delinquency offense categories, the rate of male and female cases up to the 15-year-old age groups were nearly equal. Analysis of more detailed status offense data showed that for females the decline in the rate of status offense cases after the age of 15 occurred within each status offense category except liquor law violations. Male case rates also declined by the age of 17 in each status offense category except liquor offenses. However, within liquor offenses male case rates increased so sharply that the effect more than compensated for the declines in the other status offense categories.

Youth below the age of 16 were responsible for 58 percent of all cases processed by the juvenile courts in 1983. Compared to offenders aged 16 and older, young offenders were less likely to be referred to intake by law enforcement, less likely to be detained, and less likely to be petitioned. But if they were petitioned, they were as likely to be adjudicated. Once adjudicated, younger and older offenders were equally likely to be placed out of the home. As might be expected given that criteria to transfer a case to adult court often involves a lengthy court history and, in many States, an age criterion, older offenders were more likely to be transferred to adult court.

Children in Custody: 1984/85 Census of Public Juvenile Detention, Correctional, and Shelter Care Facilities reported that a total of 1,040 publicly operated State and local juvenile detention and correctional facilities held 49,322 juvenile residents on February 1, 1985,

an increase of 1 percent from the same date in 1983. About 93 percent of the juveniles in custody were accused of, or had been found delinquent of, acts that would be criminal offenses if committed by adults. Five percent were status offenders.

The census collected information on 1-day counts of juveniles for February 1, 1985, and annual data for the calendar year 1984. A separate census of privately run facilities was also conducted in 1984, and its findings will be reported separately. Preliminary findings indicate that approximately 2,000 private facilities housed about 34,000 juveniles.

Other findings of the 1985 census of public juvenile confinement facilities include:

1. The juvenile population was predominantly male (86 percent) and white (61 percent). Blacks accounted for 37 percent of the juveniles, and other races, 2 percent. Juveniles of Hispanic origin comprised 13 percent of the population.

2. For every 100,000 juveniles in the general population, 185 were confined to public juvenile facilities, reflecting a 5 percent increase from 1983.

3. The West had the highest confinement rate (327 per 100,000), followed by the Midwest (166), the South (162), and the Northeast (99). The West was also the only region to experience an increase between 1983 and 1985 in the number of juveniles in custody in public juvenile facilities (up 9 percent).

4. Just over half a million juveniles (521,607) were admitted to public juvenile facilities in calendar year 1984; nearly an equal number (515,301) were discharged.

5. About 18 percent of public juvenile facilities had more residents than they were designed for, down from 21 percent in 1983. These 184 facilities held 45 percent of all juveniles in public facilities, about the same proportion as in 1983.

6. Most of the public juvenile facilities (56 percent) were locally operated; however, most of the juveniles (63 percent) were held in State-run facilities.

7. The average national cost of housing one juvenile for one year in a public juvenile facility was \$25,200. This figure was highest in the Northeast (\$39,900), followed by the Midwest (\$26,100), the West (\$22,900), and the South (\$22,700).

8. Juveniles who were detained pending adjudication, disposition, or placement stayed an average of 12 days in custody; those committed by court authorities stayed an average of 163 days (just over 5 months); and those who were voluntarily admitted stayed an average of 32 days.

The number of status offenders in public facilities decreased by 4 percent from the number held in 1983. However, the number held in institutional facilities increased by 4 percent, resulting in 6 out of 10 status offenders being held in such facilities.

## Assessment of National Data Collection Efforts

During Fiscal Year 1986, under the auspices of the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention, the National Institute for Juvenile Justice and Delinquency Prevention, in cooperation with the Bureau of Justice Statistics, initiated a comprehensive Assessment of National Data Collection Efforts related to Children as Victims and Offenders. The purpose of the assessment was:

1. To systematically identify significant information needs of both the agency and the field. These needs would form the basis for building a national statistical system responsive to those needs.

2. To identify existing statistical efforts and evaluate their actual or potential utility to serve the information needs.

3. To develop an agenda for action.

This plan for action includes recommendations to improve the use of existing data sources, modify current or planned statistical series to better meet the needs of the agency and the field, and to cooperatively initiate new efforts to fill the significant gaps in information.

The assessment identified over 20 national, federally funded statistical series or surveys. These projects provided data either on the incidence or prevalence of child victims and offenders or on the system's response to that behavior. Five papers were drafted by researchers who are experts in the substantive issues related to specific populations (victims, status offenders, delinquents, and so forth). The papers were presented at a 2-day workshop in which the ideas and recommendations were discussed and evaluated. Forty individuals were selected to participate in the workshops. These individuals represented a broad perspective of interests in the juvenile justice research community, policy and funding agencies, as well as data suppliers and practitioners.

The assessment resulted in the identification of at least a dozen major recommendations for OJJDP to pursue.

The agenda for improving national juvenile statistics will address information gaps and inadequacies of current statistical efforts to meet descriptive and analytical information needs. Accomplishing this agenda will require extensive interagency cooperation. The following major recommendations for consideration provide the direction for building a comprehensive statistical system.

1. Develop a continuous, nationally representative survey of juveniles that would assess their delinquent and status offense behavior and provide information on causes and correlates of these behaviors.

2. Develop nationally representative data on criminal histories of juvenile offenders from both official and self-report data sources.

3. Explore the potential of the National Crime Survey and other vehicles for producing additional data on juveniles as victims of crime and victim services to juveniles.

4. Strongly support the implementation of a redesign of the Uniform Crime Reporting Program that adequately addresses juvenile justice needs.

5. Focus resources for National Center for Juvenile Justice on methodological research, increased opportunity for analysis of the data file, and expanded coverage of court jurisdictions.

6. Develop a comprehensive, nationally representative statistical series on the use of probation, parole, aftercare, and the characteristics of juveniles under supervision.

7. Develop a comprehensive, nationally representative statistical series on juveniles in detention and correctional custody that includes both juvenile and adult correctional facilities and jails and builds upon existing data collection series sponsored by OJJDP and the Bureau of Justice Statistics.

8. Develop a comprehensive statistical series on the use of police lock-ups to detain juveniles, and in the characteristics of juveniles who are detained in lock-ups.

9. Identify and fully analyze existing data on juvenile offenders, victims, and status offenders that are generated at the State and local level.

10. Support the development of a juvenile justice dictionary that would recommend standard definitions for use in juvenile data collection and presentation to stimulate general improvements in the quality of statistical systems.

The agenda will identify specific steps to take to most appropriately address the recommendations. These steps will include additional data analyses; designing and conducting methodological and feasibility studies; reviewing plans, study



results, and recommended strategies by an OJJDP/Bureau of Justice Statistics study group of knowledgeable experts in the respective areas.

## System Processing of Juvenile Offenders

OJJDP is continuing to evaluate new strategies for more effective handling of juvenile offenders with special attention to the serious and chronic offender. Studies are focused on assessing intensified law enforcement efforts to identify serious habitual juvenile offenders involved in drug trafficking; demonstrating specialized prosecutorial units to concentrate on serious habitual juvenile offenders; analyzing the differences between juvenile and criminal court handling of serious youthful offenders; and testing the impact of various levels of probation supervision on juvenile recidivism.

The Court Careers of Juvenile Offenders was designed to study the juvenile court histories of youth referred to court and charged with a violent and/or serious property offense. The goal of this research is to develop a detailed portrait of the court careers of the violent and serious property offenders. It is hoped that patterns will develop that will aid in the early identification of these youth so that the courts can focus their attention on those who need it most. Two historical data sets housed in the National Juvenile Court Data Archive were selected for this analysis. These data sets were generated by the automated court information systems in Maricopa County (Phoenix), Arizona, and the State of Utah. Data was collected on 69,504 youth born between January 1, 1962 and December 31, 1965 to develop an understanding of the prevalence, content, and patterns of juvenile court careers.

Preliminary analyses show that approximately one-third of all youth residing within the court's jurisdiction were referred to juvenile court for a delinquency or status offense; more specifically, 46 percent of all males and 21

percent of all females had juvenile court careers. The likelihood that a male would begin a court career increased with age, while the likelihood that a female would begin a court career decreased after the age of 16. Only 7 percent of these youth (9 percent of all males and 2 percent of all females) were charged with a violent offense during their court careers. Eighteen percent of those charged once with a violent offense were referred again for a second violent offense before they reached their 18th birthday. Forty-five percent of those whose first offense was a violent offense recidivated, compared to 40 percent whose first offense was a serious property offense, and 33 percent of those charged with a status offense. The probability that a youth would recidivate increased with the number of prior referrals until the youth had five to six referrals and then remained constant thereafter.

Youth whose first referral was for a violent offense were the most likely to be referred again for a violent offense, especially those charged with robbery, arson, aggravated assault, and burglary. First offenders least likely to be charged with a subsequent violent offense were those charged with status liquor law violations, public order violations, truancy, drug law violations, and shoplifting. The younger the juvenile when first brought before the court as well as the greater the number of referrals, the more likely it was that the career contained a referral for a violent offense. True specialization was very uncommon, but some specialization, either within a single offense category or within a limited set of offense categories, was more common than predicted by a random behavior model. Youth referred for an index violent offense were very likely to be generalists involved in a wide-range of law-violating behavior over their court careers.

The court's strong response to index violent offense cases indicated that the court responses were proportional to the severity of the offense. Dispositions increased in severity as the court career

lengthened. This pattern reflected the court's general philosophy that the disposition in each new case should be the least severe disposition that had not already been tried.

Seventy-six percent of all youth placed on probation and 83 percent of youth placed in a residential facility recidivated. Seventy percent of all youth with four or more referrals were either placed on probation, placed in a residential facility, or waived to adult court some time during their court careers.

In conclusion, these data show that juvenile courts have the opportunity to intervene in the lives of a large percentage of youth at a time when problems are apparent, and that juvenile courts have the authority to affect change. The finding that offense and disposition patterns within court careers were not random but showed developmental patterns supports the search for indicators of future law-violating behavior. If these indicators could be identified, programs could be developed to concentrate court resources on those youth at high risk of recidivating and those youth at risk of recidivating for violent offenses.

This work does not attempt to develop a screening instrument that would predict which youth are at high risk of recidivating, but findings indicate that such factors as age at first court referral and the nature and number of prior referrals will be a major component of such a screening device. In addition, the finding that the jurisdictions studied differed in both the types of cases received and the types of dispositions rendered indicate that any screening device developed would have to be personalized to each juvenile court in which it is implemented. The final report will be available in Fiscal Year 1987.

Continued support was provided for The Impact of Juvenile Court Interventions on Delinquent Careers. This project involves an examination of the various levels of court intervention on delinquent behavior, attitudes of juvenile

offenders, and juvenile justice costs. This study also provides an opportunity to replicate an earlier study that documented notable effects on recidivism of a range of correctional interventions.

The research design was developed to capture the impact of eight different court interventions on serious juvenile delinquency. Youth who received a disposition of probation were randomly assigned to one of three experimental alternative forms of probation supervision (notification only, routine supervision, and intensive supervision). Youth who received a disposition of informal probation, out of home placement, institutionalization, or mandated probation (including probation returnees) were excluded from the randomization process but were included in the overall design. Youth remain in these groups for a minimum of 90 days, after which time the probation program may be changed if there is an obvious mismatch of client needs and level of service.

Both official records and self-report data were collected to determine factors that may predict recidivism among probationers (i.e., age, sex, ethnicity, offense, prior arrests, and family characteristics). Other data collection procedures involve key court actors who have contact with the youth and court referral records. This study should provide empirical evidence of the effectiveness of various levels of probation and other correctional programs on various types of offenders. In particular, it will provide guidance for the intensity of supervision and level of services required to reduce recidivism by different types of offenders. This study also provided an opportunity to replicate an earlier study that documented notable effects on recidivism of a range of correctional interventions.

Using the traditional measure of recidivism, the overall preliminary findings indicate that there were no differences between the three groups of supervision (notification only, routine, and intensive). However, the suppression effect data showed a decline in the rate

of offending using either official or self-report data. The most dramatic difference was between the probationers and the youth corrections offenders. The higher suppression effect of the youth corrections factors seems remarkable because these youth have long histories of chronic and serious law violations. Further analysis of these impact results will explore whether treatment effects or deterrence played a role in the large suppression effects evidenced by the youth corrections group, and what types of juvenile offenders are best suited for what kinds of court intervention.

A Program of Executive Sessions and Research Examining the Juvenile Justice System was sponsored to create a forum for discussing basic, critical issues facing the juvenile justice system. Federal, State, and local public and private experts were convened to establish dialogue regarding social policies related to juvenile crime. Current policies and potential policy revisions were reviewed.

The dialogue began with an examination of the philosophical underpinnings of this country's approach to specific topic areas. These included the relationship of the juvenile justice to the criminal justice system, police handling of juveniles, alternative sentencing policies, due process, diversion to alternative systems, and prevention.

Listed below are the titles of draft papers that resulted from the study. The following papers will be incorporated into a book entitled From Children to Citizens: The Role of the Juvenile Courts, to be published under private auspices by spring of 1987:

1. The Public Duties of Families and Children
2. Toward an Effective Policy for Handling Dangerous Juvenile Offenders
3. The Politics of Juvenile Justice in America
4. Toward a Jurisprudence of Children and Families

5. Juvenile Court Jurisdiction: Intervention and Intrusion
6. The Development of Responsibility: Implications for Juvenile Justice
7. Trends in Child Abuse and Juvenile Delinquency
8. Violent Juvenile Offenders
9. Status Offenders and the Juvenile Courts: Past Practices, Future Projects
10. Juveniles and Police: The End of the Nightstick
11. A Short History of Jurisdiction Over Juvenile and Family Matters
12. Diversion of Juvenile Offenders to the Community in the State of Washington: Back to the Source
13. Care and Discipline: Their Contribution to Delinquency and Regulation by the Juvenile Court
14. Determining the Future Child: Actors on the Juvenile Court State
15. Juvenile Justice in Transition: An Industry Note
16. An Alternative Approach to Managing Juvenile Corrections
17. Inventory, Accounting, and Production: Problems in Juvenile Dispositions
18. Principles for Juvenile Detention
19. Notes on an Accounting Scheme for a Juvenile Correctional System

A 3-year Evaluation of the Habitual Serious and Violent Juvenile Offender Program (HSVJOP) was conducted in 13 locations nationwide. HSVJOP, a 2-year program funded by the Office of Juvenile Justice and Delinquency Prevention, was designed to target youth who exhibit repetitive and serious delinquent behavior. Cases involving such youth were expected to receive intensive attention from experienced prosecutors, as well as increased victim and witness

support. Key elements in the prosecution process were to include vertical prosecution (that is, the same prosecutor or team remains with a case from start to finish), a policy of limited charge and sentence bargaining, and State representation at all critical stages of the case. Youth who were convicted under this program were expected to receive special correctional services, including enhanced diagnostic assessments, individual treatment plans, and continuous case management.

The program was aimed particularly at youth with prior convictions for serious crimes, who were currently charged with robbery, residential burglary, forcible sexual offenses, serious assaults, or homicide. The approach was modeled in part after "Career Criminal" programs directed at adult offenders. It was equally influenced by research that suggests that a small proportion of youth are responsible for a large share of all juvenile crime.

The program evaluation has four major objectives:

1. To describe how projects implement the proposed interventions.
2. To determine whether the actual interventions match the needs of the jurisdictions.
3. To increase our understanding of the way that the criminal justice system processes chronic juvenile offenders, with and without HSVJOP.
4. To identify those program elements and strategies that are most effective in singling out chronic juvenile offenders and producing dispositions that are consistent and appropriate.

In the first two years, the evaluators implemented a program-wide management information system, conducted a mail survey of juvenile prosecution chiefs, and conducted a mail and telephone survey of personnel in other criminal justice agencies. Based on the resulting data, an interim report is in preparation that

will describe the way the 13 projects operated, the characteristics of their cases, and the results they achieved.

The program accepted over 200 new cases per month, averaging 16 per project. The typical case prosecuted under the program involved a nonwhite male, age 16 or older, who was charged with burglary or a violent offense. The most common lead charges were burglary (37.3 percent), robbery (17.9 percent), and felony assault (12.0 percent). Over 70 percent of the youth had been formally adjudicated more than once in the past, and at least one of these prior adjudications had been for burglary or a violent offense. Forty-six percent had previously been sentenced to a secure facility or to the State's Department of Juvenile Corrections. Nearly 80 percent were currently under sentence or had a case pending in the juvenile justice system at the time of arrest.

The average time from filing to disposition was 54 days for cases disposed of by plea and 76 days for those disposed of by trial. Over three-fourths (76.7 percent) were disposed of by plea. Although one out of two cases involved a continuance, continuances initiated by the prosecutor were uncommon--occurring in only 16 percent of all cases. Pure vertical prosecution--in which the project covered every appearance--was achieved in 60.6 percent of the cases. Cases that involved many court events were the least likely to be prosecuted vertically.

Guilty findings resulted in 79.5 percent of all cases, with 68.6 percent guilty to the top or all original charges. Sixteen percent were dismissed or found not guilty, 2.5 percent were transferred to adult court, and 1.9 percent resulted in informal adjudications or other outcomes. Of those cases resulting in conviction and sentencing, 57.7 percent of the youth were sentenced to a secure facility or the Department of Juvenile Corrections, and 14.2 percent to other out-of-home placements. The remainder received probation (21.3 percent), other (5.4 percent), or no sentences (1.4 percent).

The participating jurisdictions generally had no trouble implementing the prosecutorial and victim/witness components of the program, although achieving vertical prosecution was difficult for several sites. Those sites that hired special victim/witness assistants tended to provide more comprehensive and systematic services to the victims.

Correctional components were extremely diverse across sites, but the modal approach was to focus on youth during aftercare (parole). In most locations, the correctional components served only a fraction of the youth who were convicted under HSVJOP; the reasons for this vary, but include delays in implementation, restricted eligibility, the time lag between sentencing and release on parole, and resource limitations.

HSVJOP is popular with prosecutors, and the prospects appear good for full or partial institutionalization of the prosecution and victim/witness components at most sites.

In the second year of effort, the evaluator undertook a small supplemental study of 321 juveniles and 344 cases that were transferred to adult court in 12 of the HSVJOP jurisdictions. These cases represent all transfers that occurred between January 1 and June 30, 1985 in the 12 jurisdictions, whether or not HSVJOP was involved.

During this 6-month period, the typical juvenile who was transferred to adult court was male, black, and 17 years or older. His case was most likely to involve robbery (30.0 percent), burglary (23.8 percent), felony sexual assault (9.0 percent), murder (8.7 percent), or other felony assault (7.0 percent). The majority (58.6 percent) had at least two prior adjudications, and 49.8 percent already had experienced the most severe sanctions imposed by the juvenile justice system, i.e., commitment to a training school, to the Department of Juvenile Corrections, or both.

Once in the adult system, 66.2 percent of the disposed cases resulted in a finding or plea of guilty. Nearly seven out of

ten of those convicted were sentenced to prison (58.3 percent), the county jail (10.0 percent), or a minimum security facility (.9 percent). The second most prevalent outcome was probation (25.1 percent). The average sentence imposed on those committed to prison was 7.2 years. These findings appear to contradict the anecdotal evidence frequently circulated in juvenile court that juveniles are treated as first offenders by the criminal court. The results are all the more noteworthy given that 57 cases included in the study were not yet disposed of and many of them were serious: 28.1 percent were murder charges, 17.5 percent were felony sexual assault charges, and 26.3 percent were robbery charges.

The characteristics differed for cases that were transferred to adult court by one of three mechanisms--waiver hearings, direct files, and statutory exclusion. Juveniles waived to adult court by judges tended to be 17 years old with an average of 14 prior charges. The juveniles who were "direct filed" by the prosecutor also were usually 17, but with fewer than eight prior charges. Those juveniles automatically transferred to the criminal court because of State law differ considerably, depending on the nature of the State's law. In Chicago, the juveniles tended to be 16 with an average of six prior charges, but less than one prior adjudication. All juveniles automatically transferred in Chicago were transferred for violent offenses. In Rhode Island, on the other hand, juveniles were automatically transferred on the basis of their past record. Consequently, these juveniles were older and averaged 12 prior charges and eight prior adjudications of those charges. Only 20 percent of these juveniles were transferred for violent offenses, however.

In the third year, the evaluators will look at how transferred juveniles for selected jurisdictions compare to those retained in the juvenile system and prosecuted under HSVJOP.

Also planned for Year 3 is completion of a process and impact study at four HSVJOP

sites--Milwaukee, Miami, Seattle, and Washington, D.C. This study, using a multiple cohort design, will enable comparisons between the experience of "target" offenders processed before and during the program, as well as between nontarget offenders in the two time periods. In contrast to the effort in earlier years, which is primarily descriptive, this component of the evaluation will help determine whether the HSVJOP approach has brought about measurable improvements or changes in processing time, case findings, and sentencing of serious, habitual offenders. The results will be included in a final report.

The development and implementation of an Automated Juvenile Law Archive is intended to respond to the needs of Federal, State, and local legislators and policymakers as well as researchers, civic organizations, advisory groups, and the media. The objectives of this project are to develop and implement an automated centralized source of juvenile legislation; to restore currency to the existing legislative data base; to produce timely information on new developments in juvenile code revisions, legislative trends, and juvenile code history; and to compile and analyze specific aspects of juvenile codes from the 50 States. The projected completion date is October 1, 1986. At that time information will be available from the Archive.

A research project is currently underway on the Programs and Services for Children and Youth Abusing Drugs or Alcohol. This project is being co-sponsored by the Alcohol, Drug Abuse and Mental Health Administration. The purpose of this research is to analyze the national data from the "Survey of Children's Residential Institutions and Alternative Programs." This survey is limited to those facilities and programs servicing only clients under the age of 21. The survey includes information on programs existing in 1982 that provided residential and nonresidential services

to children and youth (under age 21) with drug and alcohol abuse problems.

Data from the 1982 survey indicate that of the children and youth participating in the programs, nearly 1.5 million were identified as having abused drugs or alcohol or both.

In the residential survey, it was found that 1,629 or about 4 percent of the 40,022 youth that staff identified as having problems with drugs or alcohol were being treated in facilities designed for that purpose. Thus 96 percent of the children and youth considered to be abusers of drugs and alcohol lived in group care facilities primarily designed for children and youth considered dependent and neglected, mentally ill, delinquent, or in need of services because they were "status offenders" or were pregnant.

Of the approximately 1.4 million substance abusers being served in nonresidential programs, 91,759, or 6 percent, were participating in programs located in agencies identifying themselves as substance abuse agencies. As in residential care, the vast majority of nonresidential substance abusers were being served by agencies and programs with a variety of other primary functions.

Under the current study, a report will be prepared that describes existing programs that provide residential and nonresidential services to children and youth with problems of drug and alcohol abuse. The researchers will also compare selected characteristics of those facilities and programs that specialize in treating substance abuse with facilities and programs of other types that reportedly serve the vast majority of youth with drug or alcohol abuse problems.

A major area of investigation that merits further attention is Juvenile Correctional Populations: Policies and Choices for the Future. Research is needed that addresses the growing problem of facility crowding, physical plant deterioration, recent lawsuits, inefficient use of available resources, and the shift in



philosophy between punishment/control versus treatment for the operation of juvenile corrections. More attention should be paid to developing and testing classification systems that meet current and future correctional needs.

Research efforts in this area would serve: to improve the post-commitment decisionmaking regarding placement and programming for juvenile delinquents; to develop principles and guidelines for the design of State and local classification systems, based on objective criteria that reflect the correctional organization's philosophy of management and treatment of juvenile offenders; to determine the extent to which classification systems foster more cost effective use of available resources; and to identify previously untapped resources to meet the demands for treatment and control.

Findings from this research effort would help States apply classification principles and guidelines to more effectively manage their current and future correctional population.

Another major area of investigation that merits further attention is Evaluation of the Effectiveness of Post-Adjudicatory Programs. There is a need to determine through experimental evaluation the efficacy of promising supervision/rehabilitation program strategies that are currently being implemented in States and localities.

Such evaluation efforts would serve: to document the nature of the rehabilitation strategies; to develop improved techniques for measuring client progress during and after program involvement; and to assess the impact and cost of various innovative options for rehabilitating postadjudicatory juvenile offenders.

This type of research would also offer an opportunity to explore the issues of differential diagnosis of the individual juvenile offender's needs and provision of specialized rehabilitative services. Findings from such program evaluations would provide State and local juvenile justice practitioners with an empirical basis for determining which of their

operational programs for postadjudicatory offenders are most effective and merit continuation.

There is a need to conduct research and development efforts to improve the Assessment and Treatment of Juvenile Offenders with Mental Health Problems. At the present time, very little is known about the prevalence and nature of mental disorders among the juvenile justice population. Several States have conducted incidence studies, which focus largely upon those youth who are placed in correctional settings. These studies clearly indicate that the juvenile offender population exhibits a significant level of mental health symptomatology. No definitive nationwide studies have been conducted. It is difficult if not impossible to develop national estimates from the State and local studies due to limitations of sampling, variance in the definition and measurement of mental disorders, and inconsistencies in findings across these studies.

There is a need to identify and implement effective strategies for assessing the extent of emotional and behavioral disturbances among the juvenile justice population. Consideration should be given to implementing screening procedures at the earliest possible opportunity once a youth has established contact with the juvenile justice system. For instance, screening for mental illness at the time of intake would provide information critical to determining the appropriateness of detaining a youth in a juvenile justice rather than mental health facility. One objective of identifying mental health disturbances at intake is the reduction of the incidence of suicides in detention and correctional facilities.

Once a youth's mental health problems are recognized, a concerted effort should be made to provide quality treatment. Current practices that address the mental health needs of the juvenile offender population appear to be: failure to identify the existence of a mental health problem; lack of specialized treatment for those youth with identified problems;

provision of specialized treatment within the context of the traditional detention/correctional environment; isolation of mentally disturbed delinquents in a specialized correctional placement; and referral of disturbed offenders to mental health placements. The determination of what type of mental health treatment the youth does (or does not) receive may often be a function of the availability of services rather than differential diagnosis.

More needs to be known regarding the current practices in the treatment of mentally disturbed juvenile offenders and whether these practices are effective. It is anticipated that very few of these treatment programs have been subjected to empirical analysis of such outcomes as improved psychological functioning and delinquency recidivism.

Research and development efforts are needed to identify promising assessment and treatment strategies, to operationalize model programs, and to test their efficacy. A critical issue in any investigation of this topic is how to improve the linkages between the juvenile justice system and mental health practitioners to serve better the needs of the mentally disturbed juvenile offender.

Treatment for juvenile drug abusers is a specialized need that is thought to be frequently overlooked or inadequately addressed. Research and program development efforts are necessary for the Improved Identification and Treatment of Drug Abuse Among Juvenile Offenders. At the present time, the juvenile justice system is receiving substantial pressure to control illegal drug use and to demonstrate greater accountability in handling drug-involved juveniles. As the ability to identify individuals with substance abuse problems increases, the demand for effective drug treatment services increases simultaneously. Yet, there have been relatively few successes. In fact, probably less is known about how to control and treat illegal drug use by juveniles than about treating general delinquency. A number of diverse treatment programs have recently been developed that should be rigorously tested to

determine their effectiveness for different types of offenders.

Research on Juvenile Record Keeping Systems is needed. As incapacitation becomes a more important sentencing criteria, courts and prosecutors inevitably become more motivated to identify high rate offenders as targets for incapacitation. Previous studies have found that the best predictor of criminality among young adults is their juvenile record. Specifically, the earlier an offender was convicted as a juvenile, the more frequent and serious the offenses with which he was charged, the greater the likelihood of future recidivism and the greater the likelihood he would become a high rate offender.

The transition from juvenile to adult court occurs during what are probably the peak years of criminality (ages 16 through 23). Arrest statistics show that the majority of persons arrested for serious crime are in this age category.

Very few jurisdictions explicitly prohibit access to juvenile record information by adult court officials. However, in most jurisdictions juvenile records are neither routinely available nor complete due to administrative and resource constraints limiting their retrieval and transfer.

Criminal justice policymakers are confronted with a dilemma. Given the low probability of arrest for juveniles (about 12 percent of crimes committed), by the time an offender has accumulated several arrests and convictions, he is likely to be past his peak period of criminality. While imprisoning this older habitual offender may provide retribution, his isolation from the community produces only a slight impact on the level of crime. Significant reductions in the number of offenses committed might result from incapacitating substantial numbers of youthful offenders during their high crime years.

Research into the development of model juvenile record keeping systems that will produce more accurate, complete and accessible records is needed.

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## Alternatives to Juvenile Justice Processing

NIJJDP has sponsored a broad program of research and assessment work on alternatives to juvenile justice system processing. Projects in this area are designed: to develop information on effective composition and organization of State and local juvenile justice systems for handling serious and violent juvenile offenders; to identify programs that both ensure public safety and deal more effectively with the serious juvenile offenders; and to determine the effects of the deinstitutionalization of status offenders.

Alternatives to juvenile justice processing include diversion programs, community-based alternatives to secure detention and jails, and alternatives to traditional incarceration in training schools and other secure correctional facilities.

### Highlights of Results

Several NIJJDP-supported projects have made important contributions to our understanding of the nature, extent, and effectiveness of community-based alternatives to incarceration. Notably, this research has provided background information on design guidelines for OJJDP Special Emphasis programs and evaluations of these and other alternative programs.

In addition to its efforts to identify the most promising intervention strategies, the Research and Program Development Division initiated an evaluation of the OJJDP's Evaluation of Private Sector Corrections Initiatives for Serious Juvenile Offenders. This program was designed to determine the effectiveness of several private sector programs, compared to the conventional placements they are intended to replace. In addition to program effectiveness, this initiative assesses the business, management, and programming techniques the private sector uses, and examines the appropriateness of the State and local regulatory processes to which they are subjected.

Two experimental programs were selected for funding: RCA Service Company located in New Jersey, and New Life in Ohio. In addition, the National Center for Institutions and Alternatives (NCIA), which was funded by a private foundation (Seaver Institute), and VisionQuest were also included in the evaluation. The major objectives of the evaluation are:

1. To determine the impact of the experimental programs on subsequent criminality.
2. To determine what types of programs or services appeared effective for different types of youths.
3. To determine how State and local regulatory procedures were affecting the growth and quality of private sector programs.
4. To describe and evaluate the business and management policies of the private sector programs.
5. To develop and describe evaluation procedures that could be used by local officials in evaluating similar programs.

The basic evaluation design for the Private Sector Project (RCA and New Life) involved the random assignment of eligible youth between the experimental and conventional control programs. Baseline data collection includes the characteristics of each youth, prior criminal record, family and school background, and the exposure and performance of each youth in each phase of the program, and documentation of the content of the program. Followup data collection includes interviews with the youth and reviews of the juvenile and criminal record after leaving the program.

A preliminary report on the VisionQuest program entitled, "An Assessment of Treatment Effects and Sources of Controversy" has been completed. This report compares the recidivism rates for VisionQuest graduates with groups of similar San Diego delinquents. It also examines differences of opinion between San Diego Probation and VisionQuest.

The recidivism study is based on an analysis of arrests of the first 90 male San Diego graduates of VisionQuest. The arrests occurred during the first 6 to 18 months after release from treatment. Two reference groups were compared: 257 male juveniles, who were placed in the San Diego Probation Department's Youth Conservation Corps (YCC) program at its West Fork Camp several years before the VisionQuest placements, and a small group of delinquents who refused to be placed with VisionQuest and were placed in other programs. Divergent views on the potential risks and benefits of the program were obtained by reviewing internal memos and correspondence maintained by the San Diego Probation Department and conducting interviews with representatives from the court, probation, and VisionQuest.

Preliminary findings show that the first 90 male juveniles graduated from VisionQuest had an average 8.4 prior arrests. Sixteen percent had served terms in the California Youth Authority (CYA) prior to their VisionQuest placement. They averaged 16.3 years of age at the time they entered the program and 12.3 years of age at the time of their first arrest. The average length of stay in VisionQuest was 398 days and 111 days in the Youth Conservation Camps.

Although YCC placements were intended to be an alternative to CYA commitments, the much shorter terms served at YCC suggested that YCC might serve a somewhat less serious population. Compared to the VisionQuest sample, the YCC sample was somewhat older at the time of placement (17.4 vs. 16.3 years of age), older at the time of their first arrest (13.7 vs. 12.3), and had experienced slightly fewer arrests (7.9 vs. 8.4). Only one of the YCC subjects had been committed to the CYA before his current placement. Comparing the two samples, the VisionQuest subjects were somewhat more serious offenders than the YCC groups across all dimensions. On that basis we would expect them to be arrested more frequently following their release.

The other comparison group consists of those youths who refused VisionQuest placements and were either placed in the

CYA or some other community program. Those who were placed in the CYA were consistently more serious offenders than the VisionQuest sample, while those receiving community placements were about the same as the YCC group.

The ultimate test of any rehabilitation program is the rate of criminality demonstrated by its graduates when they return to the streets. Among YCC graduates, 71 percent were rearrested within one year after release. Among the slightly more serious offenders who graduated from VisionQuest, the rate of recidivism was 55 percent, or 23 percent less. The recidivism rate for CYA graduates was 88 percent while the rate for those sent to other local placements was 68 percent. VisionQuest's 23 percent edge generally was consistent or was exceeded when different time periods (6-18 months) were analyzed or if attention was limited to more serious types of offenses. However, recidivism rates for all groups were rather high.

Among both YCC and CYA graduates, the average annual postrelease arrest rate was 1.6 arrests per year. Among those in community placements it was 1.4 arrests per year. Among VisionQuest graduates it was 1.2 arrests per year, 25 percent lower than for graduates of YCC or CYA.

All of these programs differ substantially in their average cost per day and average length of stay. In fact, given the substantial rate at which graduates of all programs are rearrested following their release, the most significant differences in program outcome are the differences in incapacitation effects achieved by short-term placements in YCC compared to the much longer terms served in VisionQuest and the CYA.

Interim findings on the Private Sector Corrections Initiative will be available in Fiscal Year 1987.

Evaluation Component of the Violent Juvenile Offender Research and Development Program: Part I, tested the capability of the juvenile justice system to deal with the chronic serious violent

offender. The research was designed to test innovative strategies for handling and reintegrating adjudicated violent juveniles and to assess the effectiveness of these strategies on youth in experimental treatment programs. The experimental treatment group was compared to a control group that received traditional justice interventions.

In this evaluation 244 youths were randomly assigned to experimental or control groups across four test sites (Boston, Newark, Memphis, and Detroit) between February 1, 1982 and March 31, 1985. The mean age of the assigned youths was 16.4, and the youths ranged from age 14 to 18 years. The study was restricted to males only. Of the youth assigned to the program, 85.5 percent were black, 12.0 percent were white, and 2.5 percent were Hispanic.

Preliminary findings indicate that the youth in the study had repeatedly been involved in violent crime and other criminal activities. Armed robbery and aggravated assault were the most common instant offense adjudications. Youths averaged 7.9 prior offenses, resulting in an average of 3.2 adjudications. One-fourth of the youth had at least one prior placement in a juvenile corrections institution. While the official records showed that these youth had repeated contact with courts, self-report data suggested that official court contacts represented only a small percentage of the number of crimes in which the youths participated.

Nationally, case managers reported that violent juvenile offenders made progress in virtually all treatment areas while still actively involved in the program. Youth showed the greatest and most consistent progress in the area of family relations. An important issue researchers continue to investigate is the experience youth have after they are released from the program.

Activities to be completed during the final phase of the research include tracking the youths (both experimental and control) through official records and

conducting youth interviews to determine how many have adjusted to life back in the community, how many have committed new offenses, and how many have been reincarcerated. The research is scheduled for completion during Fiscal Year 1987.

In Fiscal Year 1986, the Research and Program Development Division announced new Research on the Impact of Deinstitutionalization of Status Offenders.

One of the major issues that has shaped American juvenile justice policy and practice is the issue of "status offenders." Removing minor, noncriminal juvenile offenders from secure detention and correctional facilities was heralded as the solution to providing fair, more humane treatment for status offenders and conserving the resources of the juvenile justice system for dealing with more serious offenders.

It has been approximately 20 years since the movement to deinstitutionalize status offenders (DSO) began. As each State moved toward DSO, legislative changes, policy developments and revision, and practice changes occurred in various sequences. These changes, in most cases, led to changes in the way in which different systems in the community responded to youth who committed status offenses.

Given the tremendous amount of energy and resources that have been committed to DSO, OJJDP feels it is necessary to systematically examine the positive and negative impact that deinstitutionalization has had on youth, in terms of the risk that youth will be exploited, will become involved in delinquent behavior, and the effect on youth-serving public institutions and private agencies.

## Recommendations

The Research and Program Development Division recommends that future research focus on the following areas:

1. Implementation of recommendations from the joint OJJDP/Bureau of Justice

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Statistics assessment of current national statistics on juvenile delinquency.

2. Research on the initiation and maintenance of illegal drug use among juveniles that can provide an empirical basis for the development of sound prevention and intervention strategies.

3. Research on the effectiveness of drug rehabilitation programs for juveniles.

4. Research on the development of correctional programs that places greater emphasis on the issues of diagnosis,

classification, and reintegration or aftercare. Studies in this area should include a focus on identifying special populations (e.g., mentally disturbed, emotionally handicapped, learning disabled, physically handicapped) and development of appropriate services.

5. Development of technical manuals to assist States and communities in designing and implementing evaluations of all facets of the juvenile justice system and related services.

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# Training, Dissemination, and Technical Assistance Division

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The Training, Dissemination, and Technical Assistance Division (TDTAD) develops training and technical assistance programs for practitioners and organizations working with juveniles or juvenile offenders. TDTAD also collects and disseminates information on all aspects of juvenile delinquency and reviews existing standards related to the juvenile justice system in the United States.

In April 1985, OJJDP reorganized and unified the technical assistance, training, and information dissemination functions. By doing so, OJJDP provided a coordinated approach to increasing the capacity of agencies concerned with juvenile justice and delinquency prevention to better meet their goals.

TDTAD's training programs are an integral part of NIJJDP's strategy to improve the ability of the juvenile justice system to prevent, treat, and control delinquent behavior, to extend the range of alternatives to the criminal justice system, and to increase knowledge of methods for delinquency prevention, treatment, and control. To address this broad juvenile justice function, the TDTAD develops and conducts training programs, seminars, and workshops for professionals involved with juvenile delinquency and for those in the juvenile justice system.

Another integral component of NIJJDP's overall strategy is the Division's role as the information collection, synthesis, and dissemination mechanism for OJJDP. The dissemination function is carried out by the Juvenile Justice Clearinghouse of the National Criminal Justice Reference Service. This information project provides services designed to support, expand, and improve information flow to the juvenile justice community. The Clearinghouse provides detailed and individualized information to its users and the

staff of OJJDP in a system that includes a toll-free telephone line for easy access.

Technical assistance is provided to Federal, State, and local governments, public and private agencies, courts, institutions, and individuals for use in planning, establishing, funding, operating, and evaluating juvenile delinquency programs. In a larger sense, the entire program is conceived as a comprehensive program to provide nonfinancial assistance that State and local agencies cannot expect from their own resources.

TDTAD technical assistance emphasizes the use of experienced, credible operational leaders and professionals with substantive knowledge and expertise in specific areas of juvenile and criminal justice. Close relationships have been established with the leading concerned professional societies, whose members commonly volunteer their services. Experts are called upon when TDTAD staff determine that highly specialized expertise is needed that falls outside the particular capabilities of agency staff, when grantees require training in an area that demands a particular type of background or experience, or when time constraints dictate such assistance. Technical assistance activities include workshops, seminars, demonstrations, and development and issuance of guidance materials in various media.

## Training and Technical Assistance

The Law Related Education (LRE) program completed its second year of the national training and dissemination phase, which included seven components:

- Training and target-site technical assistance
- Information resource
- Marketing and support
- Nontarget-site technical assistance



Program development  
Assessment  
Coordination and management

A mechanism was designed to support this program: The development of public-private partnerships at State and local levels. The partnerships will ensure that high-quality programs are tailored to meet local needs and are supported in such a way that they have a lasting impact on the education and juvenile justice systems.

The centerpiece of the training and dissemination phase is a pyramidal design that operated in 17 target States. Substantial non-Federal resources were generated to support this program.

At the time of this report:

- 37 Public-Private Partnership Conferences had been conducted for more than 3,372 participants involving 19,860 hours;
- 330 school districts had been involved affecting 644,606 students;
- 62 Training-of-Trainers sessions had been conducted for 1,116 trainers over a period of 17,377 hours; and
- 374 Inservice Training sessions had been conducted for more than 11,403 teachers and resource persons during 73,834 training hours.

The current LRE Master Plan includes 17 continuation and 9 new target efforts in 25 different States: Arizona, Georgia, Kentucky, Massachusetts, New Hampshire, New Mexico, New York, Washington, and Wisconsin (all new); and Connecticut, Florida (outside Dade County), Iowa, Pennsylvania, South Carolina, Utah, California, Colorado, Florida (Dade County), Hawaii, Illinois, Indiana, Michigan, Nevada, North Carolina, Oregon, and Tennessee (continuations).

The National School Safety Center (NSSC), operating through a grant to Pepperdine University, established a National School Safety Center in Sac-

ramento, California. (The Center moved to Encino, California, in October 1986.) The primary goal of this center is to provide a national focus on school safety by making the Nation aware of the magnitude of campus and school crime and violence, identifying the ways and means to diminish crime and violence, and promoting innovative, workable campus crime prevention and school discipline restoration programs.

In 1985, NSSC reorganized into three divisions: law enforcement and education; communications and clearinghouse services, and legal advocacy for safe schools. During the past 2 years, NSSC staff professionals visited 47 States and the District of Columbia, meeting with over 1,281 national, State, and local officials. These officials included the President of the United States, Chief Justice of the United States, officials of the Department of Education and Health and Human Services, governors, attorneys general, superintendents of public education, judges, law enforcement, education, government, legal, civic, and youth-serving personnel.

NSSC received numerous commendations, including one from the California legislature. They filed four amici curiae (friends of the court) briefs, compiled and analyzed significant statutory laws and legislation affecting school safety for 25 States; selected and edited appropriate articles and published Legal Anthology--School Safety and the Legal Community; reprinted Right to Safe Schools, School Safety Legal Anthology, School Discipline Notebook, School Crime and Violence: Victim's Rights, Educated Public Relations: School Safety 101, and four resource papers; and published and distributed 810,000 copies of the "School Safety Newsjournal" during the 2 years.

In addition, NSSC initiated "automatic arrangements" with the U.S. Department of Education's Educational Resources Information Center (ERIC) to reproduce and make all NSSC publications available through their computerized clearinghouse; developed and distributed media informa-

tion packets to 10,000 media outlets; placed NSSC-generated articles in major trade journals and newspapers throughout the country; obtained contributions of more than \$550,000 in goods and services; cosponsored, conducted, or participated in over 173 workshops and conferences; conducted four technical assistance visits to four different States; responded to over 352 requests for services and technical assistance from 35 different States; developed multimedia public service announcements and a film that won seven national and international awards; and finally, developed, in conjunction with Pepperdine University, an experimental education leadership graduate studies program, which focuses on the development of school environments that are safe and conducive to effective education.

The Juvenile Justice and Learning Disabilities Training project is operated by the Research and Development Training Institutes. The goals and objectives of this training project were to conduct five regional training institutes for an audience of juvenile court judges, parole officers, court personnel, prosecuting and defense attorneys, parents, and educational and mental health personnel.

The training institutes were successful in creating awareness of the relationship between learning disabilities and juvenile delinquency, as well as the need for Preventive and Treatment model programs for several hundred public and private policymakers, program planners, practitioners, and concerned community leaders.

More than 600 participants have attended the Institutes and training modules. Training materials are based on the results of the research and remediation program that was sponsored by NIJJDP on the link between learning disabilities and delinquency, and evaluation of the remediation program effectiveness.

The National College of District Attorneys (NCDA) conducts training in juvenile justice for State and local prosecuting and defense attorneys assigned to juvenile court.

This training, developed by the NCDA, addresses the role of prosecutors in evidence presentation, and confidentiality of records. Through lectures and workshops, the training presents an overview of the juvenile justice system, juvenile diversion, policy considerations, pretrial issues, adjudication, dispositional alternatives, and post-disposition strategies. Emphasis is placed on the serious and violent juvenile offender, the investigation and prosecution of drug cases, and victim/witness problems.

The National District Attorneys Association (NDAA) Juvenile Justice Resource Service provides prosecutors with: (1) access to experts and private citizens concerned with issues of juvenile justice; (2) state-of-the-art information on current research, national trends, standards, model legislation, and ongoing programs; and (3) assistance in preparing district attorneys to assume a more active role in the formulation of juvenile justice policy in their districts. During fiscal years 1985 and 1986, NDAA established a technical assistance capability, created a juvenile justice newsletter that is distributed quarterly to all NDAA members, and participates in major conferences on juvenile justice.

The National Firehawk Foundation (Firehawk) is a comprehensive counseling program that provides: (1) training and technical assistance in fire safety, fire prevention, educational materials, games, and activities of fire departments and agencies; (2) a companion program, pairing children (within the age group of 5- to 13-year olds) with firefighter volunteers; (3) a referral program designed to divert children and their families having complex problems with firesetters, to helping professional agencies; (4) an apprentice program that provides fire departments with activities for children interested in firefighter careers; (5) onsite technical assistance and training for Firehawk programs interested in becoming State regional resources; (6) eight Firehawk training workshops; and (7) evaluation of the training and technical assistance efforts.

Permanent Families for Abused and Neglected Children operates through a cooperative agreement with the National Council of Juvenile and Family Court Judges. This national program is being sponsored to help State and local jurisdictions develop programs designed to find permanent homes for children in foster care. This is being accomplished by providing technical assistance to key State legislators, juvenile and family court judges, and social service representatives of the States and territories. The technical assistance helps agencies plan and implement placement programs.

During Phase II of the project the State Task Forces are receiving financial assistance in the form of contracts to develop and implement their programs under the direction of the National Council of Juvenile and Family Court Judges.

The Court Appointed Special Advocate Program (CASA) provides trained volunteers to assist burdened court officials and, under the court's direction, gathers information on children whose home placement is being decided by the court--usually as a result of abuse or neglect. The program goal is to ensure that a child's right to a safe, permanent home is acted on by the court in a sensitive and expedient manner.

There are now CASA programs in about 206 jurisdictions including eight statewide programs, and they are constantly expanding. Five regional management training seminars have trained 205 CASA Program Directors in 44 States. A manual, "Court Appointed Special Advocate: A Guide for Your Court," was produced and distributed.

An allocation of nearly \$500,000 was given the National Association of CASA during the fiscal year 1986 to expand the CASA recruitment and training program.

Training and Technical Assistance in Organization Management for Private Voluntary Organizations Involved with Missing and Exploited Children. In less than a year, the Institute for Nonprofit

Organization Management (INPOM) has completed eight scheduled 3-day training sessions for agencies serving missing and exploited children. Subjects covered include: leadership, governance, legislation, advocacy and data collection, fingerprinting, marketing, child safety, fundraising, volunteer management, proposal writing, budget development, legal rights, community relations, and situational leadership. Approximately 90 participants from about 49 agencies have now attended these sessions. Technical assistance has been provided onsite and by telephone in response to numerous requests. During the current fiscal year, training will continue at eight new sites. In addition, a national conference of missing childrens' agencies will be held.

Management Assistance for Nonprofit Organizations. During fiscal year 1986 the Institute for Nonprofit Organization Management (INPOM) provided training to nonprofit youth serving agencies on administration, management, governance, resources management, and other subjects of concern. Training was provided to approximately 225 agency participants at 10 sites. In addition, 400 managers and board members received followup technical assistance and training.

Exploring Careers in Law Enforcement and Criminal Justice is part of the Exploring program of the Boy Scouts of America. It presents a unique opportunity for America's youth to assess their interest in and potential for a career in law enforcement or other areas of the criminal justice system. This project continues the expansion of the program to approximately 40,000 participants, which will produce a pool of partially trained young people interested in careers in criminal justice. Approximately one-third of the participants choose such careers.

Explorers also provide direct assistance to law enforcement agencies. The mutual understanding that the program creates among practitioners, teenagers, and the general public contributes to crime prevention and control.

Secure Juvenile Residential Training and Technical Assistance. In 1983, the American Correctional Association (ACA) developed the authoritative Guidelines for Development of Policies and Procedures for Juvenile Detention Facilities. This document addresses and translates national detention facility standards into workable and adaptable policy and procedures statements.

The Guidelines are based on three sets of national standards: the American Correctional Association's "Standards for Juvenile Detention Facilities," the National Advisory Committee for Juvenile Justice and Delinquency Prevention's "Standards for the Administration of Juvenile Justice," and the American Bar Association's standards for "Interim Status" and "Architecture of Facilities."

To help juvenile detention facilities implement the standards, OJJDP and ACA have established three regional juvenile detention Resource Centers, whose own written policies, procedures, and operational practices closely resemble those in the "Guidelines." The centers are: Berrien County Juvenile Detention Center, Berrien Center, Michigan; Jefferson County Youth Center, Louisville, Kentucky; and Southwest Florida Juvenile Detention Center, Fort Myers, Florida.

Selection of a fourth regional center in the West is now underway. The centers provide training and technical assistance to detention facility administrators and staff in their regions.

Technical assistance for juvenile corrections was also initiated in 1985. A national forum for State correctional administrators and institution superintendents was held and will be followed by special policy seminars and training.

Model State Legislation Development and Legislators Training. The Rose Institute/Claremont-McKenna College and the American Legislative Exchange Council (subcontractor) continue work under a 2-year grant to survey leaders in the juvenile justice field regarding optimum

approaches to delinquency problems, to review the juvenile codes of all 50 States, and to draft a model code for consideration by State legislators.

Law Enforcement Training and Technical Assistance. Police Operations Leading to Improved Children and Youth Services (POLICY) is a pragmatic policy development seminar for law enforcement policy-making executives. The 3-day program is currently being offered by the Federal Law Enforcement Training Center (FLETC) through an interagency agreement with OJJDP. Its purpose is to introduce major issues and examples of management strategies that can increase the effectiveness of juvenile services by participating departments.

POLICY II is a sequel to the above POLICY program. This 3-day workshop for mid-level law enforcement executives builds on the policy issues discussed in the POLICY program and demonstrates step-by-step methods by which adopted policies can be implemented. Improvements of police productivity in juvenile justice areas is emphasized.

The Child Abuse and Exploitation Investigative Techniques Training Program is a 4-day seminar for law enforcement investigators who are responsible for investigating child abuse, sexual abuse, and missing children cases.

This program covers the following five major subject areas: legal considerations in case preparation for prosecution, physical child abuse and neglect, sexual exploitation of children, interviewing techniques, and investigating missing children cases.

The seminar format encourages student participation and focuses on implementing proactive state-of-the-art policing techniques. Having developed and tested the program successfully, a program for training law enforcement academies has been developed and implemented which transfers the curriculum materials and training techniques to the State Law Enforcement Academies.

The Safe Schools POLICY Seminar program was developed at the end of the year. Its purpose is to bring chief executives of schools, law enforcement, prosecutorial, and juvenile probation and services personnel together as a team to consider a process and method of information sharing, cooperation, and coordination leading to improved school safety, supervision, and delinquency prevention.

The above five programs are being offered at FLETC in Glynco, Georgia, in regions throughout the country, as well as in individual States that request and supply resource support. In the fiscal year 1986, 1,422 law enforcement personnel were trained.

The Evaluation of Serious Habitual Offender/Drug Involved (SHO/DI) Program includes five sites: Portsmouth, Virginia; Colorado Springs, Colorado; Jacksonville, Florida; Oxnard, California; and San Jose, California. The essential purpose of the evaluation is to measure and assess the major thrust of the program--to assure swift and certain control of serious, habitual, and drug involved juvenile offenders.

Since advancement of this goal requires the establishment of cooperative relationships between police, courts, corrections, schools, and other agencies, the evaluators must also study and describe the organizational developments that take place toward this end. Further, the evaluation team provides technical assistance to the SHO/DI sites in program implementation and refinement.

The evaluation is in its third year. The research team has developed initial project site profiles and is assessing each site's program process, progress, and performance. SHO/DI case handling and related procedures are tracked on a data collection instrument designed for this purpose.

Juvenile Court Training and Technical Assistance is a major program that includes three significant efforts--a

training program conducted by the National Council of Juvenile and Family Court Judges (NCJFCJ) for judges and personnel associated with the juvenile court, technical assistance to juvenile and family courts, and the specialized training for judges in large metropolitan areas that focused on handling chronic serious and violent juvenile offenders. NCJFCJ's program of training for juvenile court judges and other court-related personnel has been expended to reach a larger audience. The specialized training for judges in large metropolitan areas that focused on handling chronic serious and violent juvenile offenders--previously funded separately--was incorporated into the overall program.

In addition, a new training module was developed for appellate court judges. A total of 5,084 juvenile court judges and court-related personnel as well as other juvenile justice system personnel received training under this project through training programs provided in cooperation with local, State, regional, or national organizations. During Fiscal Year 1986, the NCJFCJ conducted two 1-week Core Courses in Juvenile Justice for Judges with 60 participants; two sessions on Issues in Family Law for 100 participants; one Annual Conference for 300 judges; one session on Evidence in Juvenile Court for 40 judges; and five separate sessions for Court Administrators and other court personnel for over 300 participants.

NCJFCJ also established the Priority Implementation Action Project (PIAP), which was composed of 36 metropolitan juvenile judges, consultants, and NCJFCJ staff. The purpose of this project was to enable NCJFCJ to research and state a position on six of the most critical issues facing juvenile courts. During Fiscal Year 1986, the Metropolitan Juvenile Judges Committee completed two major reports, the "Juvenile Court and Serious Offenders: 38 Recommendations" and "Deprived Children: 73 Recommendations."

The National Center for State Courts/  
Institute for Court Management (NCSC/  
ICM) conducted five Juvenile Justice  
Training Programs entitled:

Juvenile Justice Management Program  
Juvenile Court Dispositions  
Victim-Witness Programs  
The Private Sector in the Juvenile  
Justice System  
Strengthening the Executive  
Component of Juvenile Courts  
(Managing Cases)

The primary objectives of this project were to clarify court purposes and functions; to further the accountability of juvenile court systems and related agencies; to further the application of management technologies, conceptual skills, and improved working relationships by and between juvenile justice agencies; to develop coordinated approaches to improved juvenile justice effectiveness for ready implementation in workshop participants' communities; to bring about active discussion among key personnel in juvenile justice systems and an exchange of information concerning different improvement strategies; to design revised, improved, better planned, and better managed juvenile justice systems; and to further the stated goal of retention of youths in the custody of their parents and otherwise in their own communities to the extent compatible with public safety.

The six training programs addressed an audience of approximately 170 juvenile justice professionals. These professionals have, in the past, consisted of chief and deputy chief probation officers/directors of juvenile court services, juvenile court judges, detention administrators, probation supervisors, intake supervisors, court and juvenile justice planners, juvenile prosecutors and public defenders, and private juvenile justice agency staff members.

The National Center for Juvenile  
Justice (NCJJ) is a division of the  
National Council of Juvenile and Family  
Court Judges. The NCJJ provides tech-

nical assistance to juvenile court practitioners. Modes of assistance included offsite, onsite, and cross-site consultation. The general area around which assistance is provided includes: Court Administration and Management, Program Development, Court Decision-making, and Litigation. During Fiscal Year 1986, the National Center for Juvenile Justice completed 21 onsite consultations dealing with court administration, program development, and legal issues. Each onsite technical assistance response entailed 3 to 5 days.

The NCJJ responded to some 426 requests for information during Fiscal Year 1986. Of these, 134 requests required an extended response that involved staff research or the development of original materials or reviews.

In June 1986, the NCJJ at the request of the OJJDP conducted the first of a series of Statewide Juvenile Justice Information Workshops. This workshop was attended by 41 individuals from 24 States. During the 3-day session, the group heard presentations from system experts selected to represent the best of juvenile justice information managers across the country.

#### Restitution Education, Specialized Training and Technical Assistance

(RESTTA) is administered by a consortium of six organizations: Pacific Institute for Research and Evaluation; Oklahoma State University; Institute for Court Management, National Center for State Courts; National Association of Counties Research, Inc.; National Restitution Resource Center/Juvenile Justice Clearinghouse; and California Youth Authority.

RESTTA is designed to promote the use of restitution as a juvenile court disposition, provide training and technical assistance to juvenile justice agencies and programs on all aspects of juvenile restitution program development and management, and provide comprehensive information on juvenile restitution issues and activities across the country.

RESTTA has six program components:

1. National Restitution Resource Center (NRRC)

The NRRC is part of the Juvenile Justice Clearinghouse of NCJRS. NRRC's major responsibilities are to establish and maintain a juvenile restitution mailing list, receive inquiries and disseminate information on juvenile restitution, and edit and publish RESTTA promotional brochures and publications. The major RESTTA publication is the Guide to Juvenile Restitution, a basic text on the state of the art in juvenile restitution. NRRC also developed eight training videotapes based on the RESTTA National seminars.

2. National Training Seminars Program

RESTTA conducted four, 3-day workshops across the country that focused on the basics of restitution programs. Approximately 300 people attended the seminars.

3. Host Site Programs

RESTTA identified six exemplary restitution programs (Ventura, California; Dallas, Texas; Waterloo, Iowa; Charleston, South Carolina; Prince Georges County, Maryland; and Quincy, Massachusetts) which provided a mix of organizational structures and programs, to serve as training and technical assistance resources for other juvenile restitution programs. Nearly 600 people attended the 29 workshops conducted by the Host Sites.

4. Miniseminars Program

RESTTA promoted and assisted in the development and delivery of juvenile restitution seminars for States and cooperating jurisdictions on the local level. These miniseminars were scaled down versions of the National Seminars and were custom-tailored for the sponsoring State or region. RESTTA conducted

approximately 15 miniseminars, reaching nearly 160 jurisdictions.

5. Conference Presentations

RESTTA faculty and consultants made presentations at approximately 50 conferences covering all aspects of juvenile restitution.

6. Technical Assistance Vouchers

Approximately 500 counties from 47 States have drawn on the \$500,000 voucher system to help pay for Host Site tuitions, RESTTA training materials, onsite consultation, miniseminars, State conferences, etc.

## Information Dissemination

During Fiscal Year 1986, the juvenile justice information specialists of the National Criminal Justice Reference Service/Juvenile Justice Clearinghouse responded to 4,500 requests for information. Many of the requesters contacted the Clearinghouse on its toll-free number, 800-638-8736.

More than 30,000 documents were distributed during Fiscal Year 1986. Requests for fee-for-service products have increased. Two new fee-for-service products are: "The National Restitution Training Series," which consists of eight videotapes created to help juvenile justice professionals with practical information synthesized from research and experience; and the "New Pride Training Manual," which provides a long-needed comprehensive resource in program management.

The Reference Service data base, which OJJDP/NIJJD shares with the other agencies of the Office of Justice Programs, contains abstracts of more than 83,000 documents, of which about 20 percent (17,400) pertain to juvenile justice.



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## Fee-For-Service Activities

Topical Searches lists 30 publications, with summaries and full bibliographic information.

### Topical Searches available:

Aftercare Services for Juveniles  
Alcoholism Among Juveniles  
Alternatives to Juvenile Detention  
Child Abuse and Deviant Behavior  
Child Pornography and Prostitution  
Drug and Narcotic Abuse Among Juveniles  
Juvenile Detention  
Juvenile Diversion Programs  
Juvenile Gangs  
Juvenile Probation Services  
Juvenile Restitution  
Juveniles In Adult Jails and Lockups  
Learning-Disabled Youth  
Minority Youth Crime and the Juvenile Justice System  
Runaway, Missing, and Abducted Children  
Violence and Vandalism In Schools  
Violent Juvenile Offenders  
Waiver of Juvenile Court Jurisdiction  
Youth Employment Services

Topical Bibliographies offer a more complete examination of a variety of criminal justice topics. Each bibliography lists from 90 to 200 publications selected from the Reference Service data base.

### Topical Bibliographies available:

Alcohol, Drug, and Narcotic Abuse Among Juveniles  
Alternatives to Institutionalization  
Juvenile Correctional Education  
Juvenile Gangs  
Juvenile Justice Audiovisuals  
Juvenile Restitution  
Publications of the Office of Juvenile Justice and Delinquency Prevention, 1981-1985  
Violence and Vandalism in Schools  
Violent Juvenile Offenders

Other fee-for-service products available during Fiscal Year 1986 were: Juvenile Justice Selected Library in Microfiche (SLiM); custom searches; fact-finding services; special services such as conference support; Restitution Training Series videotapes; New Pride Training Manual, and the Guide to Juvenile Restitution.

The Clearinghouse has provided conference support and related publications to 19 juvenile justice related organizations, States, and associations.