

U.S. Department of Justice

Office of Justice Programs

Office of Juvenile Justice and Delinquency Prevention



A N N U A L

JUVENILE JUSTICE

REPORT

1988

145532

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

1992 ANNUAL REPORT

145532

**U.S. Department of Justice
National Institute of Justice**

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

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FOREWORD FROM THE ADMINISTRATOR

When juveniles get in trouble with the law we need to adopt a sensible approach that encourages them to accept responsibility for their actions. We know that most juvenile offenders will not be repeat offenders. However, we also know that violence committed by and against juveniles is the number one problem in our Nation. It is a top priority of the Department of Justice and the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Even though most juvenile offenders are clearly not hardened criminals, it is difficult to argue with published statistics: murders by juveniles in the United States are up 93 percent since 1982; and juveniles committed more than 11,000 homicides with weapons during the 1980's with more than 65 percent involving the use of firearms.

OJJDP has funded a range of initiatives to prevent delinquency and address the needs of serious and violent juvenile offenders. Through OJJDP's research programs, we have acquired a better understanding of the developmental pathways to delinquency, and of the factors that may cause a youth to be at risk of delinquency or keep him or her from committing delinquent acts. As a result of this research, OJJDP has developed and supported initiatives directed at reducing risk factors while promoting protective factors in children's lives. Opportunities for success are common themes in these initiatives while appropriate sanctions have been developed to respond to delinquent behavior.

OJJDP is strongly committed to the professionals who work under enormous pressures to turn young lives around. We have developed specialized training and technical assistance programs for the various components of the juvenile justice system — law enforcement, judiciary, detention and corrections, education, youth serving organizations, and community service agencies. These training and technical assistance programs are essential if juvenile delinquency prevention, intervention, and treatment programs are to maintain effective services. With well-trained and dedicated professionals who view their work as a personal mission, youth, who are at risk of offending or have offended, can be assured of having greater opportunities for achieving the "American Dream."

Above all, OJJDP recognizes that programs alone are not the answer. The answer also lies with individuals who give time and energy in their communities to establish and nurture interpersonal relationships with youth. OJJDP believes in the importance of programs that strengthen family and community relationships in order to help youth remain or become crime- and drug-free. We must remember that government programs only provide a structure. Individuals must add their personal involvement to community-based programs for them to succeed. Together, we can develop the full potential of America's most valuable resource — its youth.

John J. Wilson
Acting Administrator, OJJDP

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CHAPTER ONE

INTRODUCTION

Mission Statement

The mission of the Office of Juvenile Justice and Delinquency Prevention is to provide national leadership, direction, coordination, and resources to prevent, treat, and control juvenile delinquency, improve the effectiveness and fairness of the juvenile justice system, address the problem of missing and exploited children, and thereby contribute to developing the full potential of America's most valuable resource - its youth.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), established under the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act), as amended, provides national leadership to help the Nation address the issues of juvenile delinquency. This Annual Report fulfills the annual reporting requirements of the JJDP Act and describes OJJDP's efforts to carry out the broad mandates of the JJDP Act during Fiscal Year 1992. As this report demonstrates, OJJDP has provided leadership in areas of policy and program development, research and statistical studies, information dissemination, and provision of training and technical assistance.

OJJDP funds a broad array of initiatives that benefit the juvenile justice system as a whole as well as individual youth-serving agencies. Juvenile justice professionals from each component of the system — law enforcement, juvenile and family courts, prosecution, probation, corrections and detention, and child-welfare services — all derive benefits from OJJDP-funded projects. OJJDP's priority interest is to help these components work together effectively at the community level in cooperation with such social institutions as the family, schools, religious organization, and youth-serving organizations.

REPORT HIGHLIGHTS

This introduction provides highlights of the report's contents and a guide to specific sections of the report that fulfill annual reporting requirements prescribed by Con-

gress in Title II, Juvenile Justice and Delinquency Prevention, and Title IV, Missing Children. The introduction also features an overview of the organization and opera-

2 ■ Chapter 1

tions of OJJDP and a section on OJJDP's congressionally mandated Concentration of Federal Effort Program, which includes an update on the activities of the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention.

Chapter 2 contains summaries of the findings of three congressionally mandated studies: A Study to Evaluate the Conditions in Juvenile Detention and Correctional Facilities, The Study of American Indian and Alaska Native Juvenile Justice Systems, and The Obstacles to the Return and Recovery of Parentally Abducted Children. Reports of these studies have been submitted to Congress separately. Updated statistics on juveniles taken into custody are also included, as mandated by Congress.

Chapters 3 through 8 cover the activities of OJJDP and its grantees in six mandated functional areas: State Relations and Assistance; Research, Evaluation, and Statistics; Demonstration Programs; Training and Technical Assistance; Missing and Exploited Children; and Information Dissemination. Each chapter provides a brief description of OJJDP-funded projects active during Fiscal Year 1992, with names, addresses, and phone numbers of grantees. These descriptions emphasize the accomplishments of each project during the fiscal year.

Chapter 3 provides an update on the status of compliance by States participating in the Formula Grant Program with JJDP Act mandates in three areas of concern: Deinstitutionalization of Status Offenders and Nonoffenders (DSO) (Section 223(a)(12)(A)), Separation of Adults and Juveniles (Section 223(a)(13)), and Jail and Lockup Removal (Section 223(a)(14)).

Chapter 7 fulfills the annual reporting requirements prescribed by Title IV pertaining to missing and exploited children. The chapter focuses on the National Center for Missing and Exploited Children and reports the findings of three studies, as required by Congress: the National Study of Law Enforcement Policies and Practices Regarding Missing Children and Homeless Youth; Psychological Consequences for Families of Missing Children; and Reunification of Missing Children Project. Chapter 7 furthermore provides descriptions of each OJJDP-funded project active during Fiscal Year 1992 and a summary of the OJJDP Comprehensive Plan for Fiscal Year 1993, as mandated by Congress. This plan details planned OJJDP efforts in research, program development, and training and technical assistance.

Chapter 9 fulfills the congressional mandate for OJJDP to identify exemplary delinquency prevention programs that receive assistance under the JJDP Act. To enhance public recognition of these programs, OJJDP inaugurated in 1992 the Gould-Wysinger Award program, in honor of James Gould and Deborah Wysinger, dedicated OJJDP professionals whose untimely deaths represented a tragic loss to the juvenile justice community. More than 50 programs were nominated for the award by their colleagues across the Nation. In accordance with the mandate, priority was given to programs that promote community involvement, family strengthening, or both. Eighteen programs were selected, of which eight had received funding under the JJDP Act.

The appendix contains data related to OJJDP's funding history. In Fiscal Year 1992, Congress appropriated \$76 million for OJJDP, of which \$72.6 million were

allocated to fund program activities. Approximately \$50 million were directed to the States through the Formula Grants Program and State Technical Assistance. Discretionary programs authorized under Parts C and D of the JJDP Act received nearly

\$22 million in appropriations, of which 42 percent was earmarked by Congress for specific programs and projects.

Finally, the report provides an index of program descriptions by program title.

ANNUAL REPORTING REQUIREMENTS

Each year the OJJDP Administrator is required to fulfill the annual reporting requirements defined in the JJDP Act. The Administrator is required to submit reports to the President, the Speaker of the House of Representatives, and the President Pro Tempore of the Senate. The JJDP Act specifies fourteen OJJDP annual reporting requirements [Sec. 207, Sec. 404(a)(5)]. Five

reporting requirements pertain to juvenile justice and delinquency prevention and seven pertain to the Missing Children Program within OJJDP. This report responds to each of the fourteen annual reporting requirements summarized below. The required information for Fiscal Year 1991 appears in various parts of the report as identified.

Title II Juvenile Justice and Delinquency Prevention

Sec. 207(1)	A summary and analysis of the most recent data available regarding juveniles taken into custody.	Chapter 2
Sec. 207(2)	A description of programs funded under Part A of the JJDP Act, including activities of the Coordinating Council on Juvenile Justice and Delinquency Prevention.	Throughout the report, and pp. 6-7
Sec. 207(3)	A description of States' compliance with the mandates of Part B of the JJDP Act.	Chapter 3
Sec. 207(4)	A description and evaluation of programs funded under Parts C and D of the JJDP Act, with recommendations on their suitability for replication.	Throughout the report
Sec. 207(5)	A description of exemplary delinquency prevention programs for which assistance is provided under this title.	Chapter 9

**Title IV
Missing Children**

Sec. 405(a)(5)(A)	A comprehensive plan for the succeeding fiscal year.	Chapter 7, pp. 115-116
Sec. 405(a)(5)(B)	A summary of effective models of Federal, State, and local cooperation in recovering missing children.	Chapter 7
Sec. 405(a)(5)(C)	A summary of effective program models that aid missing children and their families.	Chapter 7, throughout
Sec. 405(a)(5)(D)	A summary of how resources were provided during the fiscal year to carry out the responsibilities pursuant to this title.	Chapter 7, throughout
Sec. 405(a)(5)(E)	A description of the telephone calls received in the preceding year over the national toll-free telephone line, and those referred to the communication system for runaway and homeless youth.	Chapter 7, pp. 106
Sec. 405(a)(5)(F)	A description of the activities of the national resource center and clearinghouse.	Chapter 7, pp. 106-109
Sec. 405(a)(5)(G)	A description of all programs for which assistance was provided during the fiscal year.	Chapter 7, throughout
Sec. 405(a)(5)(H)	A summary of the results of research completed during the fiscal year.	Chapter 7, pp. 110-114
Sec. 405(a)(5)(I)	A summary of assistance provided to clearinghouses.	Chapter 7, pp. 108, 123-124

MISSION AND STRUCTURE OF THE OFFICE

The OJJDP Administrator is appointed by the President by and with the advice and consent of the U.S. Senate. The JJDP Act charges the Administrator with responsibility for implementing and coordinating overall policy for Federal juvenile delinquency programs.

Each year, grants, contracts, cooperative agreements, and interagency agreements are awarded in order to carry out OJJDP's mission to prevent delinquency and "improve the quality of juvenile justice in the United States." Throughout its history, OJJDP has provided a vital service to

States, communities, juvenile justice professionals, organizations, and young people. The Administrator must focus available Federal funds on effective initiatives that prevent and control delinquency.

The Missing Children's Assistance Act was passed in 1984 as Title IV of the JJDP Act, designating OJJDP as the central coordinating agency in all matters pertaining to missing and exploited children. The Missing Children Program funds research; provides training and technical assistance; and operates a national resource center, toll-free telephone line, and clearinghouse to aid in the recovery of missing children nationwide.

OJJDP administered the State Formula Grants Program and funded over 100 projects through the Discretionary Grants Program during Fiscal Year 1992 to fulfill OJJDP's statutory program responsibilities. These responsibilities are carried out through the five OJJDP divisions:

- **The State Relations and Assistance Division** oversees the formula grant program, monitors States' compliance with the mandates of the JJDP Act, and provides training and technical assistance to participating States.
- **The Special Emphasis Division** develops promising approaches to delinquency prevention, treatment, and control by selecting, demonstrating, and testing specific program initiatives.

- **The Research and Program Development Division** pursues a comprehensive research agenda, developing knowledge about special problems and effective program approaches, statistics, and information system development; monitoring trends; and analyzing practices of the juvenile justice system.
- **The Training and Technical Assistance Division** develops technical assistance and training programs for juvenile justice professionals.
- **The Information Dissemination Unit** assists with the preparation, publication, and dissemination of information on juvenile delinquency and missing children.

Each of these divisions also has responsibilities for administering projects funded under the Missing Children Act.

OJJDP is a component of the Office of Justice Programs (OJP) within the U.S. Department of Justice. OJP is headed by an Assistant Attorney General, who facilitates coordination among the five component Bureaus including OJJDP, the Bureau of Justice Assistance (BJA), The Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), and the Office for Victims of Crime (OVC). OJP bureaus coordinate their resources and expertise to maximize and broaden the impact of funded programs.

CONCENTRATION OF FEDERAL EFFORT PROGRAM

Mission Statement

The mission of the Concentration of Federal Effort Program is to promote interagency cooperation and collaboration among Federal agencies and programs, and among Federal and State and local programs, by fostering communication among agencies involved in juvenile justice and delinquency prevention and missing children's programs, to eliminate duplication of effort and provide for the most effective use of Federal funds to benefit juveniles, particularly at-risk youth and youth in the juvenile justice system.

The JJDP Act mandated the establishment of the Concentration of Federal Effort (CFE) Program within OJJDP. In accordance with the act, OJJDP develops objectives, priorities, and a long-term plan (currently under development) and implements overall policy for all Federal juvenile delinquency programs and activities. Working primarily through the Coordinating Council on Juvenile Justice and Delinquency Prevention, also mandated by the JJDP Act, OJJDP maintains a close working relationship with and coordinates these programs and activities with all other Federal agencies involved in juvenile delinquency issues.

The Coordinating Council on Juvenile Justice and Delinquency Prevention was established by the original JJDP Act, as an independent organization in the Executive Branch of the Federal Government. The mandated function of the Council is to coordinate all Federal juvenile delinquency programs (in cooperation with State and

local programs) and all Federal programs and activities relating to missing and exploited children. The Council, which meets at least quarterly, is chaired by the Attorney General, with the Administrator of the OJJDP serving as vice-chair.

The Council made its annual recommendations to the President and Congress regarding the coordination of overall policy and development of objectives and priorities for all Federal juvenile delinquency programs and activities. Briefly, the eight recommendations made in Fiscal Year 1992 are that Federal agencies should:

(1) Continue to address the problems of illiteracy, low academic achievement, school dropout, and school discipline through aggressive and innovative programs.

(2) Develop and implement programs that will impact and determine the causes

of juvenile delinquency and promote law-abiding and successful youth activities.

(3) Ensure that their policies and programs include specific measures to strengthen families and encourage accountability among parents and children.

(4) Continue to provide leadership in addressing the national problem of gang-related juvenile crime and gang-related drug trafficking through aggressive and multi-jurisdictional policies and programs.

(5) Continue to pool their expertise and resources to support comprehensive anti-drug projects that focus on known risk factors that make youth vulnerable to using and selling illegal drugs and alcohol.

(6) Continue to work together to serve the interests of missing, exploited, and homeless children and their custodial parents.

(7) Continue to work together to establish prevention, intervention, treatment, and correctional activities and programs for juvenile sex offenders and programs to address the needs of victims.

(8) Develop programs, targeting low-income neighborhoods, that provide safe and decent environments free from violence and crime.

During Fiscal Year 1992, three documents were finalized and disseminated under the auspices of the Coordinating Council. They were:

- **Federal Agency Juvenile Delinquency Development Statements**, a comprehensive overview of all Federal initiatives related to juvenile justice and delinquency prevention.
- **Juvenile Alcohol and Other Drug Abuse: A Guide to Federal Initiatives for Prevention, Treatment, and Control**, which lists the major Federal efforts underway to confront the drug problem.
- **Paul and Lisa, Inc. Handbook**, which will help communities and individuals replicate the Paul and Lisa approach in order to combat the abuse and sexual exploitation of children in their communities.

CHAPTER TWO

CONGRESSIONALLY MANDATED STUDIES

With the passage of the 1988 Amendments to the Juvenile Justice and Delinquency Prevention Act, OJJDP was legislatively mandated to conduct three special studies, each of which was to be commenced within a year's time of the date of enactment of these Amendments. The topics to be investigated addressed issues of considerable concern to the Congress, the juvenile justice community, and the missing children's network across the Nation.

Specifically, OJJDP was charged to investigate: (1) the conditions of confinement in juvenile detention and correctional facilities, (2) the handling of Native American juvenile offenders by systems of justice administered by Indian tribes and Alaska Native organizations, and (3) obstacles to the return and recovery of parentally abducted

children. In keeping with the legislative mandate, OJJDP recently forwarded a summary *Report to Congress* for each of the studies. These summary reports provide an overview of the legislative mandate, research methodology, analysis of data, and presentation of findings. The following discussion provides highlights of the reports. All three reports are available to the public through the Juvenile Justice Clearinghouse.

This chapter also includes the latest available data on juveniles taken into custody, as required by Section 207 of the JJDP Act. A more detailed and comprehensive presentation and discussion of this data is contained in the report *Juveniles Taken Into Custody Research Program: FY 1992 Annual Report*, from which the information in this chapter was taken.

A STUDY TO EVALUATE THE CONDITIONS IN JUVENILE DETENTION AND CORRECTIONAL FACILITIES

To address the Congressional mandate, OJJDP conducted the first systematic study of conditions in detention and correctional facilities for juveniles in the United States. In doing so, the researchers examined the extent to which such facilities met recognized national professional standards, particularly those procedural standards developed by the American Correctional Association, as well as relevant standards issued by the Institute for Judicial Adminis-

tration of the American Bar Association and the National Commission on Correctional Health Care.

The study was conducted under a cooperative agreement between Abt Associates and OJJDP, who benefitted from consultation with a distinguished group of advisors, experts, and professional organizations. To assist the study effort, the U.S. Bureau of Census made adjustments to the Children

in Custody (CIC) Census and provided necessary data to the research team.

Before describing the conditions in facilities, it is important to note that recent trends reflect an increase in the numbers of confined juveniles and actual facilities. Admissions to juvenile facilities have risen in recent years and reached an all-time high of nearly 690,000 in 1990. The largest increase was in detention, where admissions rose from just over 400,000 in 1984 to approximately 570,000 in 1990. The number of juvenile confinement facilities has increased from 930 in 1979 to 984 in 1991, as reported in the CIC Census.

This study included in its sample all 984 public and private juvenile detention centers, reception centers, training schools, and ranches in the United States. These facilities hold around 65,000 juveniles each day, about 69 percent of the juvenile custody population in the United States. The remainder of confined juveniles are in shelters, halfway houses, and group homes—facilities that were excluded from this study as a result of limited resources. Likewise, this study did not cover conditions of confinement for juveniles transferred to the criminal justice system who are confined in adult facilities or juveniles confined in secure hospital settings.

Data for the study came from three major efforts. In March of 1991, the CIC Census was mailed to all participating facilities. In the summer of 1991, a special mail survey was sent to all 984 facilities, and yielded an overall response rate of 76 percent. Between September 1991 and January 1992, two-day site visits were conducted at 95 facilities. These visits included interviews with 475 juveniles. The overall response rate was 80 percent for eligible facilities. The relatively high response rates for both

the survey and the site visits were achieved in part because of the support provided by professional organizations, which alerted their membership to the importance of study participation. Furthermore, respondents were assured of the confidentiality of their responses, which was viewed as essential to achieving cooperation and candid responses to sensitive issues.

The following discussion of findings is taken from the draft final report. OJJDP will issue its formal recommendations to Congress for improving conditions for juveniles in confinement after completion of additional analysis and discussion with relevant Federal agencies and national professional and youth advocacy organizations.

It is important to note that the results presented are generally indicators of conformance to procedural standards, rather than measures of effectiveness or performance in a particular area. The study of conformance was organized around four broad categories: (1) basic needs — living space, living accommodations, health care, food, clothing, and hygiene; (2) order and safety — security, suicide prevention, inspections, and emergency preparedness; (3) programming — education, recreation, and treatment services; (4) juveniles' rights — access to the community and limits on staff discretion.

To augment the standards conformance data, the researchers developed three outcome measures to assess performance related to safety, security, or management of the facility. Monthly incidence estimates were developed for three types of events (i.e., suicidal behaviors, interpersonally caused injuries, and escapes), and two types of management practices (i.e., searches and use of isolation).

Areas of Deficiencies

There are four areas in which facilities displayed substantial and widespread deficiencies: crowding, security, suicidal behavior, and health screening and appraisal.

Crowding in juvenile facilities was evident facilitywide in living units and in sleeping rooms. In 1991, 47 percent of confined juveniles were in overcrowded facilities, which, on average, housed 120 percent of the reported design capacity. Crowded facilities are more dangerous places for both juveniles and staff, as injury rates were notably higher for both juvenile-on-juvenile and juvenile-on-staff violent incidents.

Security practices are intended to provide a safe environment for both juveniles and staff and to prevent escapes. High levels of nonconformance with the assessment standards for security procedures were identified. During site visits, facility administrators and staff frequently indicated that facilities would be safer if the staffing ratios improved; indeed, only 36 percent of confined juveniles are housed in facilities whose supervision staffing ratios conform to assessment criteria. Higher supervisory staff turnover rates correlated with increased injury rates for both juveniles and staff.

Averaged across all facilities responding to the mail survey, slightly more than 3 per 100 juveniles were injured by other juveniles, and 1.7 per 100 staff were injured by juveniles during the 30 days preceding survey administration. A few facilities were decidedly more dangerous for juveniles, with 1 percent of the juveniles confined in facilities with juvenile-on-juvenile injury rates of 25 or more per 100 youth. Staff were similarly at greater risk in a small number of facilities, with one percent of the juveniles confined in facilities where juvenile-on-staff

injury rates were 17 or more per 100 staff for the same 30-day reporting period. Injury rates for both staff and juveniles were higher in facilities where living units were locked 24 hours a day. Interestingly, the percent of juveniles convicted of violent crimes was not related to injury rates.

The mail survey also captured information on escape rates for the 30 days preceding administration. Approximately 2.5 of every 100 confined juveniles attempted to escape during this time, and about half were successful. This means that at the facilities responding to the survey, 1,600 juveniles attempted escape and just over 800 succeeded in a one-month span.

There is a serious problem with suicidal behavior in juvenile confinement facilities. In 1990, ten juveniles in confinement terminated their own lives. The rate of juveniles exhibiting suicidal behavior (i.e., attempted suicide, suicidal gesture, or self-mutilation) is dramatically higher than the actual death rate. In the 30 days before the mail survey, 970 juveniles (1.6 per 100 confined juveniles) committed 1,487 acts of suicidal behavior.

Most juveniles are in facilities that monitor suicide risk at least four times an hour. Approximately one-fourth of the confined juveniles are in facilities that do not train staff in suicide prevention and do not screen juveniles for indicators of suicide risk at the time of admission. The researchers found higher suicidal behavior rates in facilities that failed to conduct risk screening, that experienced increases in staff turnover rates, that housed juveniles in single rooms, and that increasingly utilized short-term (1 to 24 hours) isolation.

The final major area of deficiency identified by the researchers was the failure to meet nationally recognized standards for

timely conduct of health screening (within one hour of admission) and health appraisals (within seven days of admission). The purpose of health screening is to identify injuries or conditions requiring immediate medical care. Only 43 percent of confined juveniles are screened within an hour of admission, 34 percent are subsequently screened, and 23 percent never receive screening. One-third of the juveniles in detention centers have health screening done by staff who have not been trained by medical personnel. Percentages of youth receiving timely health appraisals is far higher, with 80 percent being appraised within a week and all but 5 percent eventually receiving health appraisals.

Areas of General Adequacy or Marginal Conformance

There were four areas in which conditions of confinement appeared to be generally adequate. First, most facilities did an adequate job of providing for basic needs such as food, clothing, and hygiene. Second, there was generally high conformance to most criteria that limit staff discretion, with the exception of the authorization of searches, particularly room searches and frisks by line staff. Third, except for detention centers, juvenile confinement facilities provided living conditions that allowed juveniles to personalize their clothing, to have a variety of furnishings and personal belongings in their rooms, and to have access to natural light in their sleeping rooms. Fourth, adequate recreation programming was available for 88 percent of juveniles held in confinement.

Marginal conformance with standards was noted in several areas. While most juveniles are confined in facilities that have passed recent State or local fire, safety, and sanitation inspections, slippage in maintaining standards was noted during site visits by Abt researchers. Marginal conformance with standards for providing the juvenile with access to the community was also noted. Most confined juveniles were allowed community access through parental visitation, attorney visits, and volunteer programs, but 42 percent of juveniles were confined in facilities that did not permit incoming telephone calls, and 35 percent of the juveniles were in facilities in which staff open all mail to residents without regard to suspicion of contraband.

Need for Performance Standards

As was noted earlier, the focus of this assessment effort was examining conformance with procedural standards. In several areas — notably education, treatment, and order and safety — the pressing issue seems to be the need for much more extensive efforts to develop performance standards, to monitor performance against these measurable criteria, and to evaluate the effectiveness of a wide variety of approaches followed.

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THE STUDY OF AMERICAN INDIAN AND ALASKA NATIVE JUVENILE JUSTICE SYSTEMS

Juveniles residing on Indian reservations fall under the purview of more varied combinations of tribal, local, State, and Federal justice jurisdictions than any other category of American youth. A key policy concern is whether in combination these various levels of government are responsive to the needs of Native American youth who require juvenile justice services.

In fulfillment of its Congressional mandate, OJJDP commissioned the American Indian Law Center in cooperation with Walter R. McDonald and Associates to conduct a comprehensive research study of American Indian and Alaska Native Juvenile Justice Systems. In keeping with the Congressional mandate, the scope of the study was limited to juveniles accused of committing offenses on or near Indian reservations or Alaska Native villages and to Indian tribes and Alaska Native organizations that perform law enforcement functions. If an Indian or Alaska Native juvenile was considered to have an ongoing relationship with the tribe or village, regardless of where the alleged offense may have occurred, the juvenile was considered part of the target population of the study. For the purpose of this study, "tribes and villages that perform law enforcement functions" were defined to include all tribes, pueblos, and Alaska Native villages that report performing any juvenile justice activities.

In keeping with the legislative mandate, the study was designed to address three principal research questions:

1. How are American Indian and Alaska Native youth handled under Indian and Alaska Native justice systems?

2. What resources are available to Indian and Alaska Native justice systems for providing services, including community-based alternatives to incarceration, to youth accused of or adjudicated for status and delinquency offenses?
3. To what extent do tribes and Native organizations voluntarily comply with the JJDP Act mandates for deinstitutionalization of status offenders, separation from adults, and jail removal?

Prior to this study, limited research had been conducted on juvenile justice and delinquency prevention practices among Indian tribes and Alaska Native villages. Under this investigation, the researchers recognized that primary data on Native American youth involvement in the juvenile justice system was often not available. This problem was particularly evident in rural and reservation justice systems which may lack the necessary resources for appropriate records management of their court caseloads, service delivery, budget, and client needs.

The researchers were challenged to design a data collection strategy that would capture available data as well as assess conditions at those reservations and villages that lacked records management. Furthermore, the process of data collection was difficult and somewhat limited because of existing geographic and jurisdictional constraints at the reservations and villages.

The investigators used diverse data sources to inform their assessment of intergovernmental aspects of these operat-

ing justice systems. Existing data and other relevant information were collected and analyzed, including U.S. Bureau of Census data (1990), national juvenile justice data (1987), and sources of information relevant to tribal juvenile justice. These sources included Federal and State legislation pertinent to tribal jurisdiction and governments, Federal authorizing statutes and rules related to a number of funding programs, analysis of a variety of budget and planning documents, and interviews with officials involved with justice or intervention service programs.

The researchers attempted to survey by mail each of the 315 tribes listed by the Bureau of Indian Affairs and each of the 185 Alaska Native villages listed by the Rural Alaska Community Action Program in Anchorage, Alaska. The objective of the survey was to provide each tribe, pueblo, and village with an opportunity to participate in the study by reporting basic data regarding the scope of their juvenile justice systems. The areas surveyed included components of their juvenile justice systems, intervention services, use of secure facilities, and the numbers of juveniles involved in these systems.

Of the 315 tribes surveyed, a total of 162 participated in the study in some way. Of the respondents, 93 tribes (62 percent) indicated that they administered some juvenile justice activities and law enforcement functions.

Of the 185 Alaska Native villages surveyed, a total of 48 participated in the study. Most reported that they do not administer juvenile justice activities as defined by this study. The report of this study does not include discussion of Alaska Natives because there is not an Alaska Native juvenile justice system. This is because the State of Alaska, like California, bases its

control of juvenile justice on Public Law 83-280, the first general grant of jurisdiction over reservations to States, which was enacted in 1953. Both Alaska and California are States in which the exercise of concurrent jurisdiction by tribes and villages is limited. The current policies of these States appear to discourage such tribal efforts, though in Alaska there is significant movement in the direction of governmental autonomy for the villages and their creation of tribal courts.

In addition to archival reviews and mail surveys, the researchers convened on-site interviews with key tribal, pueblo, and village leaders. The primary purpose of the on-site interviews was to elaborate on issues too complex to address in the survey. For instance, in Alaska, representatives of 23 villages were brought together at four sites to supplement the survey data. Most of these villages have a very small population (less than 100), and they are geographically isolated, thus both mail and telephone contacts are sometimes difficult to establish.

U.S. Census data is helpful in understanding what proportion of Native American youth were included in the study coverage. According to 1990 data, there were 266,171 Indians under the age of 18 living on reservations or tribal trust lands in 1990. Seventy-four percent of these resided in tribes and villages participating in this study. Among the 19,242 Alaska Native juveniles, 32 percent lived in villages participating in the study.

Findings Regarding Tribal Juvenile Justice

Information regarding tribal practices was largely gained from the 93 tribes that responded to the mail survey regarding their administration of some juvenile justice ac-

tivities. The researchers augmented the survey data with information collected during site visits to 20 selected tribes.

The researchers examined the nature of the charges that bring Native American youth into contact with the juvenile justice

system. Indian-status offense, abuse, neglect, and Minors-In-Need-of-Supervision rates were quite high. By far, the highest delinquency rates were for offenses involving the use of alcohol and other controlled substances. Of reasons given for holding a juvenile in a secure facility for a short pe-

Table 2-1: Tribes Reporting Availability of Intervention Services by Provider

Service	Tribe	BIA	IHS	State/ County	Other Tribe	Other	Not Available
Prevention/Diversion	80%	20%	30%	29%	3%	6%	5%
Probation/Parole	77%	4%	3%	28%	3%	0%	6%
Foster Care*	72%	23%	3%	45%	4%	5%	3%
Shelter Care*	40%	12%	4%	46%	11%	6%	20%
Group Home*	28%	11%	5%	41%	8%	12%	23%
Residential*	52%	13%	37%	44%	10%	13%	6%
Social Services	77%	37%	22%	41%	3%	1%	1%
Counseling	80%	22%	55%	43%	5%	3%	1%
Detox/Treatment	45%	6%	47%	40%	13%	14%	10%

*All placement services were nonsecure.

Source: *Survey of 93 Tribes with Juvenile Justice Operations*

riod of time, 60 percent were intoxicated. Substance abuse treatment is a major priority for Indian youth. Although 90 percent of the tribes indicated that detoxification or substance abuse treatment services are available, this figure does not reflect the extent of capacity of these services. Comments provided from tribal sources indicate that programs available at many tribes are minimal and some lack necessary staff and specialized training.

The utilization of secure detention often appeared to occur due to the lack of a

more appropriate option or facility. Reasons given for secure detention included the unavailability of family (62 percent), shelter or foster home (47 percent), and treatment facility (42 percent). Further reasons given for secure detention were intoxication (60 percent) and runaway prevention (59 percent). In the absence of appropriate facilities, decisions to provide secure detention may be based on the perception that such placement is better than no action at all. There are very few on-reservation facilities designed for juvenile detention. Youth are more commonly de-

tained in jails (tribal, BIA, county, or municipal), in county facilities available by agreement (usually at cost), or in various ad hoc arrangements (e.g., a locked room in a tribal government office).

The availability of a range of treatment options is considered critical to meeting the needs of individual youth involved in the juvenile justice system. Tribal justice systems frequently rely on a diversity of service providers to attempt to meet the treatment needs of their youth.

The table shows a basic breakdown of service availability and providers according to the tribal mail survey. For instance, in the category of probation and parole services, 77 percent of the reporting tribes indicated that these services were provided directly by the tribes, and 28 percent by State or county government. In all but 6 percent of the tribes with juvenile justice operations, probation and parole services were reportedly available.

It is important to note in reviewing this table that tribes frequently relied on the Bureau of Indian Affairs (BIA) of the U.S. Department of the Interior, Indian Health Services (IHS) of the U.S. Department of Health and Human Services, the State or county, and, to a lesser extent, other tribes to meet juvenile justice intervention needs. Shelter care and group homes were the only services that State or county agencies provided more often than the tribes themselves.

The on-site visits provided a better understanding of the strengths and weaknesses of the available services. Four factors were identified as barriers to service effectiveness: weakness in program design, limited client access, inadequate program staffing, and program instability.

The study's findings show that a substantial number of delinquent and status-of-fender Indian youth are handled through the Indian juvenile justice systems. Many services used by these youth are delivered by tribal providers, often with outside financial support. For some tribes, the BIA and the IHS are major direct-service providers; for other tribes, these Federal agencies are primarily funding sources for tribal-operated services. Even when juvenile cases fall clearly within tribal jurisdiction, questions about service responsibility still remain. The basic responsibilities of county, State, Federal, and tribal governments as they relate to tribal juvenile justice services are often unclear.

The researchers sought to identify specific financial resources available to tribal juvenile justice, including community-based alternatives to incarceration. The majority of overall funding for the tribes comes as part of Federal trust and treaty obligations, which are primarily programmed and managed by the BIA and the IHS. The BIA funds significantly support tribal courts, law enforcement, placement and in-home services, and various social services. Specific core programs such as probation services, shelter, group home care, and diversion programs are weak or nonexistent in some tribes. In fact, juvenile justice services are not a delineated program area in the BIA budget. The IHS is involved in such services as alcohol and substance abuse prevention and treatment, mental health evaluation and treatment, and residential care. As appears to be typical of all agencies supporting the tribal service system, the degree to which the IHS programs and funding meet the needs of individual tribes varies considerably.

Other Federal entities created by statute to deal specifically with Indian tribes and organizations include the Administration for

Native Americans in the Department of Health and Human Services, and the Office of Indian Education in the Department of Education. Some of these offices and programs have the flexibility to fund tribal programs supporting juvenile justice services.

The OJJDP Formula Grant Program was closely examined in light of the requirement for pass-through of funds to eligible Indian tribes that perform law enforcement functions. The allocation formula is essentially a ratio of Indian juvenile population to total State juvenile population. In addition to examining Formula Grant funding, the researchers assessed the degree to which tribes voluntarily attempt to comply with the JJDP Act provisions for deinstitutionalization of status offenders, separation of juveniles from adults in facilities, and jail removal. Approximately one-fourth of the 76 tribes that responded indicated that their juvenile codes specifically prohibited (1) securely holding status offenders and (2) holding juveniles in adult jails. Another fourth of the responding tribes allowed for these two practices within specified time limits. In tribal codes addressing holding juveniles in adult jails, 29 percent required sight-and-sound separation.

The researchers further examined the wide range of Federal funding available under the Federal Domestic Assistance Programs and identified 25 programs with the potential to enhance the juvenile justice services available to tribes. For example, Federal funding is available through such programs as the Indian Education programs at the U.S. Department of Education and the Indian Native American Employment and Training Program at the U.S. Department of Labor. Overall, the findings have shown that many Federal programs provide or assist tribal juvenile justice systems and the various related service areas. Eligibility, access, matching funds, and tribal, State, and Federal priorities all affect the ability of tribes to receive the funds, not only for the operation of the tribal court process, but also for community-based alternatives to juvenile incarceration.

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THE OBSTACLES TO THE RETURN AND RECOVERY OF PARENTALLY ABDUCTED CHILDREN

Past research clearly highlighted that the most common type of child abduction was not perpetrated by a stranger but rather by one of the child's own parents. With passage of the 1988 Amendments to the Juvenile Justice and Delinquency Prevention Act, Congress directed OJJDP to identify

the obstacles "that prevent or impede individuals who have legal custody of children from recovering such children from parents who have removed such children from such individuals in violation of law" (Section 408).

To conduct this legal and social science research, OJJDP selected the American Bar Association's Center for Children working in concert with the Center for the Study of Trauma at the University of California, San Francisco.

The Research Design

The American Bar Association focused on comprehensive review of legal literature, State and Federal statutes, court rules, and recent case law regarding parental abduction and custody determinations, modification, and enforcement. Research questions of special interest included how to expedite custody enforcement procedures, what issues need to be addressed in criminal appellate decisions, and what role law enforcement and prosecutors play in the civil enforcement of child custody orders. The researchers surveyed attorneys, judges, and State missing children clearinghouse personnel regarding their experiences with custody enforcement and family abduction, their perceptions of obstacles to location and return, and their recommendations for overcoming obstacles.

The Center for the Study of Trauma conducted a social-science research effort to complement the legal research of the ABA. It reviewed the relevant behavioral science and social service literature. The researchers designed and administered a multi-source national survey of family abduction cases using a sample of 52 cases drawn from the files of the National Center for Missing and Exploited Children. In addition, the researchers conducted on-site visits at three communities to evaluate the interaction among civil, criminal, and social service systems in responding to parental abductions.

The Civil Legal Response

A fairly common practice among parents who are competing in the civil courts for child custody is "forum-shopping" — that is, parents seeking out a different jurisdiction for the purpose of obtaining a favorable custody determination. The civil legal response to the problem of parental abduction was designed mainly to prevent simultaneous proceedings on a child custody case in more than one State and conflicting custody orders being issued in more than one State. Under civil law, States are required to honor and enforce child custody orders properly issued by the court of another State. Three key laws were enacted to address interstate and international parental child abductions.

First, the *Uniform Child Custody Jurisdiction Act (UCCJA)* is a model State legislation enacted with some variation in all States, the District of Columbia, and the Virgin Islands. The UCCJA is primarily a jurisdictional statute addressing when a court has subject matter jurisdiction in a custody case, whether it should exercise jurisdiction, and whether it must enforce or can modify the decree of another state.

Second, the *Parental Kidnapping Prevention Act (PKPA)* is a Federal law enacted in 1980 to address the conflict that arises when two States claim jurisdiction in a child custody case. Under the PKPA, courts are required to enforce and not modify custody orders of other States that have exercised jurisdiction consistently with the Act. The PKPA further specifies that the FBI can investigate interstate and international parental abduction cases in which a warrant for the Unlawful Flight to Avoid Prosecution has been issued. It allows for authorized persons to access the Federal Parent Locator Service to help find a parentally abducted child.

Third, the *Hague Convention on the Civil Aspects of International Child Abduction* is an international treaty signed by the United States in 1980 and ratified in 1988. The Hague Convention provides for the prompt return of wrongfully removed or retained children to the country of their "habitual residence." This treaty governs cases involving only those countries that have become parties to it, which numbered 26 as of April 1993.

Despite the existence of State, Federal, and International laws intended to facilitate civil remedies of parental abduction cases, several major obstacles still persist. The researchers identified a lack of uniformity in State enactments of the UCCJA and in court opinions interpreting that statute. The researchers reported that the PKPA suffered from definitional ambiguity and inconsistency in court interpretations of this Federal statute. They further noted that the lack of clarity and specificity in PKPA's emergency jurisdiction provision compounded problems of simultaneous proceedings and the enforceability of child custody orders.

Presently, there are no consistent, effective, and widespread procedures for determining whether a custody proceeding is pending in another State or whether a custody order has been issued by a court of another State. Consequently, parents are still pursuing simultaneous proceedings and obtaining conflicting orders. There is no guaranteed forum for resolving which State's order is valid. The concept that the State that exercised jurisdiction in the initial child custody decree may retain jurisdiction even after the custodial parent and child leave the State is a key provision of the PKPA, but it appears that this provision is most often misunderstood, overlooked, or ignored.

The researchers found that cost-effective, specific, speedy, and uniform State enforcement procedures do not exist to assist "left-behind" parents who seek to have their child custody order enforced. There was one exception noted, the State of California, which mandates that prosecutors assist in the civil enforcement of custody orders.

Many States have not yet adopted civil statutes and rules that would be useful in parental abduction situations. Examples of positive steps would include establishing a mechanism for flagging school and birth records to locate missing children, permitting out-of-state counsel familiar with a case to appear in court without admission to that State's bar, and developing program strategies for the prevention of parental abductions.

The Criminal Justice System Response

In the past decade, Federal laws have been enacted mandating a role for law enforcement in the reporting of missing children, including parentally abducted children. The Congress passed the *Missing Children Act of 1982* to promote the involvement of law enforcement in the location of missing children. The Missing Children Act requires that the FBI enter missing children into the National Crime Information Center (NCIC).

Passage of the Missing Children Act of 1982 did not resolve a critical problem at the State and local level. Specifically, many State statutes and local law enforcement procedures required a waiting period prior to declaring a child "missing" and commencing an investigation. Such delays made recovery of children more difficult. To address this problem, Congress passed the *National Child Search Assistance Act of 1990*, which prohibits law enforcement

agencies from maintaining policies requiring waiting periods. The 1990 Act further requires law enforcement agencies to enter missing children immediately into NCIC and share such information with the appropriate State missing children clearinghouse.

The researchers on this study reported that law enforcement officers in many States are not routinely taking missing child reports and entering the child in NCIC, as required by law, unless the left-behind parent has an order of sole custody from that State.

State law and procedures relating to missing children and to the crime of parental kidnapping vary widely. All States have enacted criminal statutes for parental kidnapping, which are most frequently termed "criminal custodial interference" laws. States differ as to whether parental kidnapping is considered a felony or a misdemeanor. In many States, parental abduction becomes a felony only after the child is transported across State lines. In general, the researchers found that criminal investigation and prosecution of parental abduction cases receive a low priority within the criminal justice system.

The researchers also determined that many law enforcement officers are hesitant to "pick-up" the child or to accompany a parent to recover a child without clear statutory authority or an order from a court of the officer's respective State. These concerns stem from the officer's difficulty in verifying the validity of a court order and the potential risk of civil liability if the order is later determined to be invalid.

Criminal parental abduction laws of most States fail to encompass a sufficient range of parental abduction situations. The criminal liability of parents who abduct their chil-

dren and prevent the other parent from having access varies from State to State when the parents were never married, when the parents have been given joint custody, and when the abducting parent has been given sole custody. In some States, there is no criminal violation if the abduction occurs prior to the issuance of a custody order. In addition, laws relating to parental abduction often fail to address adequately the situation of parents who flee to protect themselves or their children from abuse. There is a need to coordinate parental abduction and family violence policies.

Current Limitations of Resources

The researchers reported that many law enforcement and State missing children clearinghouses lack sufficient resources to carry out necessary functions for the location and recovery of parentally abducted children. The result in some cases is that no attempt is made to locate a missing child.

Another obstacle to the successful return and recovery of parentally abducted children is the lack of justice personnel specifically trained to handle these situations. The research findings include repeated references to the need for increased levels of training, experience, and expertise among law enforcement, criminal investigators, prosecutors, practicing attorneys, and judges in handling parental abduction cases.

Parents searching for their missing children face a number of difficulties. Finding knowledgeable and experienced attorneys in the area of parental abductions can be difficult. Often the left-behind parents cannot afford the costs associated with locating, recovering, and returning their children. For some parents, incurring the expenses

associated with pursuing their children (e.g., costly court proceedings in two States as well as travel and unpaid leave) may prove to be a serious financial hardship or impossibility. The researchers reported that abducting parents are often assisted by third-parties in the abduction, in the concealment of the child, or with financial support.

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JUVENILES TAKEN INTO CUSTODY

The Research Program on Juveniles Taken Into Custody is intended to improve the comprehensiveness, accuracy, and policy relevance of statistical data on residentially detained and placed youth. With the passage of the 1988 Amendments to the JJDP Act, Congress has recognized the importance of this information by mandating that OJJDP include in its Annual Report detailed information on juveniles taken into custody. The Act specifies that summary and analysis be presented on the most recent data available on the number, rate, and trends regarding juveniles taken into custody. The reporting mandate further specifies that information be provided separately for juvenile nonoffenders, status offenders, and delinquents in terms of:

- the types of offenses with which the juveniles are charged;
- the race and gender of the juveniles;
- the ages of the juveniles; and
- the types of facilities used to hold the juveniles including secure detention facilities, secure correctional facilities, jails, and lockups.

Furthermore, the Annual Report is to address the number of juveniles who died while in custody and the circumstances under which they died. The following presentation highlights available data extracted from the more detailed and comprehensive publication entitled *Juveniles Taken Into Custody: FY 1992 Annual Report*, forthcoming.

Highlights of Findings

A national picture of the number of juveniles taken into the many types of secure custody must be derived from several sources of data. The sources use different measures — from admission transactions to one-day census counts — which produce disparate sets of data. During Calendar Year 1990, the largest number of juvenile admissions was to public juvenile facilities, with almost 684,000 such transactions. Nearly 12,000 young offenders under the age of 18 were admitted to adult prisons across the country in 1990, and in 1991 an estimated 60,000 juveniles were admitted to adult jails. On the most recent census day for the Children in Custody Census (February 15, 1991), an estimated 93,700 youth were counted as residents of public or private juvenile facilities. Census

counts for youth in adult facilities in 1991 and 1992 totalled nearly 6,000. Table 2-2 shows the actual number of juvenile admissions and one-day counts.

Tables 2-3 and 2-4 show regional and State breakdowns of actual one-day counts and associated rates (calculated per 100,000 youth, age 10 to the upper age of original court jurisdiction in each State). In all States, the vast majority of youth in public facilities are held in custody for delinquent offenses. Nationwide, the one-day count of status offenders in custody was over 7,000, the majority of which were reported to be held at private facilities. Rates vary dramatically, with youth in the District of Columbia being nearly 15 times more likely to be held in custody for delinquent offenses (921 per 100,000) than youth in Hawaii (62 per 100,000).

Figures 2-1, 2-2, and 2-3 show the one-day count of the 1991 census of juvenile public and private facilities by gender, age, and race and ethnicity. In both types of facilities, males clearly outnumber females, with a greater disparity in rates seen in public facilities (figure 2-1). In terms of age, the vast majority of youth held in custody in both public and private juvenile facilities fall within the 14- to 17-year-old range (figure 2-2). In all juvenile facilities, custody rates are higher for blacks (1,009 per 100,000) and Hispanics (461 per 100,000) than whites (287 per 100,000) and "other" racial/ethnic groups (117 per 100,000), though the total one-day count of white youth held outnumbers all other racial/ethnic groups. Though white youth are nearly as likely to be placed in private facilities as public facilities, all other racial/ethnic groups are held in public facilities at substantially higher rates (figure 2-3).

There are certain similarities and variations seen across three data sets: data on delin-

quency detention cases from juvenile court records (figure 2-4), data on youth held in adult corrections (figure 2-5), and data on juvenile admissions (figure 2-6). In nearly half of all cases, the most serious offense involved property crimes. The next most common reason for custody involved crimes against persons, with the highest proportion of violent offenders identified in the adult corrections facilities (32 percent) and the lowest in the detention cases (21 percent). Drug charges had a tight range from 10 to 11 percent across the three data sets. Public order offenses were more prominent among the delinquency detention cases (22 percent) and less common among the juvenile admissions (12 percent).

The most recently available information on reported deaths of juveniles taken into custody is derived from two sources: the 1991 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities, reporting on calendar year 1990; and the 1988 National Jail Census, reporting on calendar year 1988. Table 2-5 highlights the findings regarding 51 reported deaths and the associated circumstances.

Building a New National Reporting System

At the present time, most ongoing national survey work in juvenile justice and adult jail/correctional facilities involves aggregate data collection on the number and characteristics of juveniles held in custody. In many instances, existing data sources do not provide a break-out of juvenile nonoffenders, status offenders, and delinquents, as specified in the Congressional reporting mandate.

OJJDP is working in concert with the National Center on Crime and Delinquency (NCCD) and the Bureau of the Census to

develop a new national reporting system to fill many of the information gaps and provide data on the number and characteristics of juvenile admissions to and releases from State custody. Under the Research Program on Juveniles Taken Into Custody, significant progress has been made on the design, testing, and implementation of the State Juvenile Corrections System Reporting Program (SJCSRP). During Fiscal Year 1992, a total of 40 States and the District of Columbia participated in various data collection processes (i.e., automated, survey, manual) under the new SJCSRP. This was a significant advance beyond the original pilot testing in seven States conducted in Fiscal Year 1991. Future implementation of SJCSRP nationwide should provide more complete data on the various categories of juveniles in custody.

In the complete Fiscal Year 1992 report on this project, the researchers discuss in detail preliminary findings from those jurisdictions participating in the SJCSRP. In addition to providing descriptive statistics, the researchers have analyzed the data to demonstrate its utility for estimating cumulative probability rates for a juvenile to be taken into State juvenile- corrections custody over the course of his or her adolescent years. These prevalence rates look quite different than those generated merely by calculating a youth's risk of inclusion in a one-day count of facility residents.

The researchers also employed a computerized forecasting model developed by NCCD to demonstrate the utility of SJCSRP data in generating demographic projections of State juvenile custody populations. Future customization of this forecasting model for use in specific jurisdictions would be necessary to allow for consideration of changes in juvenile justice legislation, poli-

cies, and practices that might cause changes in the population in custody. The production of accurate forecasts of the institutionalized population would be most helpful to juvenile justice administrators, particularly when they are considering how to deal with facility overcrowding.

Grantees:

Bureau of the Census
Center for Demographic Studies
Washington, DC 20233
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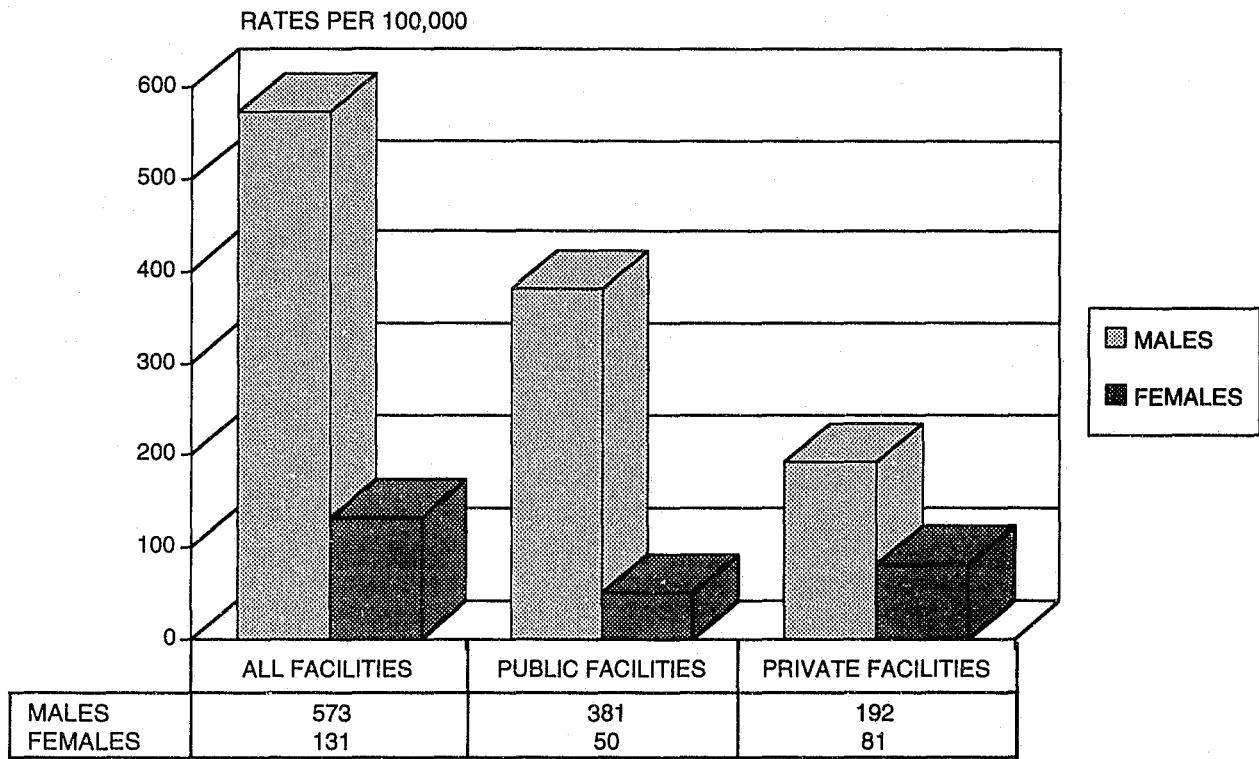
National Council on Crime Delinquency
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OJJDP Program Manager:

Barbara Allen-Hagen

FIGURE 2-1

**U.S. Juveniles in Custody by Sex
1-Day Count Rates* in Public and Private Facilities **
1991**



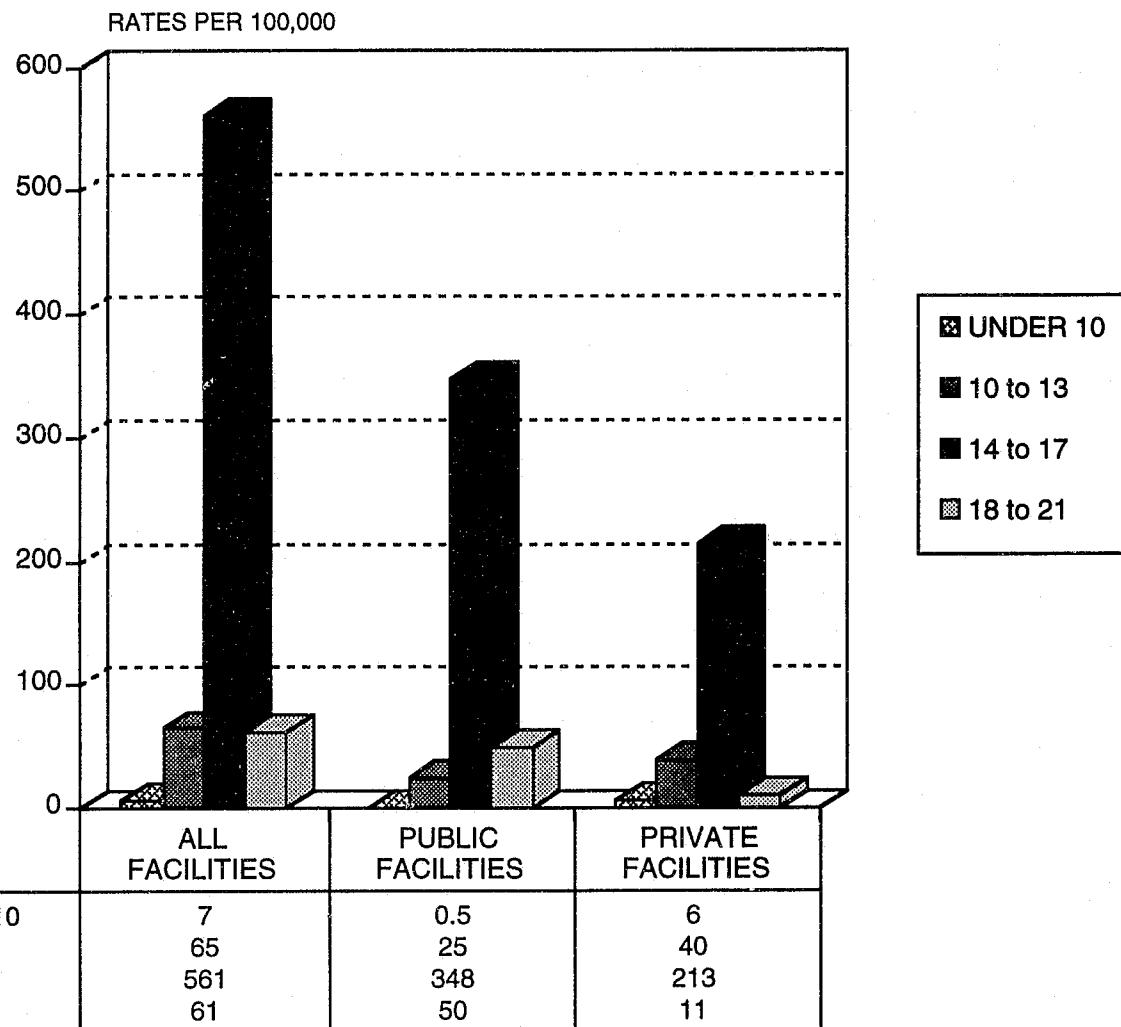
Sources: 1991 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities.
1991 Census Population Estimates from the 1990 Population Census.

* Rates are calculated per 100,000 youth age 10 to the upper age of original court jurisdiction in each state on the census day 2/15/91.

** Private facility data are preliminary and subject to change.

FIGURE 2-2

**U.S. Juveniles In Custody By Age
1-Day Count Rates* in Public & Private Facilities **
1991**



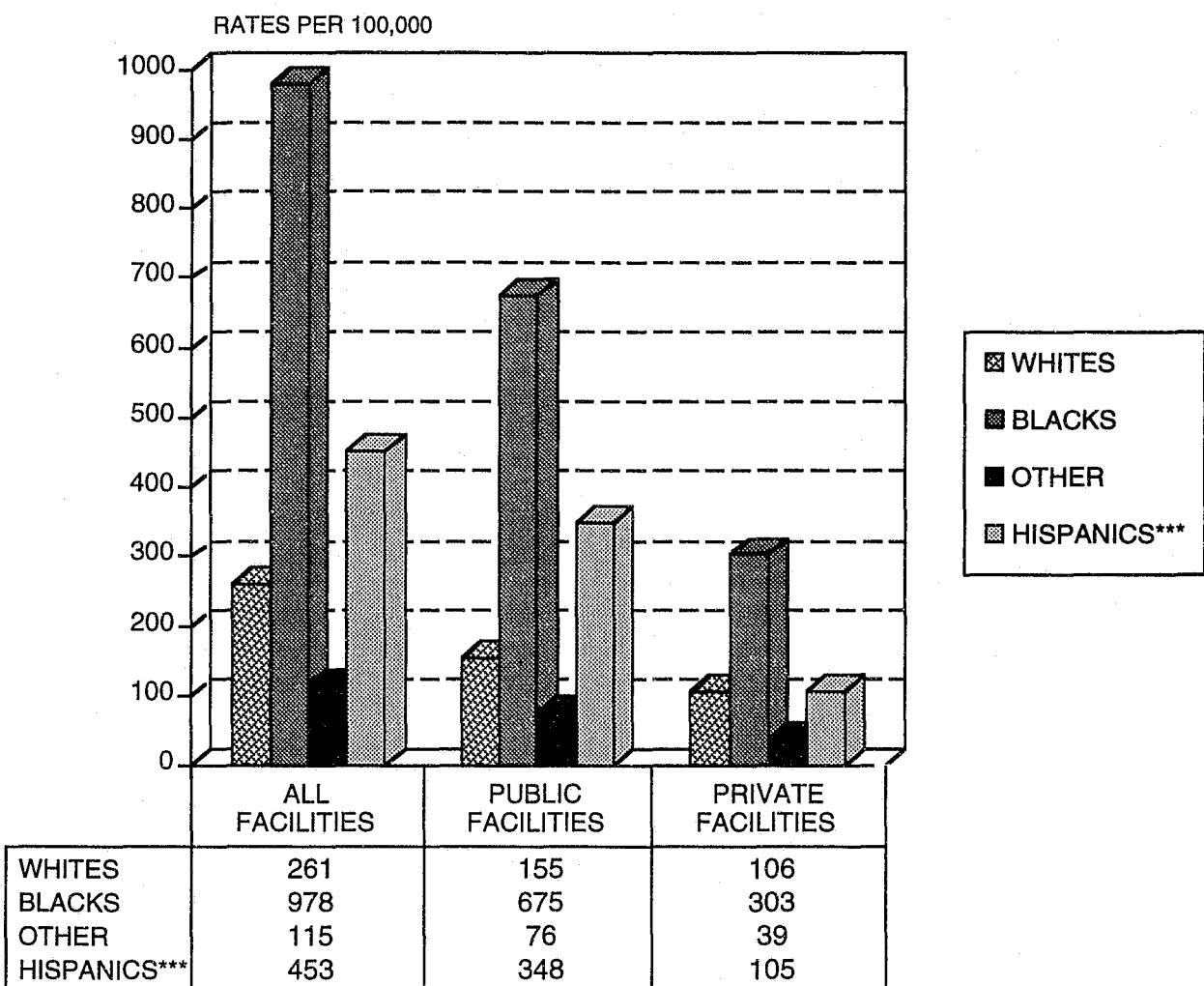
Sources: 1991 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities.
1990 Population Census, U.S. Bureau of the Census.

* Rates are calculated per 100,000 youth age 7 to 21 in the United States on the census day 2/15/91.

** Private facility data are preliminary and subject to change.

FIGURE 2-3

**U.S. Juveniles in Custody by Race and Ethnicity
1-Day Count Rates* in Public and Private Facilities **
1991**

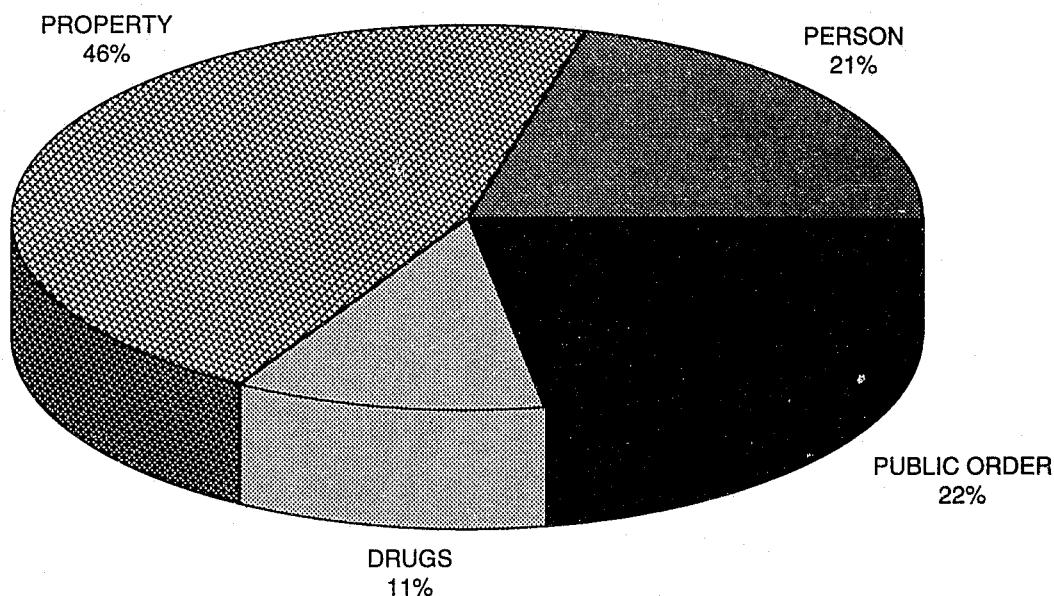


Sources: 1991 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities.
1990 Population Census, U.S. Bureau of the Census.

- * Rates are calculated per 100,000 youth age 10 to the upper age of juvenile jurisdiction in each state.
- ** Private facility data are preliminary and subject to change.
- *** White hispanics are included in the white category and black hispanics are included in the black category.

FIGURE 2-4

**Offense Characteristics of Delinquency
Cases Detained in U.S., 1989**

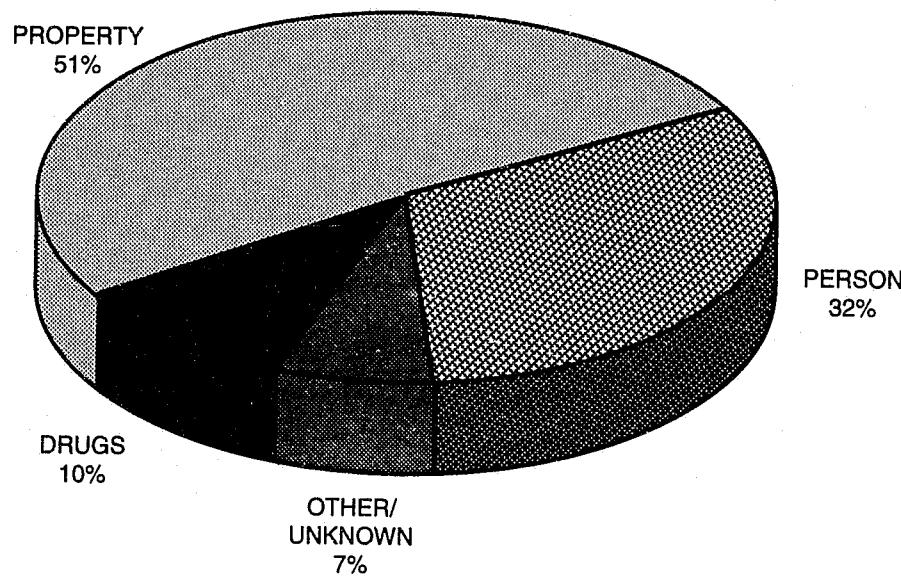


Total Detention Cases: 259,400

Source: National Center for Juvenile Justice, Juvenile Court Statistics, 1989.

FIGURE 2-5

**National Corrections Reporting Program
Percent of Juveniles* Incarcerated
By Offense Type
1988**



Number of Cases: 6,466

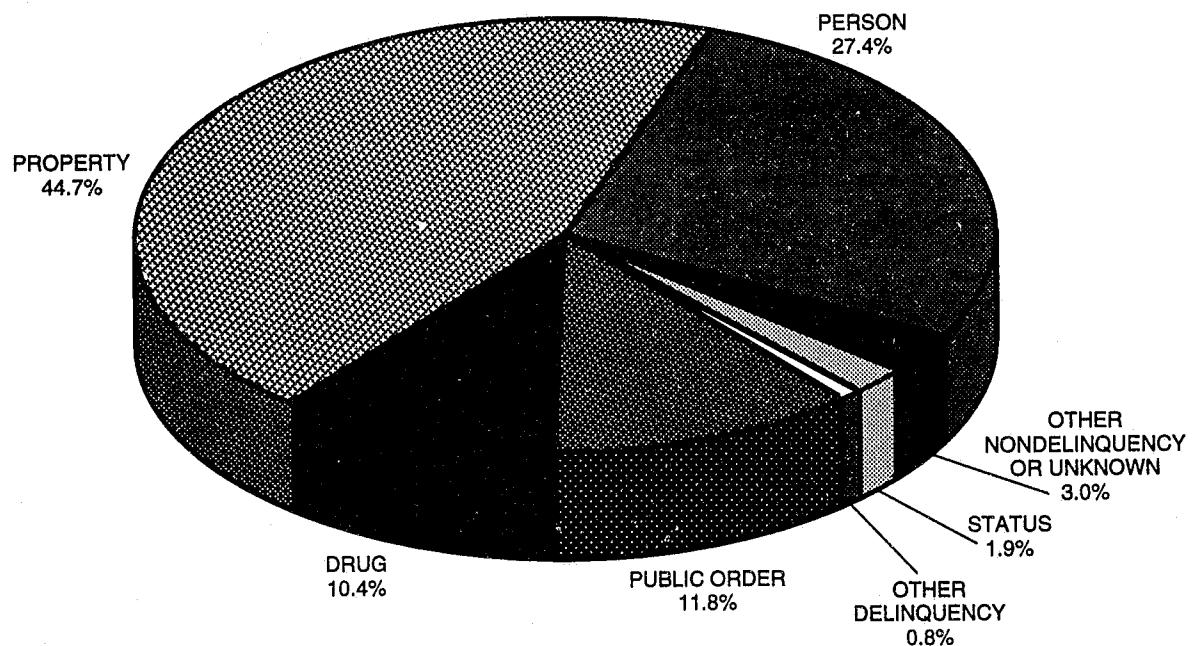
* Youths under age 18.

Note: Admission counts include both new commitments and recommitments.

Source: National Corrections Reporting Program, 1988, Bureau of Justice Statistics.

FIGURE 2-6

**SJCSRP States
Juvenile Admissions to State Juvenile Corrections
Custody by Most Serious Offense
CY 1991**



Source: State Juvenile Corrections System Reporting Program, 1991, NCCD.

TABLE 2-2

**The Most Recent Available Data
of the Number of Juvenile Admissions
and One-Day Counts**

	# OF FACILITIES	# JUVENILE ANNUAL ADMISSIONS	# IN CUSTODY 1-DAY COUNTS
TOTAL	11,707	895,412 ⁵	99,682 ⁵
Public Facilities ¹	1,076	683,636	57,542
Private Facilities ¹	2,032	139,813	36,190
Adult Jails ²	3,372	60,181	2,350
State Correctional Facilities ³	1,287	11,782	3,600
Police Lockups ⁴	3,940	Unknown	Unknown

Note: These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" differs in each data source. Also, the data on admissions do not represent individual youth taken into custody. However, these are the only data presently available to estimate the number of youth entering custody facilities.

Sources:

¹ 1991 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities: Admissions for CY 1990; 1-Day Count Census Day was 2/15/91; Juvenile is defined as a person of an age (usually under 18) specified by state statute who is subject to juvenile court authority at the time of admission, regardless of age and the time of the census. Private facility data are preliminary and subject to change.

² Annual Survey of Jails, 1991: Admissions for year ending 6/28/91; 1-Day Count Census Day was 6/28/91; Juvenile is defined as a person being subject to juvenile court jurisdiction and persons of juvenile age even though tried as an adult in criminal court. The number of facilities is an estimation given that the 1,124 jails from which data were collected in 1991 represent approximately one-third of all jails. Thus, the admissions and 1-day counts are from a sample of about one-third of the total number of facilities in the U.S.

³ Census of State and Federal Adult Correctional Facilities, 1990. For purposes of this report, juvenile is defined as a person under 18 years of age. Admissions are reported for the annual period ending 6/29/90; 1-day counts are for 6/29/90.

⁴ Law Enforcement Management and Administrative Statistics survey, 1990: An analysis provided by Bureau of Justice Statistics indicates the number of state and local police agencies having responsibility for administering at least one lockup.

⁵ Totals do not include juveniles admitted to police lockups.

TABLE 2-3

**Number of Juveniles in Custody (1-Day Counts)
In Public, Private, and All Facilities by Reason for Custody by Region and State
1991**

	ALL FACILITIES*			PUBLIC FACILITIES			PRIVATE FACILITIES*		
	Delinquent Offenses	Status Offenses	Non-Offenders	Delinquent Offenses	Status Offenses	Non-Offenders	Delinquent Offenses	Status Offenses	Non-Offenders
U.S. TOTAL	69,237	7,029	17,466	54,804	1,755	983	14,433	5,274	16,483
NORTHEAST	11,361	1,897	4,073	6,336	217	108	5,025	1,680	3,966
Connecticut	477	67	328	290	0	0	187	67	328
Maine	283	1	267	249	0	0	34	1	267
Massachusetts	653	17	264	180	0	0	473	17	264
New Hampshire	148	27	77	108	0	0	40	27	77
New Jersey	1,683	41	243	1,627	22	70	56	19	173
New York	3,065	1,243	1,334	2,460	164	24	605	1,079	1,310
Pennsylvania	4,756	446	1,377	1,251	24	14	3,505	422	1,363
Rhode Island	245	44	113	154	7	0	91	37	113
Vermont	51	11	70	17	0	0	34	11	70
MIDWEST	15,787	2,727	5,304	12,232	835	292	3,555	1,892	5,012
Illinois	2,121	5	179	2,022	5	2	99	0	177
Indiana	21,404	475	706	1,139	148	108	265	327	598
Iowa	679	323	566	309	81	28	370	242	538
Kansas	838	150	441	631	5	31	207	145	410
Michigan	2,744	260	638	1,829	99	40	915	161	598
Minnesota	1,062	191	469	627	14	4	435	177	465
Missouri	886	258	345	858	188	14	28	70	331
Nebraska	389	69	607	276	16	1	113	53	606
North Dakota	99	55	92	64	11	0	35	44	92
Ohio	3,811	603	866	3,415	219	62	396	384	804
South Dakota	283	93	128	187	30	0	96	63	128
Wisconsin	1,471	245	267	875	19	2	596	226	265
SOUTH	17,539	1,388	4,873	14,903	438	360	2,636	950	4,513
Alabama	835	147	301	767	53	26	68	94	275
Arkansas	324	26	243	284	0	1	40	26	242
Delaware	149	0	8	130	0	0	19	0	8
D.C.	442	14	31	373	6	1	69	8	30
Florida	2,418	43	218	1,960	14	34	458	29	184
Georgia	1,609	81	434	1,541	25	0	68	56	434
Kentucky	621	200	430	557	78	31	64	122	399
Louisiana	1,173	86	168	1,099	12	11	74	74	157
Maryland	1,044	60	351	809	4	18	235	56	333
Mississippi	383	22	34	381	13	24	2	9	10
North Carolina	967	107	213	855	22	16	112	85	197
Oklahoma	490	67	394	285	9	42	205	58	352
South Carolina	940	124	100	855	62	9	85	62	91
Tennessee	1,232	145	400	662	35	58	570	110	342
Texas	3,065	101	956	2,640	14	7	425	87	949
Virginia	1,606	125	512	1,539	91	82	66	34	430
West Virginia	242	40	80	166	0	0	76	40	80
WEST	24,550	1,017	3,216	21,333	265	223	3,217	752	2,993
Alaska	296	4	105	215	2	0	80	2	105
Arizona	1,381	116	405	850	68	29	531	48	376
California	16,966	365	1,409	15,618	128	158	1,348	237	1,251
Colorado	1,044	84	337	679	8	0	365	76	337
Hawaii	73	22	28	70	6	8	3	16	20
Idaho	195	8	39	141	2	0	54	6	39
Montana	223	57	136	210	8	12	13	49	124
Nevada	735	68	42	510	36	9	225	32	33
New Mexico	576	39	179	527	0	0	49	39	179
Oregon	1,015	121	199	717	1	5	298	120	194
Utah	352	52	31	268	3	2	84	49	29
Washington	1,532	11	166	1,415	3	0	117	8	166
Wyoming	163	70	140	113	0	0	60	70	140

* May include some out-of-state placements in some jurisdictions. Private facility data are preliminary and subject to change.

Source: 1991 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities: Census Day 2/15/91.

TABLE 2-4

**1-Day Count Rates* of Juveniles in Custody
In Public, Private, and All Facilities by Reason for Custody by Region and State
1991**

	ALL FACILITIES*			PUBLIC FACILITIES			PRIVATE FACILITIES*		
	Delinquent Offenses	Status Offenses	Non-Offenders	Delinquent Offenses	Status Offenses	Non-Offenders	Delinquent Offenses	Status Offenses	Non-Offenders
U.S. TOTAL	264	27	67	209	7	4	55	20	63
NORTHEAST	252	42	90	140	5	2	112	37	88
Connecticut	203	29	140	123	0	0	80	29	140
Maine	207	1	195	182	0	0	25	1	195
Massachusetts	134	3	54	37	0	0	97	3	54
New Hampshire	129	23	67	94	0	0	35	23	67
New Jersey	216	5	31	209	3	9	7	2	22
New York	223	90	97	179	12	2	44	78	95
Pennsylvania	389	37	113	102	2	1	287	35	112
Rhode Island	255	46	118	160	7	0	95	39	118
Vermont	80	17	109	27	0	0	53	17	109
MIDWEST	238	41	80	184	13	4	54	28	76
Illinois	189	0	16	180	0	0	9	0	16
Indiana	215	73	109	174	23	17	41	50	92
Iowa	208	99	174	95	25	9	113	74	165
Kansas	293	53	154	221	2	11	72	51	143
Michigan	255	24	60	170	9	4	85	15	56
Minnesota	211	38	93	125	3	1	86	35	92
Missouri	172	51	67	167	37	3	5	14	64
Nebraska	206	36	322	146	8	1	60	28	321
North Dakota	128	71	119	83	14	0	45	57	119
Ohio	309	49	70	277	18	5	32	31	65
South Dakota	322	106	145	213	34	0	109	72	145
Wisconsin	259	43	46	154	3	0	105	40	46
SOUTH	193	15	54	164	5	4	29	10	50
Alabama	172	30	62	158	11	5	14	19	57
Arkansas	114	9	85	100	0	0	14	9	85
Delaware	219	0	12	191	0	0	28	0	12
D.C.	921	30	65	777	13	2	144	17	63
Florida	195	3	18	158	1	3	37	2	15
Georgia	241	12	65	231	4	0	10	8	65
Kentucky	142	46	98	127	18	7	15	28	91
Louisiana	244	18	35	229	3	2	15	15	33
Maryland	216	13	73	167	1	4	49	12	69
Mississippi	111	7	10	110	4	7	1	3	3
North Carolina	182	20	40	161	4	3	21	16	37
Oklahoma	131	18	105	76	2	11	55	16	94
South Carolina	262	34	28	238	17	3	24	17	25
Tennessee	225	26	73	121	6	11	104	20	62
Texas	166	6	51	143	1	0	23	5	51
Virginia	248	19	79	238	14	13	10	5	66
West Virginia	112	19	37	77	0	0	35	19	37
WEST	409	17	54	355	4	4	54	13	50
Alaska	428	6	152	312	3	0	116	3	152
Arizona	331	28	97	204	16	7	127	12	90
California	526	11	44	484	4	5	42	7	39
Colorado	284	23	92	185	2	0	99	21	92
Hawaii	62	19	24	59	5	7	3	14	17
Idaho	134	5	27	97	1	0	37	4	27
Montana	219	56	134	206	8	12	13	48	122
Nevada	569	53	33	395	28	7	174	25	26
New Mexico	294	20	91	269	0	0	25	20	91
Oregon	310	37	61	219	0	2	91	37	59
Utah	122	18	11	93	1	1	29	17	10
Washington	277	2	30	256	1	0	21	1	30
Wyoming	232	100	200	161	0	0	71	100	200

* Rates are calculated per 100,000 youth age 10 to the upper age of original court jurisdiction in each state for 1989 and are rounded to the nearest whole number.

** May include some out-of-state placements in same jurisdictions. Private facility data are preliminary and subject to change.

Source: 1991 Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities: Census Day 2/15/91.
1991 Census Population Estimates from the 1990 Population Census

TABLE 2-5

**Reported Deaths of Juveniles
in Public and Private Juvenile Facilities and in Adult Jails**

Type of Facility	DEATH CIRCUMSTANCES				
	Total	Illness	Suicide	Homicide	Other
Total	51	5	18	8	20
Public Juvenile	26	3	9	6	8
Private Juvenile	18	1	5	2	10
Adult Jail	5	0	4	0	1

Sources: 1991 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities, reporting on Calendar Year 1990.

1988 National Jail Census, reporting on Calendar Year 1988.

CHAPTER THREE

STATE RELATIONS AND ASSISTANCE

Mission Statement

The mission of the State Relations and Assistance Division is to provide leadership, guidance, and assistance to the States in implementing the Formula Grants Program to improve the juvenile justice system at the State and local level and, in particular, to achieve the goals of deinstitutionalization of status offenders, separation of juveniles and adults in secure custody, removal of juveniles from adult jails and lockups, and elimination of the disproportionate confinement of minority juveniles in secure facilities.

Since passage of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, the Federal and State governments have worked hand-in-hand to improve conditions for American youth in the juvenile justice system. This has happened through an extensive program of formula grants, by which the Federal Government, through OJJDP, provides seed money to States to fund programs that help the States meet the mandates established in the JJDP Act.

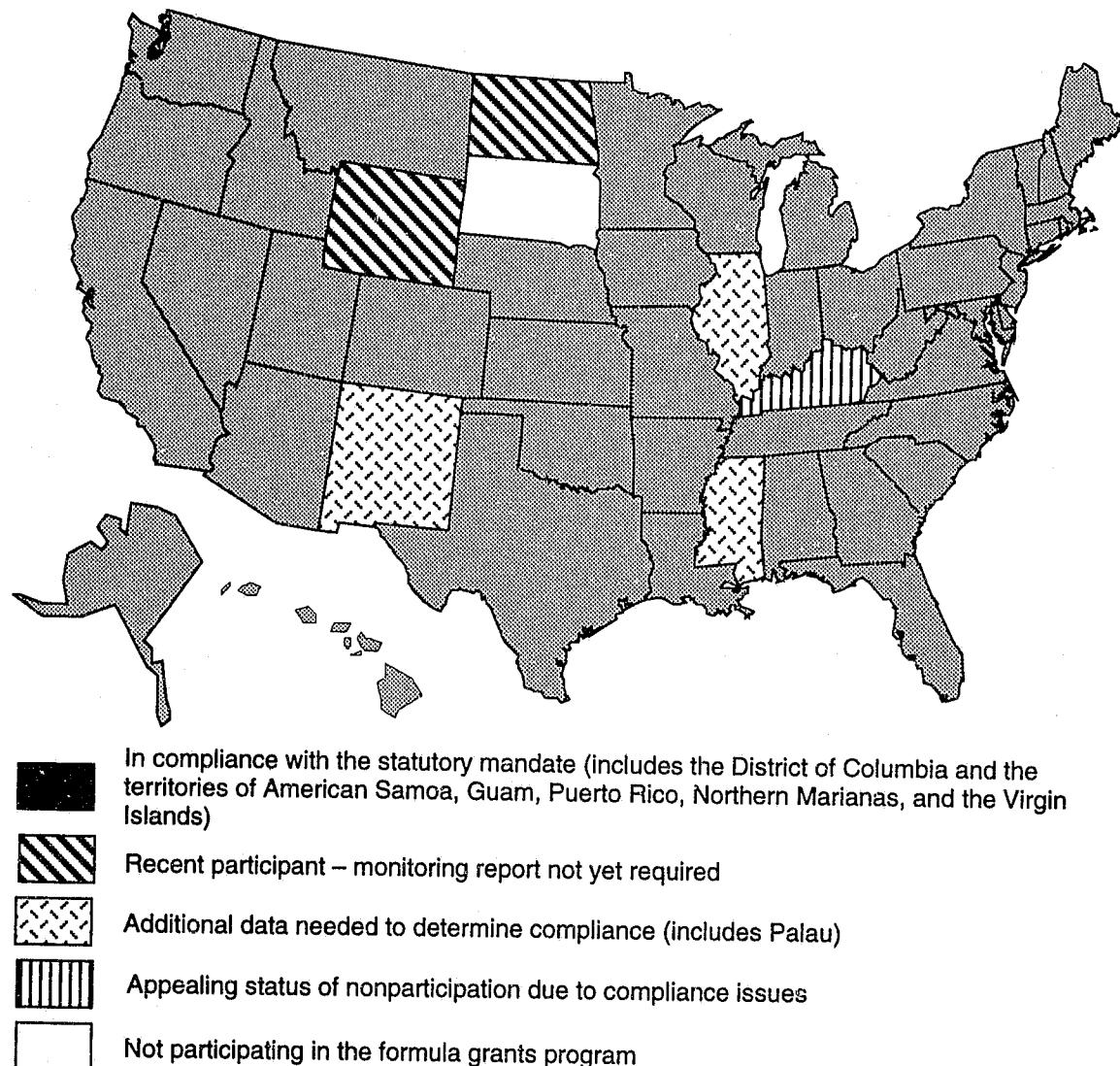
Fifty-seven States and Territories are eligible to participate in the 1992 JJDP Act State formula grants program. The State of South Dakota is not participating, but the Administrator of OJJDP has made

South Dakota's allotment, pursuant to the provisions of Section 222(a) of the JJDP Act, available to local public agencies and private nonprofit organizations within the State to carry out the purposes of Sections 223(a)(12)A, (13), and (14). South Dakota is expected to participate fully in 1993.

This chapter highlights the successes of the formula grants program, both in helping the States meet the mandates in the JJDP Act and in developing new programs that prevent delinquency and better address the needs of juvenile offenders. Special attention is paid to efforts to remove status offenders from institutional confinement.

FIGURE 3-1

Deinstitutionalization of Status Offenders



FORMULA GRANTS

The JJDP Act of 1974 establishes three mandates with which States and Territories must comply. They are: (1) deinstitutionalization of status offenders and nonoffenders (DSO), (2) sight-and-sound separation of juveniles from adults in detention and correctional facilities, and (3) removal of juveniles from adult jails and lockups. The Act created the formula grants program to help States comply with these mandates by making Federal funds available to the States for compliance programs.

The separation and jail removal mandates have served as effective guidelines over the years for improving the methods used to confine juvenile offenders. As shown by Figures 3-1, 3-2, and 3-3, nearly all States participate in the formula grants program and most have demonstrated progress coming into compliance with all three mandates.

A State's participation in the formula grants program is voluntary. To be eligible for the program, a State must submit a comprehensive three-year plan setting forth the State's proposal for meeting the goals outlined in the JJDP Act of 1974, as amended. The States decide upon the methodology for meeting the goals based upon what is best suited for their particular juvenile justice system. That methodology is set forth in the State's plan and amended annually to reflect new programming and initiatives to be undertaken by the State.

The formula grants program is administered by the State Relations and Assistance Division (SRAD) of OJJDP. SRAD monitors the implementation of State plans,

provides technical assistance, evaluates performance reports, and works with the States to achieve the goals set by the JJDP Act. SRAD staff members are assigned States and Territories for which they serve as State Representatives. Each State Representative is responsible for maintaining contact with State agencies, coordinating assistance, and sharing information about innovative, successful projects in other States.

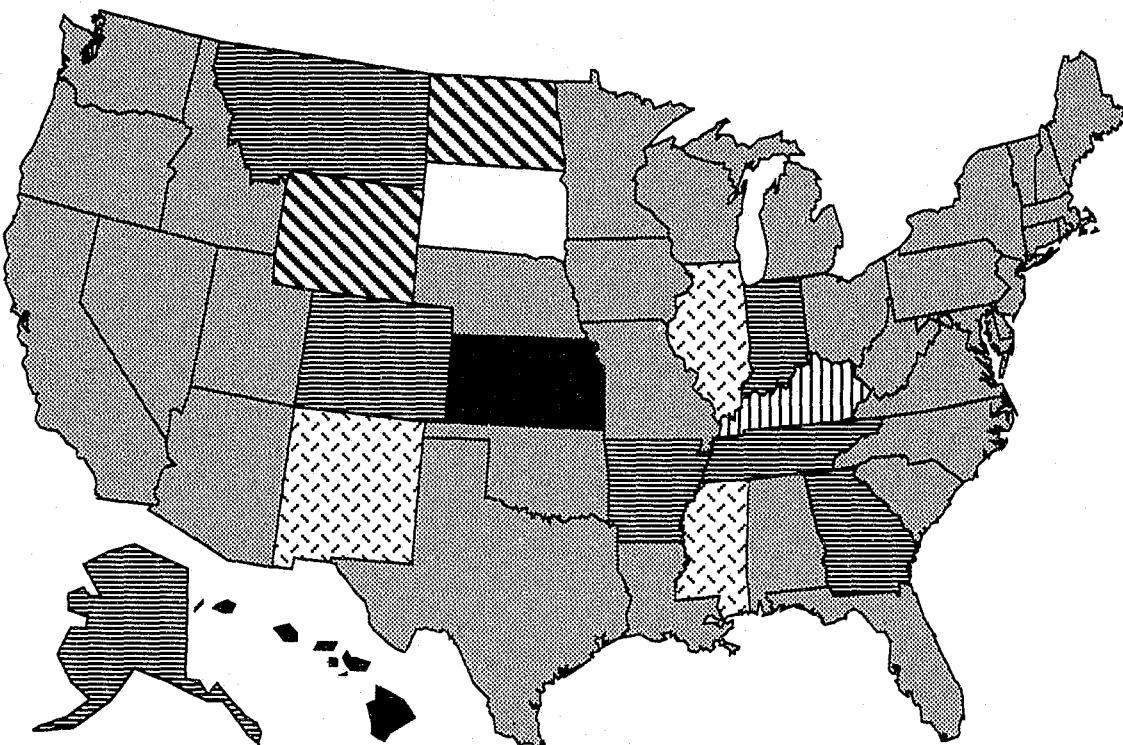
Each State's progress toward implementing its plan and achieving or maintaining compliance with the mandates in the JJDP Act is assessed yearly, based upon the State's submission of a compliance monitoring report. The level of compliance determines the State's eligibility for continuing participation in the formula grants program.

Formula grants allocations are awarded to States on the basis of the relative population of individuals under age 18. If a State chooses not to submit a plan, or does not qualify because of noncompliance with the mandates, the Administrator can award the allocation to a private not-for-profit organization to carry out the purposes of deinstitutionalization of status offenders, separation of adults and juveniles, and removal of juveniles from adult jails and lock-ups.

By statute, each State participating in the formula grants program is awarded at least \$325,000 annually, and each participating territory is awarded at least \$75,000. During Fiscal Year 1992, the total program outlay was \$49,735,000.

FIGURE 3-2

Separation of Adults and Juveniles



[Dark Gray] In compliance with the statutory mandate (includes the territories of American Samoa, Guam, Puerto Rico, Northern Marianas, and the Virgin Islands)

[Diagonal Lines] Recent participant – monitoring report not yet required

[Cross-hatch] Additional data needed to determine compliance (includes Palau)

[Horizontal Lines] Not in compliance – showing annual progress (includes the District of Columbia and Virgin Islands)

[Vertical Lines] Appealing status of nonparticipation due to compliance issues

[White] Not participating in the formula grants program

[Black] Not in compliance

Congress addressed two additional areas of concern in its 1988 amendments to the JJDP Act: the disproportionate number of minority youth detained or confined in secure detention and correctional facilities, and the treatment of American Indians and Alaskan Natives by the juvenile justice systems administered by Indian tribes and Alaskan Native organizations. These concerns received special attention from SRAD during 1992. To help States address these concerns, SRAD funded several projects including the Incarceration of Minorities Program, underway in Arizona, Florida, Iowa, North Carolina, and Oregon.

OJJDP's SRAD provides a wide range of technical assistance to the State and local governments, public and private agencies, State Advisory Groups, State Planning Agencies, and other OJJDP grantees. In Fiscal Year 1992, SRAD, through its contractor, Community Research Associates

(CRA), conducted 90 technical assistance projects for State and local public or private agencies in 41 States. These projects covered a variety of program areas: 19 focused on juvenile detention systems, 12 were related to juvenile systems improvement (e.g., case management systems), 11 provided training to State Advisory Groups, and 8 were designed to provide technical assistance on issues related to the overrepresentation of juveniles in facilities. Ten of the projects included JJDP Act mandates as primary program areas, and many others included the mandates as secondary program areas.

Through formula grants training workshops, all States and territories were provided some type of technical assistance during the year. SRAD staff members also responded to hundreds of informal requests for information.

PROGRESS AND SUCCESSES

Eligibility for Fiscal Year 1992 Formula Grant funds was determined by each State's 1990 Monitoring Report, which detailed the State's compliance with statutory mandates for DSO, sight-and-sound separation, and jail removal. The data in the monitoring report were collected by a State agency using one or more methods, including on-site visits. In those instances in which data were reported by the facilities themselves, data were verified by the State agency.

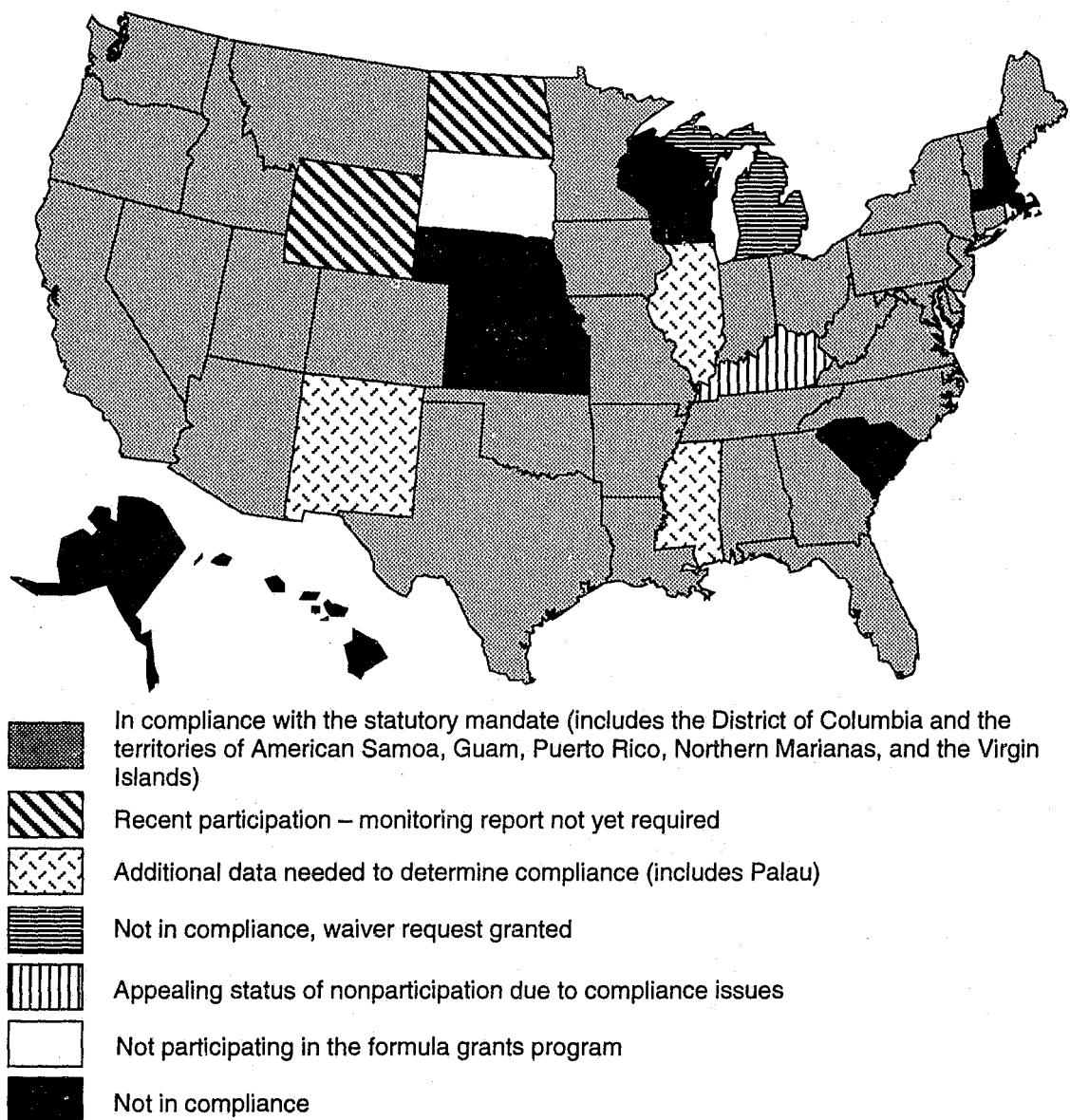
The 1990 reports showed the overwhelming majority of States and Territories in full compliance with all of the mandates, with no violations or with *de minimis* exceptions

or other exceptions allowed by law. There has been a steady reduction in the number of juveniles confined in secure detention or in adult jails and lockups. A full summary of the status of the States' compliance is provided on pages 42-46.

The States' progress toward full compliance with the statutory mandates does not tell the entire story, however. Today, as a result of the formula grants program, better conditions exist in juvenile detention facilities, including the availability of medical and mental health services, educational opportunities, recreation, and supervision. Juvenile justice professionals also are more keenly aware of the detrimental effects of

FIGURE 3-3

Removal of Juveniles from Adult Jails



isolation and confining juveniles in adult jails and lockups.

The Federal formula grants program has worked as intended. Many programs that were instituted through the use of formula grants are now fully funded by State and local jurisdictions. Furthermore, the formula grants program was intended to be and has been an inducement to the States and Territories to work steadfastly toward improving their local juvenile justice systems and complying with the mandates of the JJDP Act. The States' compliance with these mandates has been of great benefit to chronic status offenders and to the thousands of other juveniles brought before juvenile courts every year.

A special concern for Congress and OJJDP has been the handling of "status offenders" by the juvenile justice system. Status offenders are juveniles charged with offenses that would not be offenses if committed by adults. Truancy, curfew violations, incorrigibility, running away from home, and the possession of alcohol are offenses only when committed by juveniles. Status offenders are unique among juveniles who come before the juvenile court because their behavior is not criminal.

Historically, the juvenile justice system has handled status offenders the same way it handled adjudicated delinquents and adult criminals. In some ways, the status offenders received treatment worse than adult criminals because, as juveniles, they were not afforded certain due-process protections guaranteed to adults by the U.S. Constitution. Status offenders were often detained indefinitely, sometimes in the same

facilities used to house adult criminals. Medical, educational, psychological, vocational, and therapeutic services were often unavailable because of inappropriate institutional placement. The very supports needed most by the status offender—guidance, counseling, and parental supervision—were often denied because of isolation from family, school, and community.

A status offender's rebellious behavior may mean that strong corrective measures are appropriate, but policymakers now believe that status offenders should not be treated like adult criminals or juvenile delinquents and should not be institutionalized. The JJDP Act of 1974 included a mandate that all States and jurisdictions accepting Federal formula grants submit a plan for the deinstitutionalization of status offenders (DSO)—the removal of all status offenders from secure juvenile detention or correctional facilities.

Subsequent amendments to the JJDP Act have adjusted the timetable for DSO and have allowed that the only authorized facilities for out-of-home placement of status offenders are juvenile shelters, group homes, or other community-based alternatives to incarceration. The JJDP Act now also requires that out-of-home facilities for status offenders must be the least restrictive alternative appropriate to the needs of the juvenile and community, they must be within reasonable proximity to the juvenile's family and community, and they must provide a variety of rehabilitative services such as drug-and-alcohol counseling and educational, vocational, and psychological guidance and training.

TABLE 3-1

STATE COMPLIANCE
BASED ON 1990 REPORTS
PAGE 1 OF 4

FORMULA GRANTS PARTICIPANTS	DSO Sec. 223(a)(12)(A)							Separation of Adults and Juveniles Sec. 223(a)(13)						
	Full compliance - zero violations	Full compliance - de minimis exceptions (1)	Recent participation - data not yet due (2)	Additional data needed to determine needed	Appealing status of nonparticipation	Out of compliance issues	Full compliance - zero violations	Exception provision -	Not in compliance (3)	Showing annual progress - recent participation - data not yet due (2)	Additional data needed to determine needed	Out of compliance	Appealing status of nonparticipation	
ALABAMA	•				•									
ALASKA	•							•						
ARIZONA	•				•									
ARKANSAS	•									•				
CALIFORNIA	•				•									
COLORADO	•							•						
CONNECTICUT	•					•								
DELAWARE	•				•									
D.C.	•							•						
FLORIDA	•				•									
GEORGIA	•							•						
HAWAII	•											•		
IDAHO	•					•								
ILLINOIS			•								•			
INDIANA	•								•					
IOWA	•				•									
KANSAS	•										•			
KENTUCKY				•								•		
LOUISIANA	•							•						
MAINE	•							•						
MARYLAND	•							•						
MASSACHUSETTS	•							•						
MICHIGAN	•							•						
MINNESOTA	•							•						
MISSISSIPPI			•									•		
MISSOURI	•							•						
MONTANA	•									•				
NEBRASKA	•							•						
NEVADA	•							•						
NEW HAMPSHIRE	•								•					
NEW JERSEY	•				•				•					
NEW MEXICO											•			
NEW YORK	•							•						
NORTH CAROLINA	•							•						
NORTH DAKOTA			•							•				

STATE COMPLIANCE**BASED ON 1990 REPORTS****PAGE 2 OF 4**

FORMULA GRANTS PARTICIPANTS	Jail Removal Sec. 223(a)(14)							
	Full compliance - zero violations	Full compliance - administrative exceptions (5)	Non-compliance - waiver granted (6)	Recent participation - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Appealing status of nonparticipation due to compliance issues	Formula Grants Funds Allocations - FY 1992 1990
ALABAMA	•						769,000	1,058,788
ALASKA					•		325,000	172,344
ARIZONA	•(7)						713,000	981,119
ARKANSAS	•(7)						451,000	621,131
CALIFORNIA	•						5,632,000	7,750,725
COLORADO	•						626,000	861,266
CONNECTICUT	•						545,000	749,581
DELAWARE	•						325,000	163,341
D.C.	•						325,000	117,092
FLORIDA	•						2,083,000	2,866,237
GEORGIA	•						1,255,000	1,727,303
HAWAII				•			325,000	280,126
IDAHO	•(7)						325,000	308,405
ILLINOIS			•				2,141,000	2,946,366
INDIANA	•(7)						1,058,000	1,455,964
IOWA	•						522,000	718,880
KANSAS				•			481,000	661,614
KENTUCKY					•		693,000	954,094
LOUISIANA	•						892,000	1,227,269
MAINE	•(7)						325,000	309,002
MARYLAND	•						844,000	1,162,241
MASSACHUSETTS				•			983,000	1,353,075
MICHIGAN		•					1,787,000	2,458,765
MINNESOTA	•(7)						848,000	1,166,783
MISSISSIPPI			•				543,000	746,761
MISSOURI	•						955,000	1,314,826
MONTANA	•(7)						325,000	222,104
NEBRASKA				•			325,000	429,012
NEVADA	•						325,000	296,948
NEW HAMPSHIRE				•			325,000	278,755
NEW JERSEY		•					1,307,750	1,799,462
NEW MEXICO				•			325,000	446,741
NEW YORK		•					3,095,000	4,259,549
NORTH CAROLINA	•						1,167,000	1,606,149
NORTH DAKOTA			•				325,000	175,385

STATE COMPLIANCE**BASED ON 1990 REPORTS****PAGE 3 OF 4**

FORMULA GRANTS PARTICIPANTS	DSO Sec. 223(a)(12)(A)							Separation of Adults and Juveniles Sec. 223(a)(13)				
	Full compliance - zero violations	Full compliance - de minimis exceptions (1)	Recent participation - data not yet due (2)	Additional data needed to determine compliance	Appealing status of nonparticipation due to compliance issues	Full compliance - zero violations	Full compliance - exception provision	Not in compliance (3) showing annual progress (4)	Recent participation - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Appealing status of nonparticipation due to compliance issues
OHIO	•				•							
OKLAHOMA	•				•							
OREGON	•				•							
PENNSYLVANIA	•				•							
RHODE ISLAND	•				•							
SOUTH CAROLINA	•					•						
SOUTH DAKOTA*												
TENNESSEE	•					•						
TEXAS	•					•						
UTAH	•				•							
VERMONT	•					•						
VIRGINIA	•				•							
WASHINGTON	•				•							
WEST VIRGINIA	•					•						
WISCONSIN	•					•						
WYOMING		•						•				
AMER. SAMOA	•					•						
GUAM	•					•						
NORTH. MARIANAS	•					•						
PALAU			•						•			
PUERTO RICO	•				•							
VIRGIN ISLANDS	•						•					
TOTALS	9	40	2	4	1	28	12	7	2	4	2	1

(1) Less than 29.4 violations per 100,000 persons under age 18 in the State.

(2) Compliance reports for the 1990 reporting period were not required for these States because of their recent participation in the program. North Dakota began participating in 1989 and will report 1991 data. Wyoming began participating in 1990 and will report 1991 data.

(3) OJJDP regulatory criteria set forth at Section 31.303(f)(6)(ii) of the OJJDP Formula Grants Regulation (28 CFR 31), and published in the June 20, 1985 *Federal Register*, allow States reporting noncompliant incidents to continue in the Program provided the incidents are in violation of State law and no pattern or practice exists.

(4) Designated deadlines for full compliance had not been reached during the 1990 reporting period, but these States demonstrated progress toward compliance as required by Section 31.303(d)(2) of the OJJDP Formula Grants Regulation (28 CFR 31). Designed compliance dates are:

Alaska	12/91	Colorado	12/92	Indiana	12/91	Virgin Islands	10/91
Arkansas	12/91	D.C.	09/92	Montana	12/93		

NOTE: Population figures for the States, Puerto Rico and Virgin Islands are based on Bureau of Census 1990 Census. Allocations for territories of American Samoa, Guam, and Northern Marianas Islands are based on 1980 Census.

STATE COMPLIANCE
BASED ON 1990 REPORTS
PAGE 4 OF 4

FORMULA GRANTS PARTICIPANTS	Jail Removal Sec. 223(a)(14)							
	Full compliance - zero violations	Full compliance - <i>de minimis</i> exceptions (5)	Not in compliance - waiver granted (6)	Recent participation - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Appealing status of nonparticipation due to compliance issues	Formula Grants Funds Allocations - FY 1992**
OHIO	•						2,034,000	2,799,744
OKLAHOMA	•						608,000	837,007
OREGON	•						526,000	724,130
PENNSYLVANIA	•(7)						2,031,000	2,794,810
RHODE ISLAND	•						325,000	225,690
SOUTH CAROLINA				•			669,000	920,207
SOUTH DAKOTA							325,000	198,462
TENNESSEE	•						884,000	1,216,604
TEXAS	•						3,514,000	4,835,839
UTAH	•						456,000	627,444
VERMONT	•(7)						325,000	143,083
VIRGINIA	•						1,093,000	1,504,783
WASHINGTON	•						917,000	1,261,387
WEST VIRGINIA	•						325,000	443,577
WISCONSIN			•				937,000	1,288,982
WYOMING							325,000	135,525
AMER. SAMOA	•						75,000	16,000
GUAM	•						75,000	44,000
NORTH. MARIANAS	•						75,000	1,154,527
PALAU***				•			11,250	8,000
PUERTO RICO	•						839,000	9,300
VIRGIN ISLANDS	•						75,000	35,427
TOTALS	9	31	1	2	4	8	1	49,735,00
								64,871,686

(5) Less than 9 violations per 100,000 persons under age 18 in the State.

(6) Administrator may waive termination from the Formula Grants Program for states agreeing to expand entire allocation (except Planning and Administration, State Advisory Group, and Indian Tribe Pass-through funds) on jail and lock-up removal, pursuant to the August 8, 1989 *Federal Register*.

(7) Above maximum allowable *de minimis* rate but in full compliance with *de minimis* exceptions based on the exceptional circumstances for recently enacted legislation, pursuant to Section 31.303(f)(6)(iii)(B)(2) of the OJJDP Formula Grants Regulation (28 CFR 31) published in the November 2, 1988 *Federal Register*.

*Not participating in the Formula Grants program.

**Rounded to nearest thousand.

***Population figures for the States, Puerto Rico and Virgin Islands are based on the 1990 Census. Population figures for American Samoa and Northern Marianas are based on the 1980 Census. The Palau population figure is based on 15% of the 1980 Census for the Trust Territories.

****Formerly one award to Trust Territory of the Pacific Islands, until FY 1987. At that time, P.L.99-658 (amendment to P.L.99-239) established a decreasing formula for funding to Marshall Islands and Micronesia; Republic of Palau allocation remained the same. Effective in FY 1990, Micronesia and Marshall Islands are eliminated for eligibility to receive funds by the Compact of Free Association.

COMPLIANCE BY THE STATES

The following table summarizes State compliance with Section 223(a), Paragraphs (12)(A), (13), and (14) of the JJDP Act, based on their 1990 Monitoring Reports, which normally determine eligibility for Fiscal Year 1992 Formula Grant funds.

Each participating State begins reporting data for the year following the State's participation in the formula grants program. Hence, a State beginning participation in the formula grants program in 1989 would submit its first monitoring report on 1990 data. That monitoring report would be due

in 1992. The first deadline for compliance with the statutory mandates is three years after the submission of the initial program plan. Eligibility for participation in the program is not subject to termination until the deadline has been reached.

Each participating State's annual monitoring report is based on data collected by the State from secure juvenile and adult facilities. All State agencies administering the formula grants program are required to verify data reported by facilities themselves and data received from other State agencies.

Table 3-2: 1992 FORMULA GRANTS PROGRAM - SUMMARY TOTALS

	Number of States and Territories
Deinstitutionalization of Status Offenders	
Full compliance - zero violations	9
Full compliance - <i>de minimis</i> exceptions	40
Recent participant - data not yet due	2
Additional data needed to determine compliance	4
Appealing status of nonparticipation due to compliance issues	1
Separation of Adults and Juveniles	
Full compliance - zero violations	28
Full compliance - exception provision	12
Not in compliance - showing annual progress	7
Recent participant - data not yet due	2
Additional data needed to determine compliance	4
Out of compliance	2
Appealing status of nonparticipation due to compliance issues	1
Jail Removal	
Full compliance - zero violations	9
Full compliance - <i>de minimis</i> exceptions	31
Not in compliance - waiver granted	1
Recent participant - data not yet due	2
Additional data needed to determine compliance	4
Out of compliance	8
Appealing status of nonparticipation due to compliance issues	1

FUNDED PROJECTS

■ INCARCERATION OF MINORITIES PROGRAM

This project is part of the Community-Based Policing: Incarceration of Minorities program, begun in Fiscal Year 1991 by OJJDP to develop and supplement strategies to reduce the disproportionate confinement of minority juveniles in secure detention and correctional facilities. Five States (Arizona, Florida, Iowa, North Carolina, and Oregon) were selected for pilot programs. Phase I of the project involves the development of the pilot programs and model approaches to analyzing crime and system flow to assess overrepresentation of minority juveniles in secure facilities and to determine whether the system handles minority juveniles differently based on race. In Phase II, beginning in April 1993, the pilot sites will develop and implement program models and strategies to eliminate disproportionate incarceration of minority youth and to evaluate these program models. Pilot sites will receive technical assistance in implementing their programs and developing operational manuals based on Phase II experiences. The model assessments and interventions will serve to guide the activities of other States that evidence disproportionate numbers of minority juveniles being held in secure confinement.

Grantees:

Arizona Governor's Office for Children
1700 W. Washington, Room 404
Phoenix, AZ 85007
(602) 542-3191

Florida Department of Health and Rehabilitation
2811-C Industrial Plaza Drive
Tallahassee, FL 32301
(904) 488-3302

Iowa Department of Human Rights
Criminal & Juvenile Justice Planning
Lucas State Office Building
Des Moines, IA 50319
(515) 242-5823

North Carolina Department of Human Resources
Division of Youth Services
705 Palmer Drive
Raleigh, NC 27603
(919) 733-3011

Oregon Community Children and Youth Services Commission
530 Center Street NE, 300
Salem, OR 97310
(503) 373-1283

OJJDP Program Manager:
Eugene Rhoden

■ INCARCERATION OF MINORITIES PROGRAM (TECHNICAL ASSISTANCE)

This project provides training and technical assistance to grantees in five States. It is part of the Community-Based Policing: Incarceration of Minorities program, begun in Fiscal Year 1991 by OJJDP to reduce the disproportionate number of minority juveniles confined to secure facilities. Five sites (Arizona, Florida, Iowa, North Caro-

lina, and Oregon) were selected for pilot programs. Portland State University provides technical assistance to the five pilot sites. In Phase I of the project, the grantee will assist the sites in developing the pilot programs and model approaches to analyzing crime and system flow to assess overrepresentation of minority juveniles in secure facilities and to determine whether the system handles minority juveniles differently based on race.

In Phase II, beginning in April 1993, the grantee will provide technical assistance in implementing programs to eliminate disproportionate incarceration of minority youth at the pilot sites and in developing operational manuals based on Phase II experiences.

Grantee:

Portland State University
P.O. Box 751
Portland, OR 97207
(503) 725-4172

OJJDP Program Manager:

Eugene Rhoden

■ **SOUTH DAKOTA YOUTH ADVOCACY PROJECT
NONPARTICIPATING STATE INITIATIVE**

This project provides program incentives and mechanisms for adequate planning that will allow the State of South Dakota to conform to the mandates of the Juvenile Justice and Delinquency Prevention Act. Upon completion of the project, the State of South Dakota is expected to apply for funding under the Formula Grant Program in 1993. The grantee of this project may not continue as a grant recipient of Nonparticipating State funds after completion of the project. Program components include al-

ternatives to secure confinement, alternatives to jail, and the development of intake criteria.

Grantee:

SD Youth Advocacy Project
4200 South Louise Avenue, Suite 205
Sioux Falls, SD 57106
(605) 361-2568

OJJDP Program Manager:

Kathleen K. Crank

■ **SUPPORT TO OJJDP TO ENSURE
THAT STATES COMPLY WITH THE JJDP ACT**

This project provides nationwide assistance to State and local juvenile justice agencies, State Advisory Groups, and private organizations to meet the terms of Section 223(a) of the JJDP Act. It also provides nationwide technical assistance for OJJDP in improving detention practices, policies, facilities, alternative services, and other issues related to the juvenile justice system's handling of juveniles. It will provide technical assistance support for OJJDP programs and policies with special emphasis on needs and issues related to compliance with Section 223(a)(12)(A), (13), (14), (15), and (23) of the JJDP Act.

The contract produces summary documents highlighting effective approaches to planning and implementation of Section 223. The contractor also develops reports for distribution to State-level jurisdictions, colleges and universities, professional organizations, practitioners, planners, and other recipients interested in juvenile justice. A minimum of six "Profiles" are developed by the contractor each year. Profiles are used to highlight especially effective juvenile programs and for disseminating in-

formation on vital or contemporary issues within the arena of juvenile justice, particularly as they relate to Section 223.

Grantee:

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

OJJDP Program Manager:

Freida Thomas

**■ TECHNICAL ASSISTANCE
AND TRAINING PROJECT**

This project supports the Coalition for Juvenile Justice (formerly the National Coalition of State Juvenile Justice Advisory Groups) in its efforts to meet the statutory mandates through the development of a technical assistance capability that provides training, technical assistance, and information to the State Juvenile Justice Advisory

Groups. This is accomplished through a series of regional training and informational workshops and a national conference designed to address the needs of the Coalition membership. The Coalition also advises the President, Congress, and the Administrator of OJJDP with regard to State perspectives on the operation of OJJDP and Federal legislation pertaining to juvenile justice and delinquency prevention. Activities for Fiscal Year 1992 included an annual national conference for all State Advisory Group (SAG) members and regional coalition SAG training programs in each of the four regions. A report is submitted to the President, Congress, and the Administrator of OJJDP yearly.

Grantee:

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

OJJDP Program Manager:

Freida Thomas

CHAPTER FOUR

RESEARCH, EVALUATION, AND STATISTICS

Mission Statement

The mission of the Research and Program Development Division is to increase knowledge about those factors that promote or prevent delinquent behavior and victimization of youth and develop or promote effective treatment and rehabilitation approaches for youth, and to communicate this knowledge effectively to institutions, organizations, and individuals involved in the development of public policy and with the care and nurturing of children and youth.

As directed by the Juvenile Justice and Delinquency Prevention Act of 1974, OJJDP pursues a comprehensive research agenda; develops a base of knowledge on national trends in juvenile delinquency; creates a statistics and systems development program for data collection and information-sharing among juvenile justice agencies; identifies the developmental pathways

to delinquent careers and the best methods for preventing, intervening, and treating delinquency; and analyzes practices and trends in the juvenile justice system. Under each of these areas, special attention is focused on status offenders, serious and violent juvenile crime, family strengthening, and illegal drug use.

HIGHLIGHTS OF OJJDP RESEARCH FINDINGS

In addition to fulfilling Congressional mandates for special studies, OJJDP continues to pursue a research agenda designed to inform the juvenile justice field in the areas of delinquency prevention and intervention, as well as advance the policies and practices regarding missing children and homeless youth. The research find-

ings from three studies addressing unique aspects of the missing children's problem are included in chapter 7. This chapter highlights OJJDP's approach to serious, violent, and chronic offenders and recent findings produced by other OJJDP-sponsored research.

OJJDP's Comprehensive System Approach for Serious, Violent, and Chronic Juvenile Offenders

Of intense concern to OJJDP is the rise in serious violent crimes perpetrated by juveniles and the growing number of serious, violent, and chronic juvenile offenders. As noted by James C. Howell in "Program Implications of Research on Chronic Juvenile Delinquency," a solid consensus of research indicates that a relatively small number of juveniles (under 10 percent) account for the clear majority (two-thirds to three-fourths) of serious and violent offenses. Any effort to reduce serious, violent offenses committed by juveniles must therefore concentrate on that violent core of offenders, the same youth who are most resistant to prevention and intervention strategies.

To combat serious, violent, and chronic delinquency, OJJDP proposes a holistic approach consisting of two major strategies: delinquency prevention and graduated sanctions. As summarized in a presentation by John J. Wilson (1992):

Delinquency prevention, provided through support of the family, community organizations and institutions, nonprofit service providers, and the business sector, is the less costly of the two strategies. Intensified, focused efforts in this area are essential if long-term progress in reducing at risk behavior and delinquency is to be sustained. Our Nation cannot afford to fail to invest in effective programs for the prevention of serious, violent and chronic delinquency.

. . . A system of graduated sanctions provides a way of organizing and focusing the resources of the juvenile justice system to effectively address even the most intractable forms of delinquency. The juvenile justice system, provided with adequate personnel and program resources and knowledge that permits matching juveniles with appropriate treatment programs, can have a positive and lasting impact on the reduction of delinquency.

OJJDP's holistic model combines accountability with increasingly intensive treatment and rehabilitation services. It would require an expansion of the rehabilitation model to include graduated sanctions and comprehensive service provision.

OJJDP has provided Fiscal Year 1993 funds for further development of this model. The project will research and examine other relevant research and studies, program development efforts, and existing effective programs. Two major components form the framework of this project: (1) Family Support and Prevention, and (2) Intervention. The family support and prevention component will be designed to address: (1) individual characteristics, (2) family influences, (3) school experiences, (4) peer-group influences, and (5) neighborhood and community characteristics.

The intervention component will include both graduated sanctions and treatment programs. Each major graduated sanction should consist of sublevels, or gradations, that take these characteristics and influences into account, while providing a continuum of care through a network of community services. At each level in the continuum, the family must continue to be in-

tegrally involved in treatment and rehabilitation efforts. Aftercare must be included in all residential placements and actively involve the family and the community in supporting and reintegrating the juvenile into the community.

Programs will need to use Risk and Needs Assessment Instruments that incorporate factors such as age, severity of offense, and offender history. Placement for prevention and intervention programs can be based on the potential risk for reoffending, the appropriate intervention level at which the offender would enter or reenter the sys-

tem, or the requirements of a comprehensive treatment program.

A system of graduated sanctions requires a broad continuum of options. The types of programs to be identified include: immediate interventions for first-time nonserious offender and nonserious repeat offenders; intermediate sanctions for first-time serious and violent offenders and reoffenders; and secure confinement for those who are likely to be amenable to treatment but require a secure setting and those who constitute an ongoing threat to the community.

FUNDED PROJECTS

■ AUTOMATED JUVENILE PROBATION CASE MANAGEMENT SYSTEM

This project intends to reduce delinquency through enhanced case management by using a fully automated system to manage juvenile probation caseloads. The project involves installing the required hardware and CASE software, training of the staff, establishing a data base of active cases, and monitoring the use of the system by four probation counselors for 15 months. Among other objectives, project staff hope to increase the efficiency of the caseload audits by at least 90 percent, reduce the level to which counselors rely on support staff, increase the amount of time counselors spend with clients by at least 45 percent, and thereby reduce recidivism rates for clients in the CASE system by at least 40 percent.

The grantee, the Lane County Department of Youth Services, Lane County, Oregon,

has proposed a program that will establish and demonstrate an innovative, software-driven, automated, juvenile probation case management system (CASE). In Fiscal Year 1992, the project saw the installing of the CASE system, the training of users, and the establishment of an active data base. The system is now in use and evaluation is ongoing. The final product will be a report submitted four months after project completion to ensure that information from the 15th month of use is incorporated.

Grantee:

Lane County Department of Youth Services
2411 Centennial Boulevard
Eugene, OR 97401
(503) 341-4705

OJJDP Program Manager:

D. Elen Grigg

■ CHILDREN IN CUSTODY CENSUS

The Children in Custody Census is a joint effort by OJJDP and the U.S. Bureau of the Census to better understand trends in confinement and juvenile detention practices across the country. The Bureau of the Census collects national data on juvenile custody facilities and provides numbers and characteristics of youth held in these facilities.

This biennial census studies approximately 3,300 public and private juvenile detention, correctional, and shelter facilities. Produced since 1971, this statistical series monitors trends in the characteristics of the population on the census date, and the number of admissions and discharges from juvenile facilities for the previous year. Most recently, the 1991 census collected data for the census date of February 15, 1991, and for calendar year 1990.

Reports of statistical findings address publicly and privately operated facilities; the number, design capacity, operating costs, and types of facilities; demographic characteristics of youth; types of offenses committed; custody rates; numbers of youth admissions and discharges; and average costs per resident.

Grantee:

Bureau of Census
Center for Demographic Studies
Washington, DC 20233
(301) 763-7789

OJJDP Program Manager:

Joseph Moone

■ CITIES IN SCHOOLS EVALUATION

The goals of this effort are to evaluate the effectiveness of the national Cities in Schools (CIS) model in providing training and technical assistance to States, cities, and communities and to evaluate the effectiveness of local programs. Local programs seek to reduce the number of school dropouts, coordinate and deliver needed social services to high-risk youth and their families, and achieve other stipulated program objectives.

The project will involve three basic tasks: (1) studying the CIS national organization to assess its success in disseminating information and supporting the implementation of the CIS model at the community level; (2) studying a representative sample of CIS sites to assess the effectiveness of CIS programs in a representative sample of mature sites; and (3) studying exemplary CIS programs to identify and document exemplary projects, to isolate best practices, and to determine how these successful approaches can be replicated and transferred to other locations.

In Fiscal Year 1992, The Urban Institute completed the majority of work related to task one. Several visits were made to the CIS Headquarter Offices in Virginia and to the Center for Partnership Development at Lehigh University in Pennsylvania. The Urban Institute also selected 18 cities for site visits in completing task two. In Fiscal Year 1993, site visits will be completed and reports produced for each of the three tasks.

Grantee:

The Urban Institute
2100 M Street NW.
Washington, DC 20037
(202) 857-8629

OJJDP Program Manager:

Jeffrey Slowikowski

**■ CONTRACT TO EVALUATE
OJJDP PROGRAMS**

This project will provide the OJJDP with independent, management-oriented program evaluations to determine the effectiveness and efficiency of the programs. Evaluation may be ordered of any of OJJDP's action programs, including demonstrations, tests, training, and technical assistance programs. To date, OJJDP has directed Caliber Associates to focus its attention on the following programs:

- Gang and Drug POLICY Program
- Intensive Community-Based Aftercare
- Law-Related Education Juvenile Justice Initiative
- Satellite Prep School Project
- Training for Juvenile Detention and Corrections Personnel

These evaluations will be carried out in accordance with work plans prepared by the contractor and approved by OJJDP. The contractor-produced reports are designed to assist OJJDP management in making future programmatic decisions.

Grantee:

Caliber Associates
3998 Fair Ridge Drive, Suite 360
Fairfax, VA 22033
(703) 385-3200

OJJDP Program Manager:

Eric Peterson

■ DELAYS IN JUVENILE JUSTICE SANCTIONS

This project is to provide juvenile practitioners, policymakers, researchers, and the general public with comprehensive knowledge about problems related to delays in the processing of juvenile courts. The project is broken down by the three phases, each lasting approximately one year. Written reports will be completed at the end of each phase.

In the first phase, the grantee will conduct a literature review, a survey of juvenile court jurisdictions and State court administrators, and an analysis of a large sample of juvenile court cases. The second phase will concentrate on a more detailed analysis of a small sample of juvenile courts (not more than six), involving intensive, on-site interviews with a wide range of experts and informants at each site. The third phase will continue the analysis of the data from the first two phases and formulate conclusions and recommendations, to be submitted to the project's advisory board at two meetings before production of the final report for OJJDP.

Grantee:

National Council of Juvenile
and Family Court Judges
University of Nevada, Reno
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

OJJDP Program Manager:

Jeffrey Slowikowski

■ **DELINQUENCY AND THE SCHOOL SOCIAL BOND**

This project attempted to better understand the defects of adolescent behavior and school experiences in relationship to juvenile delinquency and misbehavior in the middle school. The project, a doctoral dissertation, involved a review and synthesis of the current literature on delinquency in middle schools; a description of the data collection methodologies and findings; and a discussion of the relevance of those findings and the development of the strategies for the prevention and intervention of juvenile delinquency in the middle school. A copy of the dissertation is available through the Juvenile Justice Clearinghouse Inter-Library Loan Program.

Grantee:

University of Delaware
77-79 East Delaware Avenue
Newark, DE 19716
(302) 368-8236

OJJDP Program Manager:

D. Elen Grigg

■ **EARLY COURT INTERVENTION: A RESEARCH AND DEMONSTRATION PROJECT**

This project hopes to improve the ability of New Jersey's Family Court to identify youths at high risk of becoming chronic offenders by developing, implementing, and testing an instrument for estimating risk upon initial intake. The risk instrument will be tested at two pilot County Family Court systems. Analysis of the instrument's use should determine its accuracy in predicting which juveniles will go on to become chronic offenders. Analysis should also identify changes in the handling of juveniles and

any unforeseen negative impacts. If the project proves successful, its product will be the risk instrument itself, which may be used to replicate the project elsewhere, and a report of the results of the experiment.

Grantee:

The New Jersey Delinquency Commission
212 West State Street CN 965
Trenton, NJ 08625-0965
(609) 292-3538

OJJDP Program Manager:

D. Elen Grigg

■ **EFFECTIVENESS OF JUVENILE OFFENDER PREVENTION AND TREATMENT PROGRAM: WHAT WORKS BEST AND FOR WHOM**

This project will identify effective prevention and treatment programs for juvenile offenders being used by the juvenile and family courts, from court intake through probation. The project will include a literature review, a survey of existing programs, analysis of findings, and the production of a "What Works" manual on effective prevention and treatment programs with emphasis on the serious, violent, and chronic offender.

Grantee:

National Council of Juvenile and Family Court Judges
University of Nevada, Reno
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

OJJDP Program Manager:

Marilyn Landon

■ EVALUATING EFFECTIVE COMMUNICATIONS STRATEGIES FOR HEALTH INFORMATION TO HIGH-RISK YOUTH OUTSIDE SCHOOL

The goal of this project is to develop effective means of promoting healthy behavior among youth populations most likely to be engaged in high-risk, health-compromising behaviors. Targeted behaviors include drug/alcohol abuse, cigarette smoking, gang-affiliation, carrying weapons, and others. The project will provide recommendations for communities to develop effective strategies for reducing high-risk behavior. This is a multiagency project, funded by 16 separate Federal Offices and Bureaus.

In Fiscal Year 1992, the project convened focus groups of high-risk youth across the Nation to find out what youth are thinking, particularly in terms of what they know and what their attitudes about high-risk behaviors are. The results of the study were presented to two forums (a group of local service providers and program planners and a group of representatives from national organizations such as Boys and Girls Clubs of America, the National 4-H Council, and the Congress of National Black Churches) for their reactions. The next phase of funding will support the convening of discussion groups with parents of high-risk youth involved in earlier focus groups.

The project has produced two interim reports: a focus-group report containing a summary of findings, youths' views of health and life, and recommendations for program implementation; and a policy report containing policy guidance and implications from the findings for health and other officials to use when developing prevention programs for this population of youth. The project will produce an information kit providing a list of critical elements for communities to consider in developing a comprehensive,

community-based approach to delinquency prevention and health promotion. These two reports will be available in summer 1993 from the Juvenile Justice Clearinghouse.

Grantee:

Office of Disease Prevention and Health Promotion
ODPHP 2132 Switzer Building
330 C Street SW.
Washington, DC 20201
(202) 205-5968

OJJDP Program Manager:

Barbara Allen-Hagen

■ EVALUATION/ENHANCEMENT OF JUVENILE DISPOSITIONAL GUIDELINES

This project is evaluating and enhancing the dispositional guideline system in use by the Delaware juvenile courts and developing and establishing a victim-offender mediation program that would increase the use and effectiveness of restitution as a sanction. The goal of the project is to decrease the use of secure care and increase the use of nonsecure community-based alternatives for nonviolent juvenile offenders. The pilot Victim Offender Reconciliation Program (VORP) is being implemented, but the guideline portion of the project has been delayed by mandate from a juvenile court judge.

Grantee:

Delaware Council on Crime & Justice, Inc.
510 Shipley Street, Unit 3A
Wilmington, DE 19801
(302) 658-7174

OJJDP Program Manager:

D. Elen Grigg

■ **EVALUATION OF THE JUVENILE FIRESETTER/ARSON PROGRAM**

This project, sponsored by OJJDP in conjunction with the U.S. Fire Administration, established a model juvenile arson control program at three pilot sites. The project began in 1987 with an assessment of the problem and an assessment of existing juvenile firesetter programs by the Institute for Social Analysis (ISA). ISA then completed a model program and began implementing the program at three sites: West Valley City, Utah; Oklahoma City, Oklahoma; and Parker, Colorado. Evaluation of the model program and its implementation at the three sites, with recommendations for improvements, is contracted to the American Institutes for Research.

The programs implemented at all three sites stress effective interagency and interjurisdictional efforts to investigate and track incidents of arson and educate the community on arson prevention. The programs involve setting up a multijurisdictional task force to coordinate efforts within the larger community. The task force includes representatives from fire service, law enforcement, education, juvenile justice, mental health, social service, and burn care agencies.

Grantee:

American Institutes for Research
3333 K Street NW.
Washington, DC 20007
(202) 342-5085

OJJDP Program Manager:

Marilyn Landon

■ **EVALUATION OF OJJDP'S IMPLEMENTATION OF STATUTORY MANDATES**

This project evaluated OJJDP's enforcement of statutory requirements that States deinstitutionalize status offenders and nonoffenders, ensure separation of juveniles from adults, and remove juveniles from adult jails and lockups. The study was completed by a team of consultants drawn from academia with backgrounds in administrative law, grant law, and dispute resolution. The study involved extensive interviewing of OJJDP staff, field visits to selected States, and study of other Federal agencies administering grants to States.

A final report was drafted and a standing committee of the Conference reviewed it and developed recommendations for consideration by the full Conference at a Plenary Session.

Grantee:

Administrative Conference of the United States
2120 L Street NW., Suite 500
Washington, DC 20037
(202) 254-7065

OJJDP Program Manager:

Eric Peterson

■ **EXPANDING THE APPLICATIONS OF DRUG-USE FORECASTING DATA**

This study attempted to determine whether Drug Use Forecasting (DUF) data can be used as a predictor of other indicators of community drug problems. Using time-series and stage-based statistical models, the researchers analyzed DUF data from Washington, D.C., to determine the time lag between aggregate drug use data and subsequent changes in the number of drug-

related emergency room admissions, deaths by drug overdose, child maltreatment cases, and crime rates. Researchers developed a statistical model to attempt to trace the effect of drug use within the community, but the model revealed no consistent patterns between drug use data and the other indicators. Researchers attributed this failure principally to the lack of hard data on the drug supply.

Grantee:

The Urban Institute
2100 M Street NW.
Washington, DC 20037
(202) 857-8738

OJJDP Program Manager:

Donni M. LeBoeuf and John Spevacek, NIJ
Manager

■ FIREARMS, VIOLENCE, AND AMERICAN YOUTH

This project examined the motives for and patterns of firearms acquisition, ownership, and use by juveniles. Researchers administered self-report surveys to two samples of youth: approximately 1,000 offenders incarcerated in juvenile institutions in five States, and approximately 1,000 high school students in cities located near the selected institutions. This survey expands on a 1985 National Institute of Justice study on armed criminals in America. A draft final report entitled *Firearms, Violence and Youth: A Report of Research Findings* was submitted, has been peer-reviewed, and is undergoing revisions.

The project will also produce three mini-reports on gangs, drugs, guns, and violence; on females, gun possession, crimi-

nal activity, and victimization; and on school violence and urban marauders.

Grantee:

Tulane University
Department of Sociology
6823 St. Charles Avenue
New Orleans, LA 70118
(504) 865-5820

OJJDP Program Manager:

Donni M. LeBoeuf

■ JUVENILE JUSTICE DATA RESOURCES

This project provides OJJDP with direct access to mainframe computing capabilities and statistical analysis software and with the necessary services to ensure that OJJDP data sets are made available for public use. OJJDP is committed to facilitating the secondary analysis of its data sets by interested researchers and statisticians. The University of Michigan at Ann Arbor has entered into an agreement with OJJDP to provide access to their extensive computer facilities and to the data stored at the Inter-university Consortium for Political and Social Research. The Juvenile Justice Data Resources Project will also provide for the technical processing and documentation of OJJDP data sets so that they can be made readily available for secondary analysis by subsequent public users.

Grantee:

University of Michigan
P.O. Box 1248
Ann Arbor, MI 48106
(313) 763-5010

OJJDP Program Manager:

Joseph Moone

■ **JUVENILE JUSTICE STATISTICS AND SYSTEMS DEVELOPMENT PROGRAM**

Reliable national statistics on juvenile justice are essential for policymakers to make informed decisions, but such statistics are often not available. To fill this need, OJJDP is sponsoring the Juvenile Justice Statistics and Systems Development Program, which teams statisticians at OJJDP's National Center for Juvenile Justice with researchers at Rutgers University and Research Triangle Institute to produce a comprehensive statistical data base for the juvenile justice field. This project is progressing along two separate but interrelated tracks: the Systems Development Track and the National Statistics Track.

NST will formulate a plan to develop a comprehensive National Juvenile Justice Statistics program that will produce a series of routine reports on the extent and nature of juvenile offending and victimization and on the justice system response. The research team must first determine what information is already being collected and what significant information gaps exist, then decide what information will be collected and maintained in the national data base. Existing data has been presented in special reports. The principal product of this track will be a *Report to the Nation on Juvenile Crime and Victimization*.

SDT will assess juvenile justice agencies' decisionmaking and related management information systems (MIS), develop models for decisionmaking and related MIS, and develop and provide training and technical assistance to promote the adoption of the model systems at test sites. The research team will work in close cooperation with one or more local pilot sites to identify key decision points and devise a statistical system for gathering and analyz-

ing data for use by decisionmakers.

The researchers recently assessed the topic of juveniles waived to the adult court. The researchers concluded that available statistics do not allow for thorough analysis of the use and effects of criminal court processing of juveniles. Additional research was recommended. Plans are underway to use existing data sets to develop a series of special reports, the most comprehensive being the first edition of the *Report to the Nation on Juvenile Crime and Victimization*. It is anticipated that the report will be completed in Fiscal Year 1993.

Grantee:

National Council of Juvenile
and Family Court Judges
University of Nevada, Reno
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

OJJDP Program Manager:

Barbara Allen-Hagen

■ **JUVENILE JUSTICE SYSTEM HANDLING OF SEX OFFENSES AND OFFENDERS**

This project will assess how the juvenile justice system protects the community, individuals, and juveniles from the effects of juvenile sex offenses. The project has three specific objectives: (1) to identify effective practices in the juvenile justice system response to juvenile sex offending; (2) to identify weaknesses in the juvenile justice system response to juvenile sex offending that lead to further victimization; and (3) to determine whether similar offending sexual behavior, described in a formal typology, is generally handled in a consistent manner by the juvenile justice system, and if not, to

determine the factors, including offender characteristics, related to the inconsistent response.

The project will begin with a review of current literature and program materials related to the functioning of the juvenile justice system, from which the grantee will develop a typology of juvenile sex offenses and offenders. The National Council on Crime and Delinquency (NCCD) will then identify promising approaches to the sex offender problem at each level of the system, surveying jurisdictions nationwide to identify specific approaches to dealing with sex offenders. NCCD will select eight sites for further in-depth investigation. At each site, NCCD personnel will interview 15-20 local officials. NCCD will also track 450 juvenile sex offenders through the system in three sites to determine how the system responded in specific cases.

In Fiscal Year 1992, NCCD began the initial literature review, selected an Advisory Board, and began contacting sites for inclusion in the surveys and site visits.

Grantee:

National Council on Crime and Delinquency
685 Market Street, Suite 620
San Francisco, CA 94105
(415) 896-6223

OJJDP Program Manager:

Joseph Moone

■ **JUVENILE PERSONNEL IMPROVEMENT**

This project is to improve the quality and skills of juvenile detention center staff by assessing the programs, policies, procedures, and personnel of juvenile detention centers and producing a resource manual

(similar to the OJJDP *Desktop Guide to Good Juvenile Probation Practice*) that may be used for entry-level and in-service detention center staff. This program will identify training needs of detention center staff, accepted policies and procedures, and effective programs. In each of these areas, the applicant will build upon previously developed national, State, and local products that have been proven effective.

Grantee:

National Juvenile Detention Association
Eastern Kentucky University
217 Perkins Building
Richmond, KY 40475
(606) 622-6259

OJJDP Program Manager:

D. Elen Grigg

■ **LEGISLATIVE WAIVER AND CASE PROCESSING OF JUVENILE OFFENDERS**

This project is intended to provide lawmakers with information on whether the legislative waiver, which permits criminal justice officials to bypass the juvenile justice system entirely, is based more on characteristics of the offender than on characteristics of the offense. The judicial waiver, which must be granted by juvenile justice officials, has been considered by many in juvenile justice to be based on the offender rather than offense. This study hopes to determine if the legislative waiver decision is made on the same basis as the judicial waiver.

Until now the majority of research on waiver decisions has been confined to States with judicial forms of waiver. The case processing decisions of a large number of juveniles charged with serious, violent offenses

have not been examined in a State with legislative waiver.

The objective of this project is to analyze 9,934 case-processing decisions involving juveniles arrested for serious, violent offenses in New York State beginning in 1978, the first year of the legislative waiver policy, and ending in 1985. The analysis should produce information on offense- and offender-based characteristics and their relationship to legal decisions in states with legislative waiver and information on type of sentence, length of sentence, and rates of recidivism.

Grantee:

The Research Foundation of
State University of New York
Sponsored Programs Administration
The UB Commons
520 Lee Entrance, Suite 211
Amherst, NY 14228
(716) 645-2588

OJJDP Program Manager:

D. Elen Grigg

A third publication released by the Archives was an *OJJDP Update on Research: Restitution and Juvenile Recidivism*. This report was based on the analysis of more than 13,000 court cases from the State of Utah regarding the association between the use of restitution and subsequent recidivism (within one year of disposition). The study showed that recidivism is lower when juveniles agreed or are ordered to pay restitution to their victims directly or through earnings derived from community service, in cases involving robbery, assault, burglary, theft, auto theft, or vandalism. This association was present for nonpetitioned, informally handled cases as well as adjudicated probation cases.

These and other reports are available through the Juvenile Justice Clearinghouse.

Grantee:

National Center for Juvenile Justice
701 Forbes Avenue
Pittsburgh, PA 15219
(412) 227-6950

OJJDP Program Manager:

Joseph Moone

■ NATIONAL JUVENILE COURT DATA ARCHIVE

This project provides OJJDP and other Federal, State, and local agencies with a comprehensive data base of information on the Nation's juvenile courts. The Archive provides technical assistance to agencies using the data base and compiles national estimates of juvenile court activity. In Fiscal Year 1992, the Archive hosted the second annual Data Suppliers' Conference in Phoenix, Arizona, and produced the 1989 volume of *Juvenile Court Statistics* and the *OJJDP Update on Statistics: Offenders in Juvenile Court, 1989*.

■ PHYSICAL AND SEXUAL VICTIMIZATION OF CHILDREN BY NONFAMILY PERSONS

This project was intended to provide an annual estimate of the prevalence of physical and sexual abuse of children; profiles of child victims, offenders, and circumstances surrounding incidents of abuse; and explicit guidelines for prevention of child abuse. The project involved analysis of the Comprehensive Homicide File and NISMART data. A draft report was completed but not released, pending further analysis of questions raised by the initial

analysis of the data. This will be accomplished under the grant "Family, Nonfamily Abductions and Other Missing Children: Additional Analysis and Dissemination of NISMART Data: Additional Analysis and Dissemination of NISMART Data" (see page 119).

Grantee:

University of New Hampshire
Horton Social Science Center
Family Research Laboratory
Durham, NH 03824
(603) 862-4533

OJJDP Program Manager:

D. Elen Grigg

**■ PROGRAM OF RESEARCH ON THE CAUSES
AND CORRELATES OF JUVENILE DELINQUENCY**

In 1986, OJJDP launched this longitudinal investigation of the causes of juvenile delinquency at three sites: Rochester, New York; Denver, Colorado; and Pittsburgh, Pennsylvania. This investigation was conducted by researchers at the University at Albany, the University of Colorado, and the University of Pittsburgh. Approximately 4,000 boys and girls, spanning ages 6 through 19, participated in repeated waves of data collection. These collaborative efforts are a milestone in criminological research in that they constitute the largest shared measurement approach ever achieved in delinquency research.

From this research, it is clear that there is no single cause of delinquency and that individuals are likely to be exposed to multiple risk factors, including family dysfunction, school failure, delinquent peer groups, and high-crime neighborhoods. The research also indicates that children experience the onset of delinquency, drug use,

and many other problem behaviors at a very early age, and that early onset is related to more serious delinquent and drug-using careers. The researchers conclude that intervention programs targeting younger children with emerging problem behaviors as early as the elementary school years offer greater hope for success than delayed intervention with chronic, serious delinquents who are likely to resist behavioral change.

One of the strongest and most consistent findings is the co-occurrence of problem behaviors. Delinquency and drug abuse are positively correlated, with drug abuse appearing to stimulate subsequent delinquency more than the reverse. The co-occurrence of delinquency and gang membership also was clearly documented at the two sites with youth gangs (Denver and Rochester). Among subjects who joined a gang during the course of this research, delinquency rates rose dramatically during the time period they reported active gang membership, and declined with departure from gang involvement. Compared to nondelinquents, juvenile delinquents and drug abusers are more likely to be sexually active, to experience difficulty reading, to exhibit oppositional and acting-out behaviors, and to own guns.

Researchers conceptualized three developmental pathways by which children enter into delinquent behavior. These pathways involve an escalation over time of authority conflict, covert behavior, and overt behavior. The authority conflict pathway begins with stubbornness and escalates to defiance and then to authority avoidance (e.g., running away, truancy, staying out late at night). The covert behavior pathway begins with minor covert behavior (e.g., lying, shoplifting) and escalates to property damage (e.g., vandalism, arson) and finally

to serious delinquency (e.g., major theft). The overt behavior pathway begins with minor aggression (e.g., bullying, harassing) and escalates to fighting and finally to violence in the form of murder, robbery, and rape. The researchers recommend that prevention programs should be designed to interrupt the escalation along these pathways before the most serious delinquent behavior emerges.

The researchers warned that the power of delinquent peer groups to affect behavior has significant program implications. They emphasized that bringing together groups of pre-delinquent or delinquent youth seems likely to be counterproductive. A program manager's creation of such activity groups in the school and community settings may have the negative consequence of providing at-risk youth the opportunity for attachment and integration with individuals already predisposed to delinquent values and attitudes. Instead, the researchers suggest that a more appropriate program strategy would be to integrate delinquency-prone youth into prosocial groups. Such programs would probably require substantial adult involvement in order to achieve prosocial outcomes.

Products include *Final Report: Urban Delinquency and Substance Abuse, Technical Report I & II: Projects of the Program of Research on Causes & Correlates of Delinquency*, and technical appendixes.

Grantees:

University of Colorado
Department of Sociology
Campus Box B19
Boulder, CO 80309
(303) 492-1266

University of Pittsburgh
Comptrollers Office
3017 Cathedral of Learning
Pittsburgh, PA 15260
(412) 681-1576

New York Research Foundation
Sponsorship Fund Account
Admin Building 335
1400 Washington
Albany, NY 12222
(518) 442-5210

OJJDP Program Manager:
Donni M. LeBoeuf

■ **RESEARCH REPORTS ON ROLES OF JUVENILES AND ADULTS IN FAMILIES**

This project conducted a comprehensive review of the literature to determine what is known about family functioning and delinquency and to identify family functioning variables and how beneficial they may be in preventing delinquency. Fiscal Year 1992 saw the completion of a draft final report entitled *Family Life and Delinquency and Crime: A Policy-Makers Guide to the Literature*. It has been peer-reviewed and it is undergoing revisions.

Grantee:
Kevin Wright
4 Lincoln Avenue
Binghamton, NY 13905

OJJDP Program Manager:
Donni M. LeBoeuf

**■ REVIEW AND ASSESSMENT OF RESEARCH
STUDIES AND DATA ON THE FAMILY**

This project provided a systematic review of the juvenile criminal justice literature on the effect of family and community relationships on juvenile delinquency. The project analyzed the quality of the literature and the research methods, designs, and measures for assessing family and community variables. It also evaluated the content of published research and the impact of family and community variables on criminal justice system outcomes.

The review included 261 articles identified since 1910 in which family, marital, or community variables were studied. The review included a description of the study characteristics (sample size and frame, response rate, basic design, funding sources) and an analysis of the reliability, validity, and centrality of each of the variables. The review produced a draft final report entitled *A Systematic Review of the Peer-Reviewed Scientific Literature of Family, Marital and Community Variables in the Field of Juvenile Criminal Justice*. It has been peer-reviewed and is undergoing revisions.

Grantee:

Northwestern University Medical School
Ward 12-138
303 E. Chicago Avenue
Chicago, IL 60611
(312) 908-8972

OJJDP Program Manager:

Donni M. LeBoeuf

CHAPTER FIVE

DEMONSTRATION AND REPLICATION PROGRAMS

Mission Statement

The mission of the Special Emphasis Division is to provide leadership by assisting State and local governments, public and private nonprofit agencies, organizations, and individuals to plan, develop, and implement innovative national programs for the prevention and treatment of juvenile delinquency and the improvement of the juvenile justice system.

In accordance with the Juvenile Justice and Delinquency Prevention Act of 1974, OJJDP provides discretionary funds directly to public and private agencies, organizations, and individuals to develop, replicate, and test approaches to delinquency prevention and control. OJJDP is currently implementing selected demonstration and replication programs in such areas as the chronic juvenile offender, curbing illegal drug use by high-risk youth, dropout prevention, and advancement of community-based sanctions.

OJJDP demonstration and replication programs are managed by the Special Emphasis Division. The mission of the Special Emphasis Division is to provide leadership by assisting State and local governments, public and private nonprofit agencies, organizations, and individuals to plan, develop, and implement innovative national programs for the prevention and treatment of juvenile delinquency and the improvement of the juvenile justice system.

FUNDED PROJECTS

■ BOOT CAMPS FOR JUVENILE OFFENDERS

These grants established intensive intervention programs for nonviolent juvenile offenders deemed at risk of continuing involvement in delinquency or substance abuse. The programs included a three-month residential "boot camp" phase followed by a nine-month nonresidential aftercare phase. The boot camp begins with a thorough diagnostic assessment that includes medical screening, mental health evaluation, identification of risk factors, and the development of an individualized work performance plan that follows the youth into the aftercare phase. The camp uses a military model to provide drug and alcohol counseling and academic training, with special emphasis on reading using the phonics method. The camp stresses physical conditioning, group activities, and military-style discipline. The aftercare phase continues many of the services begun in the residential phase. Youth also receive job readiness training, job preparedness counseling, job placement services, and routine drug-testing. Family outreach and support services are continued, and youth are exposed to various levels of supervision and surveillance.

All three programs came into being in Fiscal Year 1992 and are now in operation. Products include a "Recruit Handbook" produced by the Cuyahoga County, Ohio, program.

Grantees:

Colorado Division of Youth Services
4255 South Knox Court
Denver, CO 80236
(303) 762-4503

Cuyahoga County Court
2163 East 22nd Street
Cleveland, OH 44115
(216) 443-8432

Boys and Girls Club of Greater Mobile
P.O. Box 6724
Mobile, AL 36660
(205) 432-1235

OJJDP Program Manager:

Frank O. Smith

■ BRIDGE HOME SERVICES

This project is targeted toward homeless and runaway youth in Dade County, Florida, and provides intensive home-based counseling to reunite youths with their families and prevent future runaways, delinquency, and out-of-home placement of youth. In Fiscal Year 1992, the grantee provided services to 150 families.

Grantee:

Miami Bridge, Inc.
1149 N.W. 11th Street
Miami, FL 33136
(305) 324-8953

OJJDP Program Manager:

Sharon Cantelon

■ CNBC NATIONAL ANTI-DRUG TECHNICAL ASSISTANCE AND TRAINING

This project assisted the grantee in providing technical assistance and training to

member churches throughout the country for the establishment of a National Anti-Drug Campaign. Campaign programs have been established in over 25 cities. Among other efforts, the campaign involves mobilizing local churches and community groups to sponsor anti-drug workshops, rallies, marches, revivals, and prayer vigils. The grantee assists local groups by providing information and strategies for implementing various components of the national anti-drug campaign.

Grantee:

Congress of National Black Churches
1225 Eye Street NW., Suite 750
Washington, DC 20005
(202) 371-1091

OJJDP Program Manager:

Frank O. Smith

tronic and print media, as well as through NCNE publications. During the first year of the project, over 200 applications for vouchers were received. NCNE awarded 29 groups a total of \$158,850 (54 percent of the voucher budget).

Available products include, in addition to promotional materials, a manual and an assessment instrument for use in evaluating and implementing voucher ventures.

Grantee:

National Center for Neighborhood Enterprise
1367 Connecticut Avenue NW.
Washington, DC 20036
(202) 331-1103

OJJDP Program Manager:

Eugene L. Rhoden

■ COMMUNITY ANTI-DRUG ABUSE PREVENTION
TECHNICAL ASSISTANCE VOUCHER PROGRAM

This project distributes vouchers to neighborhood groups conducting anti-drug abuse projects serving high-risk youth. The National Center for Neighborhood Enterprises (NCNE) will contract up to 25 neighborhood organizations to provide technical assistance vouchers that may be used by the groups to expand their capacity or develop potential to conduct anti-drug programs and provide services to high-risk youth or serious juvenile offenders. Vouchers ranging from \$1,000 to \$10,000 will be awarded to neighborhood groups already conducting anti-drug programs. The vouchers may not be used for operational support, fund-raising, equipment, or general conferences.

In Fiscal Year 1992, the voucher program has been promoted through national elec-

■ DEVELOPMENT OF A JUVENILE JUSTICE
PROGRAM FOR INDIAN CHILDREN

This project is to establish a Juvenile Justice (Probation) Program for Indian children in six county service areas of the Grand Traverse Band of Ottawa/Chippewa Indians. The program includes the hiring of a Juvenile Justice Officer to provide probationary services and other alternatives to secure confinement for Indian children under the purview of the Tribal Court. The program also mobilizes available social, health, and educational resources for Indian children coming into contact with the Tribal Court system, and trains volunteers to work with children in the system.

In its first year, the project hired and trained a Juvenile Justice Officer, recruited 10 adult volunteers, opened a safehouse/detention facility for youth and their families, held

community-wide meetings, and took on over 80 cases.

Grantee:

Grand Traverse Band of Ottawa/
Chippewa Indians
Route 1, Box 135
Suttons Bay, MI 49682
(616) 271-3538

OJJDP Program Manager:

Eugene L. Rhoden

■ **EFFECTIVE STRATEGIES IN THE EXTENSION SERVICE NETWORK, PHASE II**

This project will establish a national Center for Action within the Extension Service system to market and support the Community Systemwide Response (CSR) program. CSR is a comprehensive, community-based, interagency planning process designed to mobilize communities for concerted prevention, intervention, and treatment efforts against juvenile drug and alcohol abuse and impaired driving.

■ **EFFECTIVE PARENTING STRATEGIES FOR FAMILIES OF HIGH-RISK YOUTH**

The project sought to identify parenting skills and family-strengthening programs that have proven effective in preventing delinquency among high-risk youth. The two phases of the project were (1) assessment of previous programs and (2) dissemination of the information on promising family and parenting strategies. The assessment phase was conducted by the University of Utah and resulted in a "user's guide" to family-oriented programs entitled "Strengthening America's Families: Promising Parenting and Family Strategies for Delinquency Prevention."

Grantee:

Pacific Institute for
Research and Evaluation
Suite 900E
7315 Wisconsin Avenue
Bethesda, MD 20814
(301) 951-4233

OJJDP Program Manager:

Sharon Cantelon

In Fiscal Year 1992, the project established an advisory group for the Center for Action; developed a plan to work in partnership with the National Council of Juvenile and Family Court Judges (NCJFCJ); developed a process for selecting States and counties in which to expand the use of CSR; revised and reissued the CSR manual; and developed a training plan, a technical assistance plan, an evaluation plan, and future funding strategy. Products available include the CSR Training Manual and the CSR brochure.

Grantee:

National 4-H Council
7100 Connecticut Avenue
Chevy Chase, MD 20815
(301) 961-2823

OJJDP Program Manager:

Sharon Cantelon

■ **ENHANCING ENFORCEMENT STRATEGIES FOR JUVENILE IMPAIRED DRIVING DUE TO DRUG AND ALCOHOL ABUSE**

This project will conduct research into the nature and extent of impaired driving among juveniles, develop training programs for law

enforcement and justice system practitioners, and provide materials for training and technical assistance in the use of special efforts to reduce impaired driving by juveniles. Special approaches to be explored will be increased use of arrest, to encourage responsible driving and the coordinated handling by the juvenile justice system of juveniles arrested for impaired driving.

Grantee:

Police Executive Research Forum
2300 M Street NW., Suite 910
Washington, DC 20037
(202) 466-7820

OJJDP Program Manager:

Sharon Cantelon

■ **ESTABLISHMENT OF A
DAY TREATMENT PROGRAM**

This project enables the Bethesda Day Treatment Center to provide day treatment to 24 juveniles who abuse drugs or alcohol and their families during the project period. The grantee provides juveniles with individual and family counseling, educational activities, and structured recreational and family activities that divert juveniles from using drugs or alcohol and transmit a new value system necessary to break the pattern of abuse.

Grantee:

Bethesda Day Treatment Center
P.O. Box 270
West Milton, PA 17886
(717) 568-1131

OJJDP Program Manager:

Eugene L. Rhoden

■ **GAINESVILLE YOUTH GANG AND
DELINQUENCY PREVENTION PROGRAM**

This project is designed as a multifaceted approach to reducing youth involvement in drugs, gangs, and crime. The Gainesville Police Department will hire two Youth-Oriented Community Policing Officers who will work with at-risk youth to prevent their dropping out of school and involvement in drugs and gangs. These officers expect to make contact with approximately 300 youth by working on the streets throughout Gainesville. The officers will target juvenile offenders, gang members, high school dropouts, and students under suspension from school. They will organize recreational and cultural activities; act as advocates for at-risk youth in areas of employment, education, and health; and coordinate the services of community-based youth agencies like the Corner Drug Store, Reichert House, and the Rites of Passage program.

Grantee:

Gainesville Police Department
P.O. Box 490
Gainesville, FL 32602
(904) 334-2011

OJJDP Program Manager:

Douglas Dodge

■ **GANG/DRUG INTERVENTION
COUNSELING COMPONENT**

This project provides personal and academic counseling to delinquent school drop-outs to encourage them to re-enroll in school, a GED program, college, or vocational training. Each counselor conducts groups sessions for ten youths. Counselors are assisted by a college intern or a peer counselor who has completed the pro-

gram. Personal counseling stresses self-control, goal setting, cultural awareness, effective communication, and self-esteem. Academic counseling stresses developing career goals and areas of interests, enrolling in school, and improving test-taking skills.

In Fiscal Year 1992, the project received more than twice as many referrals as expected and has expanded volunteer and outreach services. Over 160 youths have been enrolled.

Grantee:

Nuestro Centro
310 North Edgefield
Dallas, TX 75208
(214) 948-8336

OJJDP Program Manager:

Frank O. Smith

■ **GANG-INVOLVED AND GANG-AFFECTED WOMEN AND THEIR BABIES**

This project is a comprehensive, multicomponent anti-gang initiative targeted primarily toward minority and female youth. The project includes a Youth Gang Unit that provides intensive supervision of youth on probation and coordination among agencies in gang suppression activities; a program of Gang Street Law Model and Skill-Building Concepts, which provides law-related education; a residential treatment program designed to reduce the number of youths committed to the State Training School; support for the Portland House of Umoja, a residential facility modeled after the Philadelphia House of Umoja; and a program designed specifically for gang-affected and gang-involved young women.

The program for young women includes a "Women's Collective" component and family support component, providing counseling to help women establish healthy relationships and a healthy home environment; crisis intervention services; a client-service fund to allow young women access to a broad range of services; educational services; a Southeast Asian gang component; an employment component; and a computer-based learning component.

In Fiscal Year 1992, the project served 56 participants. Fifteen were known gang members, 12 were associated with gang members, and 7 were affected by the gang-membership of others. Fifty-six days of respite and shelter care were provided to clients and their children, and emergency transport was provided 10 times.

Grantee:

Multnomah County Juvenile
Justice Division
1401 N.E. 68th Avenue
Portland, OR 97213
(503) 248-3460

OJJDP Program Manager:

Leonard I. Johnson

■ **HIGH-RISK COMMUNITY SUPPORT MODEL FOR LATINOS AND OTHER MINORITIES**

This project provides counseling and community support to Latino and other minority youth at imminent risk of entering the juvenile justice system. The project aims at improving relations between Latino and minority youth and the local community by involving youth in community service activities, providing a mentoring program using volunteers from among business and

community leaders, and improving community services and communication with community leadership.

In Fiscal Year 1992, the mentoring program was implemented. The staff of the Latin American Youth Center assisted 22 youths in finding employment. Parent groups have been established for the purpose of providing parent education as well as involving parents, siblings, and guardians more actively in the lives of youth.

Grantee:

Latin American Youth Center
3045 15th Street NW.
Washington, DC 20009
(202) 483-1140

OJJDP Program Manager:

Travis Cain

■ **HORIZONS PLUS**

The Horizon Plus project attempts to transmit and reinforce traditional values such as honesty, integrity, responsibility, and respect in at-risk youth through a structured academic program that uses high-interest, motivational stories selected from quality literature that convey traditional moral values. Students listen to the stories on audiocassettes, discuss the stories according to a discussion guide, and write about their reaction to the stories. The program also includes a reading component for those lacking in reading skills.

During Fiscal Year 1992, the program recruited and trained 40 volunteers and reached nearly 1,000 youth in various settings. The program currently serves youth ages 13-17 in nine group homes, ten foster homes, two detention centers, one "at-

risk" class in a local high school, and one inner-city group in the Virginia Tidewater area (Chesapeake, Norfolk, Portsmouth, Suffolk, and Virginia Beach).

Grantee:

Window to the World, Inc.
P.O. Box 308
Schroon Lake, NY 12870
(804) 481-3834

OJJDP Program Manager:

Eugene L. Rhoden

■ **IDA B. WELLS SATELLITE PREP-SCHOOL**

This demonstration project helped the grantee, the Chicago Housing Authority, establish a satellite prep-school for children in grades K-4. The project is intended to improve the basic educational experience of youth in public housing, reduce their potential for involvement in destructive behavior, prepare them for employment later in life, and document the educational outcomes of the children involved.

The prep-school serves as a model for early intervention based on the philosophy, curriculum, and teaching methods of the Marva Collins Westside Preparatory School. The Westside Preparatory School is a private institution in Chicago's inner-city that has been highly successful raising the academic achievement level of low-income minority children.

A major component of this project is the National Partners Task Force, made up of representatives from the Department of Housing and Urban Development, the Community Relations Services, the U.S. Department of Justice, the Chicago Housing Authority, and Westside Preparatory

School. The Task Force serves as a steering committee and provides guidance and direction to the local effort. Two other OJJDP grants support this project (see pages 83 and 88).

The grantee completed a nine-month planning phase in July 1992. Students were selected in July, and teachers were hired and trained in August. The satellite preschool opened in the Ida B. Wells Housing Development on September 14, 1992, with 45 kindergarten and first-grade children. An additional grade will be added each year, with the student population growing to 150. A curriculum guide is under review, and a training manual is pending.

Grantee:

Chicago Housing Authority
22 West Madison Street
Chicago, IL 60602
(312) 567-7758

OJJDP Program Manager:

Travis Cain

■ **IMPROVEMENT IN CORRECTIONS EDUCATION FOR INCARCERATED JUVENILES**

This project is intended to assist juvenile corrections administrators in improving the overall effectiveness of correctional and educational services, particularly with regard to reading instruction. The grantee is required to perform three major tasks: (1) conduct a detailed comprehensive review of the literature on juvenile correctional education, (2) develop criteria for identifying proven research-based programs for teaching literacy in effective correctional, vocational, and academic programs, and (3) conduct an assessment of the correctional, vocational, and academic programs at selected juvenile corrections institutions.

Grantee:

National Office of Social Responsibility
222 South Washington Street
Alexandria, VA 22314
(703) 549-5305

OJJDP Program Manager:

Frank O. Smith

■ **INTENSIVE COMMUNITY-BASED
AFTERCARE PROGRAM**

This project is intended to help public and private correction agencies develop and implement intensive aftercare programs for chronic serious juvenile offenders who are released to the community from secure confinement. The grantee was tasked to (1) perform an assessment of selected approaches, (2) develop a model, (3) develop training and technical assistance material, and (4) provide training and technical assistance to four sites in implementing the model.

The model has been designed with three program components: organizational and structural, case management, and management information and program evaluation. The model also has ten service areas: education and school; vocational training, job readiness and placement; living arrangements; social skills; leisure and recreation; client-centered counseling; family work and intervention; health; special needs and special populations; and special technology.

In Fiscal Year 1992, the grantee provided training and technical assistance to corrections officials in five States: Colorado, New Jersey, North Carolina, Texas, and Virginia. Available products include the assessment report, a training curriculum, *Intensive Aftercare for High-Risk Juvenile Parolees: A Model Program Design*, and *Intensive Com-*

munity-Based Aftercare Prototype Policies and Procedures.

Grantee:

Johns Hopkins University
Charles and 34th Streets, Suite 317
Baltimore, MD 21218
(410) 516-7177

OJJDP Program Manager:

Frank O. Smith

■ **JUVENILE CORRECTIONS INDUSTRIES VENTURES**

This project provides training and technical assistance to juvenile correctional agencies in providing industries ventures to enhance treatment of incarcerated offenders. The grantee assessed existing corrections industries, developed and tested a program model using the customer model, and produced a dissemination strategy and training materials. The model is designed to enhance a correctional institution's educational and vocational programs. It offers an alternative trade to what is currently being taught at the institution, and provides youth with potential to earn wages that can be used as savings or as payments for victim restitution or cost of care.

In Fiscal Year 1992, the grantee provided technical assistance to eight demonstration sites in Connecticut, Kansas, New Mexico, and Ohio, and began training institution staff in the principles of total quality management. An assessment report and a how-to manual are available.

Grantee:

National Office of Social Responsibility
222 South Washington Street
Alexandria, VA 22314
(703) 549-5305

OJJDP Program Manager:
Frank O. Smith

■ **JUVENILE RISK ASSESSMENT SYSTEM**

This project is to develop and implement a risk assessment system to be pilot-tested in a documentation project serving youth in Northeast Los Angeles, California. The system should improve the efficiency, objectivity, uniformity, and fairness of juvenile justice decisionmaking and enhance public safety in Los Angeles County. The risk instrument will use state-of-the-art models developed by the National Council on Crime and Delinquency for other jurisdictions and will be designed to identify high-risk youth who need secure confinement and low-risk youth who can safely be referred to less restrictive alternatives.

The project will also establish a decisionmaking matrix for use by the Los Angeles County Juvenile Justice Center in deciding the disposition of juveniles and a means within the Probation Department for ongoing validation of the risk assessment instrument and decisionmaking matrix to ensure that both are adequately serving juvenile court law.

Grantee:

Los Angeles County Probation Department
9150 East Imperial Highway
Downey, CA 90242
(213) 940-2501

OJJDP Program Manager:
Frank O. Smith

■ **MESQUITE GANG PREVENTION PROGRAM**

This project will enable the city of Mesquite, Texas, to establish a gang prevention program providing positive alternatives to children who are at risk of gang activity. These alternatives will include youth support groups, parental education groups, mentorships, weekend camps, and community service. Volunteers will be recruited as mentors from churches, sports organizations, and other community groups. The youth forums will allow troubled youth to discuss their problems with trained counselors. Five weekend camps will accommodate 25 youths under 12 years of age. The program will focus on positive risk-taking activities to increase self-esteem, improve social skills, and establish positive rites of passage for youth. Employees from the city parks and recreation department will teach children wilderness skills.

Grantee:

City of Mesquite
P.O. Box 850137
Dallas, TX 75185
(214) 270-8418

OJJDP Program Manager:

Travis Cain

■ **MOBILE PRECINCT:
AN ANTI-CRIME CONCEPT**

This program will implement a community-based crime prevention demonstration project by establishing three mobile police precinct substations. The substations will provide community-policing, establish a network of community safehouses for youth, and coordinate specialized diversion services for at-risk youth. They will also distribute information on a variety of public

health issues such as AIDS, teen pregnancy, and substance abuse. The project is intended to reduce distrust of the police among juveniles, their parents, and their neighborhoods, and to establish the police as a positive influence in the community.

Project partners include police, schools, public housing authorities, and members of community organizations such as churches, the NAACP, and the Knights of Columbus. The partners will meet quarterly to identify information to be disseminated to the community, share information regarding community problems, and consider how best to use the substations and other community resources.

Grantee:

Big Spring Police Department
P.O. Box 3190
Big Spring, TX 79721
(915) 263-8311

OJJDP Program Manager:

Cora L. Roy

■ **NATIONAL CONFERENCE ON YOUTH GANGS
AND VIOLENT JUVENILE CRIME**

The National Criminal Justice Association in cooperation with the National Governor's Association sponsored a three-day National Conference on Youth Gangs and Violent Juvenile Crime, October 7-9, 1991, in Reno, Nevada. The conference brought together Federal, State, and local criminal justice policymakers, law enforcement officials, prosecutors, judges, social service agents, and other interested individuals to share their experiences and concerns about dealing with the problem of gangs and violence among youths. Nearly 300 individuals from more than 40 states participated.

The conference was held in response to the growing concern about youth gangs and violent juvenile crime and to address the lack of information on what constitutes a gang and what role gang activity plays in violent crime and drug-related incidents. Conference discussions centered on the history and demographics of gang violence, defining gang activity, and creating community, law enforcement, and legislative strategies to address juvenile violence.

Grantee:

National Criminal Justice Association
444 North Capitol Street NW.
Washington, DC 20001
(202) 347-4900

OJJDP Program Manager:

Patrick Meacham

■ **NATIONAL JUVENILE FIRESETTER/ARSON
CONTROL AND PREVENTION PROGRAM**

This project, sponsored by OJJDP in conjunction with the U.S. Fire Administration, established a model juvenile arson control program at three pilot sites. The project began in 1987 with an assessment of the problem and of existing juvenile firesetter programs by the Institute for Social Analysis (ISA). ISA then completed a model program and began implementing the program at three sites: West Valley City, Utah; Oklahoma City, Oklahoma; and Parker, Colorado. Evaluation of the model program and its implementation at the three sites, with recommendations for improvements, is contracted to the American Institutes for Research.

The programs implemented at all three sites stress effective interagency and interjurisdictional efforts to investigate and track incidents of arson and educate the community on arson prevention. The programs involve setting up a multijurisdictional task force to coordinate efforts within the larger community. The task force includes representatives from fire service, law enforcement, education, juvenile justice, mental health, social service, and burn care agencies.

ISA program materials are available in draft and include Volume I: Guidelines for Implementation, Volume II: Resource Materials, a User's Guide, and a Trainer's Guide. Local program manuals and educational materials have also been produced.

Grantees:

Association of Central
Oklahoma Governments
6000 North Harvey Place, Suite 200
Oklahoma City, OK 73116
(405) 848-8961

Institute for Social Analysis
210 North Union Street, Suite 360
Alexandria, VA 22314
(703) 739-0880

Lifesafety Education Center, Inc.
10795 South Pine Drive
Parker, CO 80134
(303) 841-2608

West Valley City Corporation
3600 Constitution Boulevard
Salt Lake City, UT 84119
(801) 966-3600

OJJDP Program Manager:
Travis A. Cain

■ NATIONAL YOUTH GANG INFORMATION CENTER

In Fiscal Year 1992, OJJDP established the National Youth Gang Information Center (NYGIC). NYGIC is OJJDP's central dissemination point for gang-related information and serves as a communication link between OJJDP and gang-related professionals across the Nation. The NYGIC initiative has been recommended by several gang researchers and juvenile justice professionals.

NYGIC continually collects and analyzes gang-related documents and prepares them for distribution as permitted by the author or publishing agency. Requests for information are handled on a toll-free 800 line (1-800-446-GANG). Among the gang-related materials NYGIC collects are: government-funded documents, books, journal articles, dissertations, research studies, statistical reports, videos, and program manuals. NYGIC disseminates technical assistance manuals, model program designs, and other reports from the National Youth Gang Suppression and Intervention Program (see below), conducted by the University of Chicago and funded by OJJDP. NYGIC also assisted in the publication of Walter B. Miller's landmark study *Crime by Youth Gangs and Groups in the United States*.

In Fiscal Year 1992, NYGIC developed a national data base containing contact information on over 900 gang-related professionals who have contacted NYGIC. Referrals to consultants with expertise in addressing the gang problem are provided as well as information on available training and about promising programs or approaches.

Documents are disseminated by NYGIC in hard copy and on computer disk in WordPerfect 5.1. During Fiscal Year 1992, 971 computer disks containing over 19,000 documents were distributed to callers and gang conference attenders. This included 27 different reports from the National Youth Gang Suppression and Intervention Program. Also disseminated were fact sheets, bibliographies, and photocopies of gang reports. Development of *Gang Update*, NYGIC's newsletter, began in Fiscal Year 1992.

In addition to the efforts of NYGIC, the project provides technical assistance to OJJDP in the information collection, writing, editing, and production of the OJJDP Annual Report, OJJDP Missing Children Annual Report, OJJDP Source Book, and other reports.

Grantee:

Digital Systems Research, Inc.
4301 North Fairfax Drive, Suite 725
Arlington, VA 22203
(703) 522-6067
(800) 446-GANG

OJJDP Program Manager:

Patrick Meacham

■ NATIONAL YOUTH GANG SUPPRESSION AND INTERVENTION PROGRAM

From 1987 to 1992, OJJDP sponsored the National Youth Gang Suppression and Intervention Program to examine the nature and extent of the youth gang problem and identify promising approaches for dealing with it. This program, headed by Irving A. Spergel, Ph.D., University of Chicago, was conducted in three stages:

- Stage 1 involved an assessment of the youth gang problem and of existing program responses to the problem, including a comprehensive review of literature on the subject, a national survey of organized programs for dealing with youth gangs, field visits to six sites, two law enforcement conferences, and two symposia for former gang members.
- During Stage 2, the project team developed 12 program models suited to 10 specific categories of organizations (police, prosecution, judges, probation, corrections, parole, schools, employment, community-based youth agencies, and grassroots organizations) and 2 overall program topics: planning (general community design) and organizing and coordination (community mobilization).
- During Stage 3, the project team developed 12 technical assistance manuals to be used to implement the program models. These manuals were originally planned to be 25 pages but averaged over 100 in their final form. The manuals were tested at two major regional conferences at which policymakers and administrators from criminal justice, community-based agencies, and grassroots organizations from 16 cities were present.

This project concluded in Fiscal Year 1992. Draft copies of the models, manuals, and other reports were delivered to OJJDP and are now available to the general public through the OJJDP-sponsored National Youth Gang Information Center (see above).

Grantee:

University of Chicago
5801 S. Ellis Avenue
Chicago, IL 60637
(312) 702-1134

OJJDP Program Manager:

Leonard I. Johnson

■ **NATIVE AMERICAN ALTERNATIVE COMMUNITY-BASED PROGRAM**

This project provides training and technical assistance to Native American tribal governments in developing community-based interventions for adjudicated youth or youth who are reentering the community after incarceration. The project has two phases: Phase I is a planning process for tribal governments to identify the juvenile justice-related needs and problems and existing resources that might be used for community-based alternative sanction and reentry programs for adjudicated offenders. Phase II involves implementing selected programs. The National Indian Justice Center will assist tribal governments in all aspects of Phase I and provide training and technical assistance during Phase II. Four tribal governments were planned for participation in this project, which includes grants to each reservation as well as to the National Indian Justice Center.

Grantees:

Gila River Indian Community
P.O. Box 219
Sacaton, AZ 85247
(602) 562-3372

National Indian Justice Center, Inc.
7 Fourth Street, Suite 46
Petaluma, CA 94952
(707) 762-8113

The Navajo Nation
P.O. Box 520
Window Rock, AZ 86515
(602) 871-6762

Pueblo of Jemez
P.O. Box 100
Jemez Pueblo, NM 87204
(505) 834-7359

Red Lake Band of Chippewa Indians
Box 550
Red Lake, MN 56671
(218) 679-3341

OJJDP Program Manager:
Eugene L. Rhoden

■ PARTNERSHIP PLAN, PHASES IV AND V

This project will enhance the capabilities of the Cities In Schools (CIS) programs, which provide school-based social services to students and their families, and to develop new State CIS programs that will replicate the CIS model nationwide. The project supports (1) comprehensive training in CIS at the National Center for Partnership Development (NCPD), Lehigh University, Bethlehem, Pennsylvania, (2) followup training and technical assistance for all NCPD graduates through five regional CIS training and technical assistance centers, and (3) national support, advocacy, and linkage for all CIS State and local programs through the CIS national office in Alexandria, Virginia. In the first three quarters of Fiscal Year 1991, CIS programs increased from 61 to 69, project sites increased from 338 to 433, and students reached increased from 23,209 to 56,253. CIS employed staff increased from 549 to 691.

Grantee:
Cities in Schools, Inc.
401 Wythe Street, Suite 200
Alexandria, VA 22314
(703) 519-8999

OJJDP Program Manager:
Sharon Cantelon

■ POST ADJUDICATION NONRESIDENTIAL INTENSIVE SUPERVISION PROGRAM

This project provided an assessment of intensive supervision in theory and in practice, a program model and operations manual based on the assessment, training and technical assistance materials, and training and technical assistance to six sites in Arizona, California, Delaware, Michigan, Missouri, and Washington, D.C. The program model includes five phases: (1) residential/incarceration, (2) day treatment, (3) outreach and tracking (reintegration), (4) regular supervision (transition), and (5) discharge and fellowship. An assessment report and operations manual and planning guide are available.

Grantee:
National Council on Crime and Delinquency
685 Market Street, Suite 620
San Francisco, CA 94105
(415) 896-6223

OJJDP Program Manager:
Frank O. Smith

■ **PREVENTION AND INTERVENTION FOR ILLEGAL DRUGS AND AIDS: HIGH-RISK YOUTH**

This project was planned to conduct research into effective responses to illegal drug use, sexual exploitation, and AIDS among runaway and homeless youth; to develop and test model response programs; and to disseminate the results. In Fiscal Year 1992, the grantees presented two workshops at annual conferences and one training session at the National Coalition of State Juvenile Justice Advisory Groups annual board meeting. The project's products are an assessment report and an issues and practices manual entitled *Nowhere to Run*. This project is a collaborative effort with the National Network of Runaway and Youth Services.

Grantee:

Education Development Center, Inc.
55 Chapel Street
Newton, MA 02160
(617) 969-7100

OJJDP Program Manager:

Eugene L. Rhoden

■ **PROGRAM FOR ENTREPRENEURSHIP ACHIEVEMENT FOR RED LAKE SCHOOLS**

This project is designed to introduce the study and practice of entrepreneurship into the curriculum of the Red Lake Schools to help students understand the relationship between school learning and real life for adults in the local business community. The project will include classroom instruction on small business operations, the creation of two service ventures (an automotive shop and a print shop), and opportunities for students to observe the operation of local businesses. The project is expected to fos-

ter independence and critical thinking among students, which will enable them to make positive decisions in their personal life.

Grantee:

Red Lake Tribal Council
P.O. Box 550
Redlake, MN 56671
(218) 679-3341

OJJDP Program Manager:

Eugene L. Rhoden

■ **PROJECT FOR GANG AND DRUG PREVENTION**

This project is designed to reduce participation by high-risk youth, 8 to 18 years of age, in gang and drug crimes by establishing positive personal relationships and giving them remedial education. The project will establish an 18-month computer-based learning project in the Huntersville Discovery Learning Center and provide "tutors/mentors" to give students one-on-one instruction and counseling. Software packages will allow students to begin at any educational level and advance as far as preparation for the GED. Parents and volunteers as well as paid staff will be used as tutors.

Grantee:

Urban Discovery Ministries, Inc.
7120 Granby Street
Norfolk, VA 23505
(804) 489-0053

OJJDP Program Manager:

Cora L. Roy

■ **PROYECTO ESPERANZA: PROJECT HOPE
FAMILY-STRENGTHENING SUPPORT NETWORK**

This project is to develop, implement, and replicate the Structured Family Therapy Model, a culturally sensitive family strengthening therapy for use in Hispanic communities. The model is the result of an attempt to better understand Hispanic family dynamics and the impact they have on juvenile delinquency, child abuse, runaways, child neglect, and substance abuse. In eight communities in the continental U.S. and Puerto Rico, training and technical assistance was provided to family therapists and community-based organizations serving Hispanic families. All eight sites have participated in an evaluation of the Structural Family Therapy Model and the refining of the program products, a training manual and an operation manual.

In Fiscal Year 1992, the grantee revisited the eight sites that received training and technical assistance in the Structured Family Therapy Model to complete the program evaluation and make needed revisions in both the training and operations manuals.

Grantee:

National Coalition on Hispanic Mental Health
1501 16th Street NW
Washington, DC 20035
(202) 387-5000

OJJDP Program Manager:

Travis Cain

■ **RACE AGAINST DRUGS**

This project is meant to create a community-wide focus on drug prevention and en-

courage youth to resist involvement in drugs through use of local motorsport events as promotional vehicles for the Race Against Drugs (RAD) campaign. RAD include races, public service announcements, promotional events, and school essay contests offering scholarships of \$1,000, \$500, and \$250. Winners are given VIP treatment at motorsport events in their area. Celebrity drivers attend school rallies, award scholarships, talk with students about avoiding drugs, and allow students to view their racing equipment.

In 1992, with funding from Bureau of Justice Assistance and Office of Substance Abuse Prevention (HHS), RAD conducted 37 events, including nine auto shows and auto races; nine adopt-a-school contests; ten workshops and presentations; seven essay contests; five school programs; and five race car displays.

RAD produces posters, hats, decals, and other promotional items, including 21 TV public service announcements. During this program period, RAD will produce a *Be a Winner Action Book*, a *RAD Adult Guide*, and a RAD coloring book for grades K-4. It will conduct the RAD program in at least five selected sites.

Grantee:

National Child Safety Council
4065 Page Avenue
P.O. Box 1368
Jackson, MI 49204
(703) 754-2123

OJJDP Program Manager:

Leonard I. Johnson

■ REACHING AT-RISK YOUTH IN PUBLIC HOUSING II

This project is designed to reduce juvenile crime and drug activity in public housing and improve the overall quality of life for boys and girls and their families who live there. The project focuses on youth age 7 to 18 and has three components: the Smart Moves program, Targeted Outreach, and the core program. The Smart Moves program encourages youth to avoid crime and drugs by teaching them to resist peer pressure. Parents also receive instruction on drugs, alcohol, sexuality, peer and social pressure, and communication skills. Targeted Outreach offers techniques and strategies to point young people in positive directions through the Boys and Girls Club core program. The core program provides cultural enrichment, health and physical education, social recreation, citizenship and leadership development, personal and educational development, and outdoor and environmental education.

In Fiscal Year 1992, the Boys and Girls Clubs recruited over 3,600 at-risk youth and established six clubs in public housing in Cleveland, Ohio; Tampa, Florida; Reno, Nevada; Trenton, New Jersey; Corpus Christi, Texas; and Waltham, Massachusetts.

Grantee:

Boys and Girls Clubs of America
771 First Avenue
New York, NY 10017
(212) 351-5928

OJJDP Program Manager:

Leonard I. Johnson

■ RURAL DELINQUENCY/DRUG PREVENTION MENTORING DEMONSTRATION

This project plans to recruit and train adult and youth volunteers to act as mentors for economically disadvantaged youth in rural Mississippi. The recruits will be drawn primarily from churches and colleges, and will provide culturally sensitive guidance and encouragement in avoiding drug abuse and delinquency. The project will encompass 23 cities, towns, and counties in Mississippi. Workshop training and recruitment activities, demonstrated at five "town meetings," will be replicated at schools, colleges, and churches using especially developed program materials. The project hopes to reach 1,500 at-risk youths and is intended to demonstrate the feasibility of using coalitions of volunteers to help youth avoid trouble.

Grantee:

Bonner Campbell
Development Center
P.O. Box 377
Edwards, MS 39066
(601) 353-9151

OJJDP Program Manager:

Eugene L. Rhoden

■ SATELLITE PREP-SCHOOL PROGRAM

This demonstration project helped the Chicago Housing Authority establish a satellite prep-school for children in grades K-4. The project is intended to improve the basic educational experience of youth in public housing, reduce their potential for involvement in destructive behavior, prepare them for employment later in life, and document the educational outcomes of the children involved.

The prep-school serves as a model for early intervention based on the philosophy, curriculum, and teaching methods of Marva N. Collins, founder of the Westside Preparatory School. The Westside Preparatory School is a private institution in Chicago's inner-city that has been highly successful raising the academic achievement level of low-income minority children.

A major component of this project is the National Partners Task Force, made up of representatives from the Department of Housing and Urban Development, the Community Relations Services, the U.S. Department of Justice, the Chicago Housing Authority, and Westside Preparatory School. The Task Force serves as a steering committee and provides guidance and direction to the local effort. Two other OJJDP grants support this project (see pages 73 and 88).

The grantee completed a nine-month planning phase in July 1992. Students were selected in July, and teachers were hired and trained in August. The satellite prep-school opened in the Ida B. Wells Housing Development on September 14, 1992, with 45 kindergarten and first-grade children. An additional grade will be added each year, with the student body growing to 150. A curriculum guide is under review, and a training manual is pending.

Grantee:

Westside Preparatory School
4146 West Chicago Avenue
Chicago, IL 60651
(312) 227-5995

OJJDP Program Manager:

Travis Cain

■ **SCHOOLS AND JOBS ARE WINNERS**

This project is designed to provide educational, recreational, and social services and employment to extremely disadvantaged youth and to provide support services to families of these youth. The project has three components: pre-employment training, job skills training, and a combination of intensive case management with recreational and tutoring activities. The pre-employment training gives students instruction in job hunting, resume writing, and interviewing from teachers hired especially for the project. The job skills training is offered in three areas: preschool daycare, school-age daycare, and health services. Case management by two workers involves one-on-one counseling, home and school visits, and coordination of recreational and educational services such as tutoring at the center.

The project is targeted at tenth-, eleventh-, and twelfth-grade students from South Philadelphia High School. Youth must meet the low-income guidelines of the Private Industry Council and be at risk of involvement in gangs. One unique feature of the project is that students receive a stipend for participation.

In its first two years, the project received referrals of over 440 students and enrolled 129. Sixty-five youth were participating in the program at the end of Fiscal Year 1992. Case managers conducted 104 home visits, and a Parent Steering Committee was established.

Grantee:

Crime Prevention Association
311 South Juniper Street
Philadelphia, PA 19107
(215) 525-5230

OJJDP Program Manager:

Leonard I. Johnson

■ **SERIOUS HABITUAL OFFENDER
COMPREHENSIVE ACTION PROGRAM
(SHOCAP)**

This project provides training and technical assistance to local communities to increase cooperation among police, probation offices, prosecutors, courts, corrections, parole offices, detention facilities, schools, and family and youth services to enable these agencies to share more information about juveniles who repeatedly commit serious crimes and therefore make more informed decisions regarding such youths.

In Fiscal Year 1992, the grantee conducted 75 regional and statewide seminars in 17 States; conducted five specialized training workshops for 50 agencies; made five SHOCAP presentations before State commissions; disseminated 13,000 SHOCAP technical assistance publications to over 300 agencies and 500 individuals worldwide; responded to 1,500 telephone inquiries; provided materials to 30 newspaper and 15 television journalists; and supported the training of 600 persons at 22 SHOCAP national sites. The national sites themselves responded to 2,650 telephone inquiries and hosted 800 persons from 600 agencies. The project has produced 45 publications relating to SHOCAP training and technical assistance.

Grantee:

Public Administration Service
8301 Greensboro Drive, Suite 420
McLean, VA 22102
(703) 734-8970

OJJDP Program Manager:

Robert O. Heck

■ **STRATEGIC INTERVENTION
FOR HIGH-RISK YOUTH**

These projects involve implementing a comprehensive, experimental program that includes intensive educational, social service, and criminal justice activities for high-risk youth in impoverished neighborhoods. The grantees will develop and implement strategies to create drug-free zones in the vicinity of schools, recreation facilities, churches, and other community establishments frequented by youth. The strategies will mobilize residents to work with the criminal justice system to identify and remove drug dealers and criminal offenders from their neighborhoods. They will also involve criminal and juvenile justice system agencies in providing prevention and intervention services. Products will vary depending upon the workplan of each grantee.

Grantees:

Bridgeport Futures Initiative
160 Iranistan Avenue
Bridgeport, CT 06604
(206) 389-1009

City of Austin
15 Waller
Austin, TX 78702
(203) 576-4965

City of Seattle
618 Second Avenue
Seattle, WA 98104
(901) 452-5600

Youth Service USA, Inc.
314 South Goodlett
Memphis, TN 38117
(512) 499-2583

OJJDP Program Managers:
Sharon Cantelon

■ **SOUTHEAST ASIAN YOUTH:
PRODUCTIVE NOT DESTRUCTIVE**

This project provides counseling and tutoring to Southeast Asian youth to prevent them from dropping out of school and to divert those who have dropped out from becoming involved in delinquency and gangs. Project activities fall into two major categories: those that provide job development, alternative program tracking, or tutoring, and those that aid cultural adjustment.

In Fiscal Year 1992, the project provided 12 weeks of core curriculum lessons, two days a week, from February to April 1992. Every other week, the project featured field trips to educational, occupational, and cultural sites such as Drake University, the Des Moines International Airport, and the Des Moines Science Center. It also sponsored a five-day Youth Law Enforcement Academy Program, which provided 20 hours of law enforcement and justice system training.

The project enrolled 114 youths; 88 completed the program. Students received 1,890 hours of direct service contact. Eleven volunteers, most of them retired teachers, provided over 380 hours of tutoring and other assistance. A report of the project's OJJDP evaluation is available.

Grantee:

Iowa Department of Human Rights
Bureau of Refugee Services
1200 University Avenue, Suite D
Des Moines, IA 50314-2330
(515) 283-7904

OJJDP Program Manager:

Eugene L. Rhoden

■ **TARGETED OUTREACH WITH A GANG
PREVENTION AND INTERVENTION COMPONENT**

This project will continue development and testing of gang prevention and intervention programs and expand such programs to 24 additional Boys and Girls Clubs. Each prevention program will provide services to 50 at-risk youth between the ages of 7 and 11. Each intervention program is designed to provide services to 35 gang-involved youth between the ages of 12 and 18. The project's goal is for 1,140 targeted youth to have ended or avoided gang involvement. Training and technical assistance to local programs will be provided through repeated visits by Youth Gang Specialists and by the Director of Urban Services.

During Fiscal Year 1992, the project integrated 1,251 youths, ages 7 to 11, into the club under the prevention program. A great majority were prevented from gang involvement. At three early intervention sites, 372 fringe gang members, ages 12 to 18, were recruited, and a great majority were kept away from further gang involvement.

The grantee also sponsored a Youth Gang Symposium in Atlanta, Georgia, for training and debriefing project sites. Fifty-six clubs were represented, along with 15 outside agencies.

Grantee:

Boys and Girls Clubs of America
771 First Avenue
New York, NY 10017
(212) 351-5947

OJJDP Program Manager:

Leonard I. Johnson

■ **TEAMSPIRIT - A STUDENT LEADERSHIP PREVENTION PROJECT**

The purpose of this project was to revise the TeamSpirit manual and conduct a TeamSpirit training workshop. A TeamSpirit Training Workshop was conducted by Mothers Against Drunk Driving (MADD) in Dallas, Texas, on February 4-6, 1992. Attendees included those who were interested in implementing the TeamSpirit program in their community. Those attending included MADD representatives and U.S. Department of Agriculture's Extension Service professionals. By October 1992, a revised edition of *TeamSpirit: A Manual and Program Guide for Conducting Alcohol and Drug Abuse Training Conferences and Prevention Programs for High School Students* was completed for publication.

Grantee:

National Highway Traffic Safety Administration
400 Seventh Street SW.
Washington, DC 20590
(202) 366-2724

OJJDP Program Manager:

Sharon Cantelon

■ **TEENS, CRIME, AND THE COMMUNITY:
TEENS IN ACTION IN THE 90'S**

This project allows the National Crime Prevention Council's Teens, Crime, and the Community program to extend its reach into rural schools and Native American communities. The program provides training, technical assistance, implementation guidelines, and a specialized curriculum to increase the capability of schools to prevent juvenile victimization. The project provides an educational unit, incorporated into

the social studies curriculum in the eighth and ninth grade, to educate students on how they can prevent crimes against themselves and their families, friends, and neighbors. The program includes lessons on exploring the nature and impact of crime on the individual and the community; the concept of crime prevention; the legal nature of the techniques for prevention of various kinds of crime; and an examination of the criminal and juvenile justice process. Students are challenged to undertake projects to prevent crime in their community.

In Fiscal Year 1992, the project staged demonstration programs in four secure juvenile facilities, two court probation sites, rural sites in four States (Iowa, South Carolina, Texas, and Washington), and Native American sites in Colorado and New Mexico.

Grantee:

National Crime Prevention Council - D.C.
1700 K Street NW., 2nd Floor
Washington, DC 20006
(202) 296-1356

OJJDP Program Manager:

Travis Cain

■ **THORNTON TOWNSHIP
"YOUTH AND THE LAW" PROJECT**

This project provides counseling and case management to chronic truants and status offenders and their parents. Youths and their parents attend a one-day orientation meeting, during which they are provided information about the juvenile justice system and the various support services available. The importance of education and the rights and responsibilities of parents are stressed. Student diagnostic profiles and

individual service plans are then developed, and the students are enrolled in the appropriate programs. Each case is reviewed quarterly.

During Fiscal Year 1992, 658 at-risk students and families were invited to attend orientation meetings; 123 "high-risk youths" who attended the meeting were referred for followup case management. An assessment of student progress for those referred for chronic truancy indicated that more than 85 percent have improved their attendance rates.

Grantee:

Thornton Township Youth Committee
333 East 162nd Street
South Holland, IL 60473
(708) 210-4613

OJJDP Program Manager:

Cora L. Roy

■ **TRAINING AND COORDINATING THE SATELLITE PREP-SCHOOL PROGRAM**

This project provides training and technical assistance for the establishment of a satellite prep-school for children in grades K-4. The prep-school is intended to improve the basic educational experience of youth in public housing, reduce their potential for involvement in destructive behavior, prepare them for employment later in life, and document the educational outcomes of the children involved.

The prep-school serves as a model for early intervention based on the philosophy, curriculum, and teaching methods of Marva N. Collins, founder of the Marva Collins Westside Preparatory School, a private institution in Chicago's inner-city that has

been highly successful raising the academic achievement level of low-income minority children. The Westside Preparatory School and the Chicago Housing Authority have also received OJJDP grants for this project (see pages 73 and 83).

A major component of this project is the National Partners Task Force, made up of representatives from the Department of Housing and Urban Development, the Community Relations Services, the U.S. Department of Justice, the Chicago Housing Authority, and Westside Preparatory School. The Task Force serves as a steering committee and provides guidance and direction to the local effort.

In Fiscal Year 1992, this grantee, Jay, Gregory and Associates, served as facilitator and coordinator during the planning phase; monitored the progress of the project through weekly and biweekly meetings with other grantees; assisted in the hiring of teachers in keeping with Marva Collins teacher requirements; helped prepare and provided training to housing authority personnel, local resident council representatives, and residents of Ida B. Wells; and helped develop criteria for parent/volunteer participation and training programs for parents and volunteers. The grantee is producing a manual that documents the planning and decisionmaking process through which the satellite prep-school was established.

Grantee:

Jay, Gregory and Associates, Inc.
400 Renaissance Center, Suite 2260
Detroit, MI 48243
(313) 259-8180

OJJDP Program Manager:

Travis Cain

■ **VICTIMS AND WITNESSES IN THE JUVENILE JUSTICE SYSTEM DEVELOPMENT PROGRAM**

This project was initiated to develop, test, and disseminate model approaches to the handling of victims and witnesses of juvenile crime by the juvenile justice system. The project assisted OJJDP in developing and implementing pilot programs at three sites: Philadelphia District Attorney's Victim Witness Assistance Program; the Binghamton, New York, Crime Victims Assistance Center; and the Cobb County, Georgia, District Attorney's Victim Witness Assistance Unit. The pilot programs trained volunteers, produced brochures, and provided case assistance, referrals, and other services to over 200 victims and witnesses of juvenile crimes.

In Fiscal Year 1992, the project staff of the American Institutes for Research (AIR) provided the pilot programs with training and technical assistance, sponsored a workshop in Washington, D.C., and visited each of the pilot programs to assess their implementation, usefulness, and replicability. The staff also responded to numerous requests for information and assistance from the juvenile justice community, providing copies of draft materials to over 50 individuals.

Grantees:

American Institutes for Research
3333 K Street NW.
Washington, DC 20007
(202) 342-5085

Georgia District Attorney's Office
COBB Judicial Circuit
10 East Park Square, Suite 330
Marietta, GA 30090
(404) 528-3047

New York Crime Victims Assistance Center
42 Chenango Street
P.O. Box 836
Binghampton, NY 13902
(607) 723-3200

Philadelphia District Attorney's Office
1421 Arch Street
Philadelphia, PA 19102
(215) 686-8932

OJJDP Program Manager:
Cora L. Roy

■ **VOLUNTEER SPONSOR PROGRAM**

This project has established a community-based intervention program through which adult volunteers provide counseling, mentoring, and advocacy to court-involved minority youth to reduce incarceration, reduce recidivism, improve school attendance, and prepare youth for productive adult lives. For eight months, volunteer "sponsors" work with youths as role models, assisting the youths in establishing and working toward goals identified by youths, parents, sponsors, and probation counselors. Sponsors provide encouragement, support, and practical assistance in obtaining other services. In some cases, sponsors act as interpreters for youths and families who do not speak English.

In its first year, Fiscal Year 1992, the project recruited 30 volunteer sponsors and trained 8. Project staff produced training packets, program summaries, and a brochure entitled *Volunteer Sponsor Program of the Fairfax County Juvenile and Domestic Relations District Court*.

90 ■ Chapter 5

Grantee:

Virginia Juvenile and Domestic Relations
District Court
4000 Chain Bridge Road, Suite 2200
Fairfax, VA 22030
(703) 246-3343

OJJDP Program Manager:

Cora L. Roy

CHAPTER SIX

TRAINING AND TECHNICAL ASSISTANCE

Mission Statement

The mission of the Training and Technical Assistance Division is to strengthen the essential components of the juvenile justice system (i.e., law enforcement, juvenile courts and court personnel, detention and corrections, the supporting network of youth service providers, and child advocacy organizations) by providing training, technical assistance, and dissemination of state-of-the-art information on trends, newly developed approaches to resolve system problems, and innovative techniques in the delivery of juvenile services to facilitate the prevention of delinquency, effective treatment of juvenile offenders, and improvement of the juvenile justice system.

As directed by the Juvenile Justice and Delinquency Prevention Act of 1974, OJJDP provides training and technical assistance to Federal, State, and local governments; private agencies; professionals; paraprofessionals; volunteers; and others who serve the juvenile justice system, including law enforcement, the judiciary, corrections, education, and community orga-

nizations. OJJDP offers seminars, workshops, and training programs in the latest proven effective techniques and methods of preventing and treating juvenile delinquency. Technical training teams are available to aid in the development of training programs in the States and to assist State and local agencies that work directly with juveniles and juvenile offenders.

FUNDED PROJECTS

■ COURT-APPOINTED SPECIAL ADVOCATES FOR ABUSED AND NEGLECTED CHILDREN

This project helps communities initiate or improve programs to ensure that a Court-Appointed Special Advocate (CASA) will represent a child in court when needed. A CASA is a trained volunteer who acts in the child's interests in court cases involving abuse and neglect, making recommendations to the court based on an independent investigation of the child's circumstances. The CASA appears at all court proceedings and monitors all court orders, ensuring compliance by all parties and bringing to the attention of the court changes in circumstances affecting the child that might require modifications of the court order.

In Fiscal Year 1992, the National Court-Appointed Special Advocate Association (NCASA) awarded \$250,000 of OJJDP funds in 25 grants of \$10,000 each to start or expand CASA programs, as mandated by Congress. NCASA held its 11th Annual Conference in Nashville, Tennessee, with 742 in attendance. Three regional training sessions were held. There was an increase of 68 programs during Fiscal Year 1992, bringing the total of CASA programs to 520. Volunteers increased 8.5 percent to approximately 30,400, and children served increased 10 percent to approximately 100,800. There are now 38 statewide organizations (two more than in Fiscal Year 1991), 12 of which are State-funded. The rest are associations or networks. NCASA continues to help local programs to diversify their volunteer networks and program staffs. It has recently published a manual

entitled *Achieving Diversity: A Beginning Guide for CASA/GAL Programs*. Other products include a training manual for trainers, a training manual for volunteers, public service announcements on video, and a quarterly newsletter called *The Connection*.

Grantee:

National Court-Appointed Special Advocate Association
2722 Eastlake Avenue East, Suite 220
Seattle, WA 98102
(206) 328-8588

OJJDP Program Manager:

Lois Brown

■ EXPLORING CAREERS IN LAW ENFORCEMENT AND CRIMINAL JUSTICE

This project provides training and technical assistance to new and expanding Explorer posts participating in the Boy Scouts of America's Law Enforcement Exploring program. Products include a *Law Enforcement Exploring Model Manual*, a periodical *Exploring*, and various fact sheets. From December 1990 to December 1992, Law Enforcement Explorer posts increased by 83 to 2,292, and Explorers increased from 37,103 to 40,630. Over 3,100 Explorers and advisors attended the National Law Enforcement Explorer Conference at Columbia, South Carolina, July 19-25, 1992 (not funded by OJJDP). It is estimated that approximately one-third of the young men and women who have participated in the program have entered some law enforcement or criminal justice-related profession.

Grantee:

Boy Scouts of America
1325 Walnut Hill Lane
Box 152079
Irving, TX 75062
(214) 580-2429

OJJDP Program Manager:

Lois Brown

**■ IMPROVING JUVENILE AND FAMILY COURTS
HANDLING OF CHILD ABUSE
AND NEGLECT CASES**

This project will develop, refine, and implement model training and technical assistance programs to improve the juvenile and family courts' handling of abuse and neglect cases. These model programs will be designed to help State court systems improve: (1) procedures for determining whether child service agencies have made reasonable efforts to prevent placement, (2) procedures for determining whether child service agencies have, after placement in foster care, made reasonable efforts to reunite families, and (3) procedures for coordinating information among health professionals, social workers, law enforcement personnel, prosecutors, defense attorneys, and juvenile and family court personnel. The project will also facilitate the establishment of demonstration projects in several urban and rural jurisdictions where each of the training and technical assistance resources will be implemented, evaluated, and refined.

**■ GANG AND DRUG TRAINING
AND TECHNICAL ASSISTANCE**

This project provides funds to the Federal Law Enforcement Training Center for training and assisting local jurisdictions in developing a comprehensive strategy for combatting gangs and drugs. With these funds, the FLETC offers a five-day seminar called "Gang and Drug POLICY," part of its POLICY (Police Operations Leading to Improved Children and Youth Services) series. Gang and Drug POLICY is an innovative, results-oriented seminar that brings together representatives from various community agencies to work as a team toward developing a common strategy for combatting gangs and drugs.

In Fiscal Year 1992, FLETC provided Gang and Drug POLICY seminars in six cities: Chicago, Knoxville, Albuquerque, Colorado Springs, Philadelphia, and Appleton, Wisconsin.

Grantee:

Office of State and Local Training
Federal Law Enforcement Training Center
U.S. Department of Treasury
Glynco, GA 31524
(912) 267-2345

OJJDP Program Manager:

Ronald C. Laney

In Fiscal Year 1992, the project documented specifications for a dependency case management system and began developing resource guidelines, a comprehensive training curriculum, and a technical assistance package. The project also established a demonstration project in the Juvenile Court in Hamilton County, Ohio.

Grantee:

National Council of Juvenile and Family
Court Judges
University of Nevada, Reno
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

OJJDP Program Manager:

Frank Porpotage

■ **IMPROVING LITERACY SKILLS OF
INSTITUTIONALIZED JUVENILE DELINQUENTS
(MUW)**

This project provides a remedial reading/language arts curriculum for use in selected juvenile correctional schools and a training program to prepare the faculty of correctional schools to implement the curriculum. Project personnel designed a placement phonics inventory, a self-concept scale, a comprehensive teacher's manual, and other course materials. The literacy curriculum was field-tested in Fiscal Year 1992. Fifty-one juvenile correctional school students participated. These students received an average of 45 minutes per day of instruction. Average length of participation was 11 weeks. Thirty-seven educators and 17 volunteers have completed the training course. Ongoing support, technical assistance, and retraining is being provided to faculty members at participating correctional schools.

Grantee:

Mississippi University for Women
Division of Education
P.O. Box 2280 W.
Columbus, MS 39701
(601) 328-6613

OJJDP Program Manager:

Frank Porpotage

■ **IMPROVING LITERACY SKILLS OF
INSTITUTIONALIZED JUVENILE DELINQUENTS
(NTI)**

This project provides instruction and assistance in the use of phonics-based literacy programs to over 50 language arts, special

education, and vocational teachers, aides, and counselors working in juvenile facilities in the western United States. The project's goal is to increase literacy among juveniles in custodial care by training juvenile correctional teachers in a multi-sensory, systematic, intensive phonics program.

The project involves three major components: *Orientation*, which provides administrators and teachers with an introduction to the phonics, reading, and composition components of the teaching program; *Teacher Inservice*, which instructs teachers in methods of teaching systematic, integrated phonics and strategies for transitioning to reading comprehension, composition, and higher-order thinking skills; *Followup, On-Site Technical Assistance*, which provides up to nine days of on-site assistance to monitor teachers' instruction in their classrooms, observe classroom management techniques, and provide technical assistance and corrective feedback as needed.

In Fiscal Year 1992, the Nellie Thomas Institute provided literacy training to 64 juvenile corrections teachers, aides, and counselors in 5 western States (California, Colorado, Nevada, New Mexico, and Washington). All teachers have completed the first two major components of the program.

Grantee:

Nellie Thomas Institute of Learning
321 Alvarado Street, Suite H
Monterey, CA 93940
(408) 647-1274

OJJDP Program Manager:

Frank Porpotage

**■ IMPROVING READING INSTRUCTION
FOR JUVENILE OFFENDERS**

The goal of this project is to reduce recidivism and increase employment opportunity by improving reading instruction that avoids teaching methods not supported by experimental research. The objectives are to demonstrate that English spelling is logical and highly consistent phonetically, and to develop the case for teachers to use intensive, systematic phonics instruction.

The project's components are (1) to conduct a national survey of reading teachers serving incarcerated juveniles to which methods are being used to teach word recognition based upon which theories, (2) to develop, field test, and implement an inservice program for reading teachers that will provide them an understanding of the sound/symbol system of English spelling, (3) to determine the extent reading teachers have changed their perceptions about the phonetic nature of English spelling as a result of the above inservice program, and (4) to provide information to reading teachers in public schools and juvenile correctional institutions that will make a persuasive case for using intensive, systematic phonics for teaching word recognition.

Components 1, 2, and 3 have been completed. Two reports are available: *Reduced Recidivism and Increased Employment Opportunity through Research-based Reading Instruction* and *Reading Instruction in Juvenile Correctional Institutions: A Profile Based upon a National Survey of Reading Teachers Serving Juvenile Offenders*.

Grantee:

Michael Stuart Brunner
2250 Lexington Street
Arlington, VA 22205
(703) 532-2418

OJJDP Program Manager:

Frank Porpotage

**■ JUVENILE AND FAMILY COURT
TRAINING PROJECT**

This project provides training and technical assistance to juvenile and family court judges and other juvenile court and justice system personnel. Training emphasizes a family approach to dealing with the problems of children in trouble and helps juvenile and family court judges understand how family dynamics and family problems such as substance abuse affect children. The project enabled new training programs on aftercare, national policy development, and juvenile sex offenders, with continued attention to minority issues and the core programs assisted by the grant.

In Fiscal Year 1992, more than 15,508 juvenile court judges and other juvenile justice professionals benefited from the OJJDP-funded project in 89 separate NCJFCJ-sponsored or assisted training events. Also, 504 related technical assistance services were rendered through the project.

Grantee:

National Council of Juvenile and Family Court Judges
University of Nevada, Reno
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

OJJDP Program Manager:

Frank Porpotage

■ **JUVENILE JUSTICE PROSECUTION PROJECT**

This project is intended to educate district attorneys about their role in the juvenile justice system and to enable them to develop sound policies on the management and prosecution of juvenile cases. The project designs and implements policy development workshops for chief prosecutors and juvenile unit chiefs in district attorney offices. In addition, the project issues a quarterly newsletter and maintains liaison with professional groups on juvenile justice policy and prosecutor training. Project staff present two to three workshops per year designed to expand chief prosecutor involvement in juvenile justice. Other project activities include collecting materials for a training manual on policy issues pertaining to the prosecution and overall management of juvenile cases.

In Fiscal Year 1992, the project presented an Executive Policy Development Workshop for chief prosecutors and a Management Workshop for juvenile unit chiefs. The project has produced a workbook for each policy seminar presented and publishes quarterly *Juvenile Justice Reports*.

Grantee:

National District Attorneys Association
1033 North Fairfax Street, Suite 20
Alexandria, VA 22314
(703) 549-9222

OJJDP Program Manager:

Peter Freivalds

■ **JUVENILE JUSTICE TECHNICAL ASSISTANCE AND LAW ENFORCEMENT PERSONNEL TRAINING TO NATIONAL, STATE, AND LOCAL LAW ENFORCEMENT AGENCIES**

This project provides funding for the Federal Law Enforcement Training Center (FLETC) to provide training and assistance to local jurisdictions through three programs: Police Operations Leading to Improved Children and Youth Services (POLICY), Child Abuse and Exploitation Investigative Techniques, and Managing Juvenile Operations. POLICY helps mid-level managers develop management strategies that integrate juvenile services into regular law enforcement operations and demonstrates step-by-step methods to improve police productivity in juvenile justice. The Child Abuse and Exploitation Investigative Techniques program provides law enforcement officers with state-of-the-art approaches for investigating cases. Managing Juvenile Operations provides a series of training programs for police executives who demonstrate simple, yet effective methods to increase departmental efficiency and effectiveness by integrating juvenile services into the mainstream of police activity.

Grantee:

Federal Law Enforcement Training Center
U.S. Department of Treasury
Glynco, GA 31524
(912) 267-2345

OJJDP Program Manager:

Ronald C. Laney

**■ JUVENILE JUSTICE TRAINING PROGRAM
FOR 1992**

This project provides training in the handling of juvenile offenders to court administrators, probation managers, judges, court clerks, and related professionals. Goals include furthering the application of effective diagnosis, dispositional decisions, and sanctions and treatment for substance-abusing juveniles, juvenile gangs, and adolescent sex offenders; strengthening juvenile/family court and juvenile probation management; improving decisionmaking at detention intake and juvenile/family court intake stages; expanding the array and effectiveness of community-based dispositions; improving dispositional decisions; improving case-flow management; reducing case-processing delay; and expanding and improving restitution programs including enhanced reparations to victims.

During Fiscal Year 1992, this project provided one four-day workshop on juvenile court dispositions in order to strengthen the emphasis on serious and repetitive juvenile offenders and on gang and drug offenders, and two one-day workshops entitled "Intensive Community-Based Intervention with Drug-Selling/Abusing Juveniles" and "Adolescent Sexual Offenders." A presenter was also provided to three juvenile justice conferences.

Grantee:

National Center for State Courts
300 Newport Avenue
Williamsburg, VA 23187
(804) 253-2000

OJJDP Program Manager:

Lois Brown

**■ LRE - DELINQUENCY PREVENTION
THROUGH STREET LAW**

This project is intended to institutionalize law-related education (LRE) throughout the country in grades K-12. The National Institute for Citizen Education in the Law (NICEL) provides training and technical assistance, develops and field-tests curricula, conducts workshops, coordinates national conferences, develops and implements partnership programs at the local, State, and national levels, provides administrative leadership in national initiatives, provides public information about its program and activities, and coordinates the activities of the five national organizations in the national LRE program.

NICEL has primary responsibility for assisting 14 States in developing and strengthening their State LRE program through on-site visits and consultation. NICEL has the lead in organizing and conducting the annual LRE conference in Washington, D.C., and also assists in the design of the annual LRE Leadership Conference conducted by the American Bar Association.

As part of the national LRE project, and with other non-OJJDP funds, NICEL has developed a multitude of curricular material, including *Street Law*, the most widely used high school law text in the country. NICEL publishes an annual report, a biannual newsletter *Street Law News*, a semi-annual newsletter *NICEL Network* for NICEL trainers, and various brochures.

Grantee:

Consortium of Universities
National Institute for Citizen Education
in the Law (NICEL)
711 G Street SE.
Washington, DC 20003
(202) 546-6644

OJJDP Program Manager:
Frank Porpotage

■ **LRE - EDUCATION IN LAW
AND JUVENILE JUSTICE**

This project is a comprehensive program of training seminars, meetings, publications, and clearinghouse and consulting services designed to promote effective efforts in law and juvenile justice education, and to ensure coordinated and cooperative activities in the field. Persons served include national, State, and local legal, educational, and juvenile justice associations and professionals.

During Fiscal Year 1991 and Fiscal Year 1992, the American Bar Association conducted the National Law-Related Education (LRE) Seminar in Indianapolis for approximately 160 national, State, and local LRE leaders; the Advanced Leadership Training Seminar for school administrators in Washington, D.C.; nine technical assistance trips to States now developing LRE programs; three technical assistance trips to target and expansion States; and a Minority Involvement in Law-Related Education Conference for over 50 teachers and administrators from Arkansas and Mississippi. In Fiscal Year 1992, the ABA's LRE clearinghouse responded to 2,500 requests for information and published one issue of *Update*, one issue of a student edition of *Update*, three issues of *LRE Report*, and one issue of *LRE Project Exchange*. Three technical assistance bulletins were developed, the *Lawyer-Doctor Education Team Program Guide* was revised, and a 20-minute LRE videotape program was completed.

The ABA's program development efforts during 1991-1992 were devoted to three

national initiatives of substance-abuse prevention, juvenile justice, and urban education.

Grantee:
American Bar Association
Controller Department
750 North Lake Shore Drive
Chicago, IL 60611
(312) 988-5731

OJJDP Program Manager:
Frank Porpotage

■ **LRE - JUVENILE JUSTICE AND
DELINQUENCY PREVENTION PROGRAM**

This project provides law-related education (LRE) training, curriculums, and support to attorneys, judges, law students, teachers, and law enforcement officers interested in working with elementary, middle, and high school students. Phi Alpha Delta (PAD) provides most of its training to law students.

During Fiscal Year 1992, the project provided 47 training sessions for 2,141 teachers, law students, and attorneys across the country; created and published a new newsletter, *PAD PRIDE*; awarded a law-school LRE Program of the Year Award to the PAD chapter at Temple University School of Law; awarded mini-grants to seven law school chapters; provided four-day LRE training to 30 attorneys; and revised its anti-drug curriculum.

Grantee:
Phi Alpha Delta
Public Service Center
7315 Wisconsin Avenue, Suite 325
Bethesda, MD 20814
(301) 961-8985

OJJDP Program Manager:
Frank Porpotage

■ **LRE - NATIONAL DELINQUENCY
PREVENTION EDUCATION PROJECT**

This project provides training and technical assistance, in cooperation with State and local law-related education projects, that will result in the institutionalization of high-quality delinquency prevention programs in LRE. Constitutional Rights Foundation of California (CRF) provides training and technical assistance, program development and assessment, coordination and management, public information, and participation in the LRE national initiatives pertaining to juvenile justice, urban schools, and drugs.

In Fiscal Year 1992, CRF held 163 training sessions. Ninety-one were led by CRF trainers, 61 by CRF staff, and 11 by CRF consultants. The total number of persons trained was 4,256, with 54 trained as trainers. CRF also published 12 issues of its LRE News Bulletin, and 4 issues of *Bill of Rights in Action* were mailed to over 50,000 people. CRF sold or disseminated 11,559 copies of the student edition and 486 copies of the teachers edition of *The Drug Question*. CRF staff responded to 749 requests for technical assistance either by telephone, fax, or personal visit.

Grantee:
Constitutional Rights Foundation
601 South Kingsley Drive
Los Angeles, CA 90005
(213) 487-5590

OJJDP Program Manager:
Frank Porpotage

■ **LRE - NATIONAL TRAINING AND
DISSEMINATION PROJECT FOR
LAW-RELATED EDUCATION**

The Center for Civic Education is one of the five grantees of the Law-Related Education (LRE) National Training and Dissemination Program (NTDP). The Center implements and institutionalizes high-quality LRE programs in public and private schools and in juvenile justice and urban settings. Training, technical assistance, program development, and substance abuse prevention is provided by Center staff and a cadre of trainers. The Center works closely with State LRE coordinators to serve the needs of target audiences.

The Center has developed multimedia instructional units, including student books and teacher's editions, on the concepts of authority, responsibility, justice, and privacy. These units progress sequentially from Level I (grades K-1) to Level VI (grades 10-12). The Center has adapted the "Law in a Free Society" materials into Spanish for grades K-3. The Center also has developed a new curricular series called *Exercises in Participation*, designed to prepare students for responsible participation as citizens.

As of September 1992, the Center had trained 181 teacher trainers as part of the NTDP trainer of trainers program design. Center staff and consultants have also trained over 1,700 participants in 40 separate training sessions at 42 sites. Over 375 hours of intensive training have been completed. The Center has also been represented or conducted sessions at 15 national and State conferences.

Grantee:

Center for Civic Education
Law in a Free Society
5146 Douglas Fir Road
Calabasas, CA 91302
(818) 591-9321

OJJDP Program Manager:

Frank Poropatage

OJJDP Program Manager:

Lois Brown

■ **PERMANENT FAMILIES FOR ABUSED AND NEGLECTED CHILDREN: A NATIONAL TRAINING AND TECHNICAL ASSISTANCE PROJECT - PHASE III CONTINUATION**

This project trains judges in the requirements of Public Law 96-272, the Adoption Assistance and Child Welfare Act of 1980, which mandates that there be "reasonable efforts" to prevent unnecessary placement of children outside their homes. When outside placement is necessary, judges try to ensure permanent adoptive homes, when appropriate. This project allowed the National Council of Juvenile and Family Court Judges (NCJFCJ) to continue training and technical assistance activities, including delivery of judicial and interdisciplinary training and technical assistance at six State-based training conferences and four national conferences. Training at national conferences educates State leaders and documents recommended practices for improving court services to children and families. For Fiscal Year 1993, NCJFCJ will plan and conduct a "National Symposium on Courts, Children, and the Family" in cooperation with the Conference of State Court Administrators.

Grantee:

National Council of Juvenile and Family Court Judges
University of Nevada, Reno
P. O. Box 8970
Reno, NV 89507
(702) 784-6737

Grantee:

National School Safety Center
Pepperdine University
24255 Pacific Coast Highway
Malibu, CA 90265
(805) 373-9977

OJJDP Program Manager:

Lois Brown

■ **PRIVATE-SECTOR OPTIONS
FOR JUVENILE CORRECTIONS**

This project has helped selected States analyze their juvenile corrections services, identify selected services that are appropriate for contracting with the private sector, and develop the best mechanisms for contracting these services to the private sector. The project involved a literature search, dissemination of information to State juvenile corrections directors, development of written and audiovisual materials to assist State directors, and provision of individual and group technical assistance.

In Fiscal Year 1992, the project conducted the literature search, provided technical assistance to 19 States, completed and distributed a handbook and several monographs to 50 States, and developed and disseminated videos to 50 States. The project also conducted workshops on "An Overview of Privatization in Juvenile Corrections," "Writing Requests for Proposal," and "Non-Traditional Sources of Funding."

Grantee:

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707
(301) 206-5061

OJJDP Program Manager:

Frank Porpotage

■ **PROFESSIONAL DEVELOPMENT
FOR YOUTH WORKERS**

This three-year project will develop a professional development training program for youth workers in community-based agencies serving high-risk youth. The objectives are (1) to conduct an inventory of existing

training, (2) to assess present and future training needs, (3) to develop several curriculum areas deemed to be of greatest need, (4) to develop a set of core modules tailored to the needs of youth service workers in three to five settings, and (5) to establish an implementation mechanism for the developed training and conduct a process evaluation. The grantee will work with the National Network of Runaway and Youth Services in design and implementation of the project. The Network will conduct focus groups through its regional network and conduct telephone surveys.

Grantee:

Academy for Educational Development
1255 23rd Street NW.
Washington, DC 20037
(202) 862-8820

OJJDP Program Manager:

Lois Brown

■ **PROJECT TO EXPAND AND IMPROVE
JUVENILE RESTITUTION PROGRAMS**

This project is intended to strengthen the juvenile justice system and control delinquency through the expanded use of restitution and community service programs. The project will develop a training and technical assistance strategy (including a training and technical assistance marketing plan) to increase structured restitution programs and to assist agencies in upgrading existing programs. The project will also compile and develop training materials and other information, including materials describing innovative restitution program models or prototypes, and implement training and technical assistance in accordance with the developed strategy and assess the results. The main product of the first phase

will be a document entitled *Juvenile Restitution Expansion and Improvement Strategy*.

Grantee:

Florida Atlantic University
Division of Sponsored Research
500 NW. 20th Street
Boca Raton, FL 33431
(305) 760-5663

OJJDP Program Manager:

Peter Freivalds

■ **RESTITUTION EDUCATION SPECIALIZED TRAINING AND TECHNICAL ASSISTANCE (RESTTA)**

This project encourages the use of restitution as an intermediate sanction by providing training, technical assistance, and information to courts and juvenile justice practitioners. The project offers guidelines for developing, implementing, and improving juvenile restitution programs. Over the years, RESTTA has retained expert personnel, conducted numerous training events, and developed instructional materials for the initiation, management, and evaluation of juvenile restitution programs.

In Fiscal Year 1992, RESTTA conducted a needs assessment and update on the state of juvenile restitution nationwide. RESTTA also co-hosted a national conference on restitution with the American Restitution Association. The latest RESTTA publication (in draft) is *RESTTA National Directory of Restitution and Community Service Programs, 1991*.

Grantee:

Pacific Institute for Research & Evaluation
7315 Wisconsin Avenue NW.
Bethesda, MD 20814
(301) 951-4233

OJJDP Program Manager:

Peter Freivalds

■ **SUPER LEADERS TRAINING PROGRAM**

The goals of this project were to (1) prevent the use of drugs and alcohol in the schools by educating high school youth in high-risk environments about the dangers of drugs and alcohol and (2) help these students develop positive alternatives to drug and alcohol abuse. The project provides a five-day residential training program and year-round school-based activities. Students attending the retreat receive training in substance abuse prevention, conflict resolution, self-esteem, social and individual responsibility, and goal setting. They also learn techniques to influence their peers. Upon their return to school, they conduct rap sessions, do peer counseling, plan schoolwide programs such as assemblies, and convey anti-drug, stay-in-school messages to other students. OJJDP has contracted with the Juvenile Justice Resource Center to produce a manual to be used for replication of the Super Leaders program in Fiscal Year 1993.

The Super Leaders youth have been recognized for their leadership abilities and have formed the core of the Washington, D.C., Police Chief's Task Force Against Violence. They have become involved in efforts to prevent HIV-AIDS and several were hired by the D.C. Department of

Health and trained as peer counselors to influence other youngsters in prevention.

In Fiscal Year 1992, a retreat was held at MarLu Ridge in Maryland. Four schools in Washington, D.C., and three in Prince George's County, Maryland, participated in the project.

Grantee:

Super Teams of the Washington
Metropolitan Area
2127 G Street NW.
Washington, DC 20052
(202) 233-3749

OJJDP Program Manager:

Lois Brown

for juvenile probation administrators; conducting a survey of juvenile probation officers, which will provide a comparative analysis of characteristics and issues facing the profession; and developing a mechanism that enhances our ability to monitor and respond to emerging issues in the local juvenile justice arena.

Grantee:

National Council of Juvenile
and Family Court Judges
University of Nevada, Reno
P.O. Box 8970
Reno, NV 89507
(702) 784-6737

OJJDP Program Manager:

Frank Porpotage

■ TECHNICAL ASSISTANCE TO JUVENILE COURTS

This project provides direct information and technical assistance in consultation to juvenile courts with the goal of improving the effectiveness and efficiency of their practice. In response to requests from the field, the project staff disseminates existing informational materials known to address the identified need; generates original materials by staff and consultants; provides in-depth, on-site observation by a team of consultants; and provides an opportunity for the requestor to visit a site where the problem has been successfully resolved.

In Fiscal Year 1992, the project staff responded to over 400 requests for technical assistance from all 50 States as well as the District of Columbia, of which 10 were requests for on-site or cross-site assistance. Special projects included developing an outline and workplan for a desktop guide

**■ TELECOMMUNICATIONS TECHNOLOGY FOR
TRAINING AND INFORMATION DISSEMINATION**

The purpose of this project is to conduct a feasibility study for using telecommunications technology in the activities of OJJDP, especially for training and information dissemination. Two demonstration or pilot efforts using such technology are planned during the course of the one-year study. A final report of the recommendations for using the technology is to be submitted to OJJDP.

Grantee:

Eastern Kentucky University
521 Lancaster Avenue
Richmond, KY 40475
(606) 622-1497

OJJDP Program Manager:

Frank Porpotage

■ **TESTING JUVENILE DETAINES
FOR ILLEGAL DRUG USE**

This project is intended to develop and implement model policies and procedures to guide chemical testing of juveniles in detention facilities for illegal drug use. The American Correctional Association (ACA) has assessed the state-of-the-art drug-testing technologies and developed a training and technical assistance program to enable detention homes to incorporate drug testing in the intake, diagnosis, and classification process. As the next step, the project will assist detention administrators at several demonstration sites to implement chemical testing and will evaluate the results. Program and evaluation information will also be distributed to the field. The project has produced a monograph and a training manual pertaining to drug testing of juvenile detainees.

Grantee:

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707
(301) 206-5045

OJJDP Program Manager:

Peter Freivalds

■ **TRAINING AND TECHNICAL ASSISTANCE
CURRICULUM FOR DRUG IDENTIFICATION,
SCREENING, AND TESTING IN THE
JUVENILE JUSTICE SYSTEM**

This project is intended to improve juvenile justice system personnel competence in the management and treatment of drug- and alcohol-involved youth who enter the juvenile justice system. The project's staff and consultants have developed and pilot-tested a drug identification training curricu-

lum for juvenile justice program managers and practitioners. Further project work will include training and technical assistance with drug identification and the development of testing and intervention programs at three to five demonstration sites. Subsequent work is expected to include evaluation of the demonstration sites and additional training and technical assistance as required for selected program sites. The project staff has prepared *Identifying and Intervening with Drug Involved Youth: Participant Manual and Program Development Workbook*.

Grantee:

Council of State Governments/American Probation and Parole Association
P.O. Box 11910 Iron Works Pike
Lexington, KY 40578
(606) 231-1915

OJJDP Program Manager:

Peter Freivalds

■ **TRAINING AND TECHNICAL ASSISTANCE
FOR JUVENILE DETENTION AND CORRECTIONS**

This project by the American Correctional Association provides training and technical assistance to practitioners and professionals in the juvenile justice field in the areas of probation, detention, corrections, and community residential and aftercare programs. The ACA provides workshops and conferences, publications and resource materials, a national teleconference series on literacy programs in juvenile and adult facilities, a national juvenile poster contest, and a National Juvenile Corrections and Detention Forum.

ACA's achievements for Fiscal Year 1992 include providing technical assistance to

10 clients and presenting 9 workshops across the country, developing a *Handbook on Facility Planning and Design for Juvenile Corrections*, and planning and coordinating two teleconferences on literacy programs, to involve the Correctional Education Association and PBS. The 1992 National Juvenile Corrections and Detention Forum was held March 22-25, 1992 in Las Vegas.

"Juvenile Justice News" is a regular department of ACA's magazine *Corrections Today*. At five other times, ACA publishes a newsletter *On the Line*. Both have a circulation of 20,000. ACA continues to distribute other publications, collect resource materials, provide information linking practitioners with experts in the field, respond to requests for information, and network with other juvenile justice information services.

Grantee:

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707
(301) 206-5045

OJJDP Program Manager:

Frank Porpotage

**■ TRAINING IN CULTURAL DIFFERENCES FOR
LAW ENFORCEMENT AND
JUVENILE JUSTICE OFFICIALS**

This project is intended to improve the effectiveness of law enforcement and other juvenile justice agency staff interactions with minority group suspects and offenders, and to improve the policies, procedures, and practices governing the behavior of law enforcement officers and juvenile court and corrections personnel in the han-

dling of minority youth coming into contact with the juvenile justice system. The American Correctional Association has determined training needs and existing training resources in the areas of cultural and ethnic differences, based on an inventory of existing programs and an assessment of information on the handling of minority youth by juvenile justice system personnel. The project will develop and test training programs including a curriculum for trainers and practitioners in the area of cultural/ethnic differences. The training programs will then be made available for use by juvenile agencies nationwide. Products available include a preliminary report entitled *Training in Cultural Differences* and a draft report entitled *Training in Cultural Differences for Law Enforcement/Juvenile Justice Practitioners Curriculum*.

Grantee:

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707
(301) 206-5045

OJJDP Program Manager:

Peter Freivalds

**■ TRAINING FOR JUVENILE CORRECTIONS
AND DETENTION PERSONNEL**

Under this interagency agreement, OJJDP transfers \$600,000 to the National Institute of Corrections (NIC) to design, develop, and deliver training programs and related services that will address the needs of juvenile detention and corrections professionals working with youth under correctional supervision. NIC provides seminars, technical assistance, audioconferences, workshops and national conferences, and information services to management-level cor-

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rections and detention personnel serving juvenile justice through its training division, the National Academy of Corrections in Longmont, Colorado.

During Fiscal Year 1992, the NIC sponsored 15 seminars and 3 conferences. Technical assistance was provided to agencies in nine States. In all, approximately 611 persons from 50 States have been served through this agreement.

Grantee:

National Institute of Corrections
501 First Street NW.
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OJJDP Program Manager:

Frank Porpotage

CHAPTER SEVEN

MISSING AND EXPLOITED CHILDREN

Mission Statement

The mission of the Missing and Exploited Children's Program is to provide training, technical assistance, research, and information relating to missing and exploited children and to establish a network of programs and services that benefit missing and exploited children and their families by assisting in the location, recovery, return, and followup care for the missing and exploited child.

The Missing Children's Assistance Act of 1984 (Title IV of the JJDP Act as amended) established OJJDP as the lead Federal agency in all matters pertaining to missing and exploited children. Since passage of the Act, national concern for the plight of missing children has continued unabated and the Federal Government has responded.

Under OJJDP's leadership, much progress has been made in educating the public about this problem, developing effective approaches to finding missing children and returning them to their families, and developing cooperative approaches that unite

efforts at Federal, State, and local levels and between public and private agencies.

This chapter reports the efforts of OJJDP's Missing Children's Program during Fiscal Year 1992 as required by the JJDP Act [Section 404(a)(5)]. OJJDP made progress during the year in efforts including support of the national clearinghouse and resource center, conduct of research projects, and other funded projects. The Comprehensive Plan for Fiscal Year 1993 is included in this report, as mandated. Highlights of findings from the major mandated report *The Obstacles to the Recovery and Return of Parentally Abducted Children* appear in chapter 2.

THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN

The National Center for Missing and Exploited Children (NCMEC), a nonprofit organization funded by OJJDP, provides training and technical assistance to justice professionals and child-serving organizations nationwide and assists OJJDP in conducting many of its statutorily mandated activities. The broad range of services provided by the Center during Fiscal Year 1992 are described below.

Hotline Calls

NCMEC maintains a 24-hour, 7-days-a-week, toll-free hotline (1-800-843-5678). Callers report cases of missing, runaway, thrownaway, and exploited children; provide lead and sighting information; or request information. Over 600,000 calls have

been received since the inception of the hotline in 1984.

Sixteen incoming lines enable case assistants to respond immediately to all incoming calls. A total of 140 different languages can be handled by means of the AT&T language-line service. During the fiscal year, a total of 76,330 hotline calls were received. During an average weekday, over 500 calls were received, of which over 200 received case assistance services.

NCMEC maintains data on calls according to the categories identified in the National Incidence Study of Missing, Abducted, Runaway, and Throwaway Children (NISMART), as required by the JJDP Act. Yearly totals for each category are listed below.

Table 7-1: Total Hotline Calls for Service

Type of Call	Fiscal Year 1992 Totals
Nonfamily Abductions	217
Family Abductions	549
Runaways	2,182
Thrownaways	No Known Intakes
Lost, Injured, Otherwise Missing	5
Subtotal	2,953
Citizens' Leads	10,513
Child Sexual Exploitation	106
Child Pornography Tipline	27
Information Requests	62,731
Total Calls for Service	76,330

The nonfamily abductions category includes "strangers," acquaintances, babysitters, or "unknown cause" cases. Family abductions include parents, grandparents, aunts or uncles, and older siblings. Runaways includes only runaways absent over 30 days or youths who are endangered or at-risk. All calls on runaways are transferred directly to the National Runaway Switchboard (1-800-621-4000).

Assisting Case Investigations

Because of its national focus, NCMEC figures prominently in assisting State and local law enforcement officials as they pursue cases of missing and exploited children. NCMEC also maintains a link with INTERPOL on cases of international child abduction, and the RCMP Missing Children's Registry on cases involving Canada.

Lead and sighting information received by NCMEC is assigned for assistance to NCMEC case managers according to established protocols. A total of 2,362 cases were assigned for case assistance in Fiscal Year 1992, an average of 6.5 new cases per day. By category these include: family abductions, 33.2 percent; nonfamily abductions, 3.3 percent; endangered runaways, 58.8 percent; and cases of lost, injured, or otherwise missing children, 4.7 percent.

Legal and Legislative Assistance

A range of groups and individuals turn to NCMEC for assistance with regard to the special legal and legislative issues of child abduction and exploitation. These include: members of Congress, State legislators, court staff, law enforcement officers, parents, attorneys, and public and private agencies. NCMEC provided legal technical assistance in 460 cases during Fiscal

Year 1992 and handled 145 requests for assistance with legislative matters.

NCMEC legal personnel further provide training, represent NCMEC at conferences, support publication of NCMEC law-related documents, submit amicus curiae briefs, monitor changes in laws, and handle requests for research information. Of particular significance is NCMEC's recognized expertise in the area of international child abductions. NCMEC handles inquiries regarding the Hague Convention treaty, and serves as a central U.S. contact point for international cases. NCMEC works directly with the U.S. Office of Citizens Consular Services on all cases of international abduction that become known to either organization.

Training

NCMEC provides training for law enforcement, criminal and juvenile justice, and health-care professionals in matters related to child sexual exploitation and missing child cases. Organizations such as the FBI; the U.S. Department of the Treasury's Bureau of Alcohol, Tobacco and Firearms; and personnel such as law enforcement officials from other countries, and staff of nonprofit missing child organizations are the recipients of this training.

Mead-Johnson Nutritionals, a leading health-care manufacturer, sponsored NCMEC training for personnel from 97 hospitals throughout the Nation during the fiscal year. In all, 9,401 persons received NCMEC training during Fiscal Year 1992, including 5,866 health-care professionals.

The Public Administration Service (PAS) is a co-grantee with NCMEC and has established the National Training Center, which offers specialized training for NCMEC staff

and professionals working in the area of missing children. During Fiscal Year 1992, 1,849 persons used the National Training Center. Events included such training as inservice training for NCMEC staff, training for State clearinghouse specialists, courses in the investigation of child sexual abuse and child interviewing techniques, crime analysis, and other topics.

Assisting State and Local Efforts

NCMEC serves a central function in developing broad-based cooperation among State and local, public and private agencies responding to the problems of missing and exploited children. To build the national cooperation needed, NCMEC, State missing child clearinghouses, and local non-profit missing child organizations (NPO's) remain in touch with each other.

NCMEC works with a network of clearinghouses in 42 States, the District of Columbia, and Canada. Other states are considering establishing clearinghouses, and NCMEC seeks to assist them in advancing implementation. During Fiscal Year 1992, efforts were made to link activities of NCMEC and the clearinghouses more closely through use of more advanced communications.

Computer hardware, software, and technical assistance have been provided to State clearinghouses, and NCMEC now uses Compuserve to provide full electronic bulletin board capability so that case information can be shared quickly. By the close of Fiscal Year 1992, NCMEC trained and installed equipment in 24 of the 43 clearinghouses, and made plans to assist the remainder. NCMEC also maintains systematic telephone contact with each clearinghouse, attends conferences sponsored by regional coalitions of clearinghouses, and

provides training to clearinghouse personnel.

Numerous nonprofit organizations (NPO's) are active in providing a range of valuable services to missing children and their families. NCMEC maintains regular contact with a network of 32 NPO's in the U.S. that meet established criteria. Other links with international missing child organizations have been established. Information on the services provided by NPO's in their local areas is maintained.

NCMEC participated in the OJJDP-sponsored national conference held in Washington, D.C., November 3-5, 1991, attended by 65 representatives of NPO's and State clearinghouses. Networking among all missing children organizations was enhanced through this experience and efforts were made throughout the year to enhance cooperation and coordination on behalf of missing and exploited children at Federal, State, and local levels.

Photo and Information Dissemination

Placing photos of missing children on flyers, posters, and mass mailings has proven to be a key factor leading to the recovery of children and the apprehension of abductors. To assist in the dissemination of photos to the general public, NCMEC utilizes a network of private sector photo partners. At the close of Fiscal Year 1992, 363 businesses and organizations and 30 Federal agencies were actively distributing photos. Seventy-three new partners had been added.

NCMEC continues to make advances in the "age progression" of missing child photos. Using a combination of photo analysis, computer-imaging technology, and art, photographs of children missing for a length

of time are updated to show how the child might now look. A review panel analyzes and assigns priority to cases, determining which long-term case investigations will benefit most from this process. During Fiscal Year 1992, photos of 49 missing children were age-progressed. NCMEC doubled its age progression capability in Fiscal Year 1992 in order to step up production.

NCMEC distributes thousands of pamphlets and monographs to advise the general public. Flyers such as *Just in Case: Parental Guidelines In Case Your Child Might Some-day Be Missing* are distributed continually to hotline callers and are made available for conferences, public meetings, and training sessions. Other publications such as the new brochure *For Law Enforcement Professionals: Services and Publications Available to America's Law Enforcement Community*, advise professionals who might be confronting the unique aspects of missing child cases for the first time. During Fiscal Year 1992, NCMEC also produced three new installments of its "Case in Point" series, which presents case histories of convicted child molesters and abductors in an effort to help professionals better understand what motivates these crimes.

NCMEC informs families of recovered children regarding available services including free transportation provided to the child or family to the site of a reunification. During Fiscal Year 1992, NCMEC directed numerous families to providers of these services. A total of 116 families received free transportation during the fiscal year, as provided by American Airlines and Greyhound Bus Lines.

New Initiatives

Project ALERT. In Fiscal Year 1992, NCMEC launched an innovative national effort to make use of the vast, largely untapped resource represented by retired police officers in the search for missing children. By recruiting and training these professionals, NCMEC can provide a local investigating agency with access to a national network of consultants, many of whom already have expert skills.

Project ALERT consultants will be able to step in at a moment's notice to assist local case investigators at their request, as well as help to raise community awareness and promote efforts to prevent abductions. Aside from reimbursements for some travel and expenses, the consultants will serve without pay. Twelve of the Nation's largest law enforcement associations have endorsed the program and pledged to participate. NCMEC and PAS have developed a 40-hour training course to be provided to all ALERT volunteers at the National Training Center and scheduled the first session for early Fiscal Year 1993.

The Missing Child ALERT. Time is critical in solving cases of missing children. Law enforcement officials know that the chances of recovery diminish significantly if a child is not found within 48 hours. A new media partnership forged in Fiscal Year 1992 will help to broadcast bulletins of missing children as quickly as possible after law enforcement agencies launch a search. Fox Broadcasting Company will produce and air spots showing the children and conveying descriptive information about the abduction during the program "America's Most Wanted." Upon receiving calls related to the bulletins, Fox will advise agencies of the help available through NCMEC.

RESEARCH PROJECTS

Summaries from OJJDP-funded research reports are here provided in compliance with the JJDP Act Section 404(a)(5)(H), while other research projects newly underway are described under "Funded Projects." A summary of the Congressionally-mandated Obstacles to the Recovery and Return of Parentally Abducted Children study is included in the chapter 2, "Congressionally Mandated Reports."

OJJDP expects to publish reports from a number of research studies on missing children during Fiscal Year 1993. Research efforts will continue to expand in the future as OJJDP builds on prior efforts such as the National Incidence Study of Missing, Abducted, Runaway, and Throwaway Children (NISMART) and initiates new projects as described in the Comprehensive Plan.

■ PSYCHOLOGICAL CONSEQUENCES, FAMILIES OF MISSING CHILDREN

Researchers at the University of California's Center for the Study of Trauma conducted a four-year research project to examine the psychological impact of missing child events on families, the services they received, and the perceived helpfulness of those services. The study addressed all categories of missing children.

In-home interviews were conducted with 280 families at periods ranging from one month post-disappearance to eight months post-disappearance. The sample included groups touched by the following events: child missing due to nonfamily abduction (41 cases), child missing due to family abduction (104) cases, and child missing as

a runaway (104 cases). Also interviewed for comparison purposes were 31 families who lost a child to sudden infant death syndrome.

Through detailed interviewing and use of psychological measurement instruments, researchers sought data on the families' experiences, types and levels of emotional distress, coping behaviors, and utilization of intervention and support services during the period of disappearance. The final project report, to be published in Fiscal Year 1993, reveals the following selected findings.

- The intense distress experienced by families of missing children persists over periods of time and even after child recovery. Their levels of emotional distress are equal to or exceed levels experienced by those exposed to other traumas such as assault, rape, or combat. The distress caused by the loss of an infant is especially pronounced.
- The potential for child homicide as a consequence of nonfamily abductions is extremely high. The overwhelming majority of the families in these cases, however, do not receive any mental health support or social services, and receive only limited extended family support.
- Families of missing children as a rule rely most heavily on law enforcement personnel for information, support, and intervention when a child is missing. Three-fifths of the families affected by nonfamily child abduction rated law enforcement recovery efforts as highly

competent. Perceptions of law enforcement competence varied across the categories.

- Siblings of missing children experience severe stress equal to or higher than that experienced by their parents but appear to be isolated or forgotten by adults, who focus their energies and thoughts on the recovery of the missing child.
- Almost four-fifths of this sample of families of missing children did not receive mental health, counseling, or missing child center support services.
- Families of missing children overwhelmingly express a desire for information and support services over the length of the child's disappearance from missing child centers, a more positive relationship with law enforcement professionals assigned to their cases, and help from mental health professionals and social service personnel who understand the unique characteristics of their situation.

The project report recommends that more specific attention be paid to the various subcategories of missing children such as infant abductions.

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University of California
San Francisco Campus
Center for the Study of Trauma
655 Redwood Highway #251
Mill Valley, CA 94941-3411
(415) 388-0665

OJJDP Program Manager:

Eric Peterson

NATIONAL STUDY OF LAW ENFORCEMENT POLICIES AND PRACTICES REGARDING MISSING CHILDREN AND HOMELESS YOUTH

This project conducted by the Research Triangle Institute and the URSA Institute studied police responses to missing children and homeless youth, the factors associated with these responses, and parent or caretaker satisfaction with the police handling of such cases. The study relied upon three major sources of data: a mail survey of over 750 law enforcement agencies throughout the country, interviews of law enforcement personnel at selected sites, and interviews of 960 parents or caretakers who had reported a child missing in six metropolitan areas as well as 378 previously "missing" children. The full report of the findings provides detailed information on characteristics of the missing children, and the children's experiences during the period away from home. Publication of the executive summary by the Juvenile Justice Clearinghouse will be forthcoming. Selected highlights are provided below.

Runaways

Most missing child cases found in police records involved runaways. Based on interviews with parents or caretakers of 667 runaways: approximately two-thirds of the runaways were 14 years of age or older, most were girls (59 percent), most came from families that were or had been broken, most initially ran to a friend's or relative's home (66 percent), nearly half returned home within a day or two, and approximately half had previous experience as a runaway. Higher rates of victimization and sexual exploitation of the runaways was seen among those runaways who were under age 13, white (compared to black youth), traveling 10 or more miles away from home, lacking a secure place to stay,

and previously runaways on six or more occasions.

Though parents tended to see their runaway child as in serious danger, the police generally viewed the runaway's risk as minimal, unless the child was especially young. Typically, very young children under age 8 were considered at risk of harm in the absence of adult supervision. Officers specially assigned to cover juveniles or missing persons were more likely to aggressively pursue the recovery of the child. This was in large part due to limited resources and the fact that most runaways returned home on their own without police intervention.

Police officers cited several obstacles to successful handling of these cases. The age, independence, and mobility of the youth was cited as important obstacles by 72 percent of the police departments. Three obstacles to the investigation were chosen by more than half of the departments: uncertainty as to whether the child was voluntarily absent; inadequate information to locate the child outside the respective jurisdiction; and lack of criminal offense to investigate. Four out of ten police departments said their legal inability to detain runaways for a sufficient period of time was an obstacle. Police also reported problems with obtaining relevant information from social services. Many shelters have a policy of not telling anyone, including police, that a youngster has arrived at the shelter for the first day or two. The police viewed this as unnecessarily extending their search for the youth.

The study results suggest several possible areas of improvements. First, risk assessment should not be based solely on the age of the child, but also other circumstances of the case. Second, those youth

who repeatedly runaway should be considered at risk, rather than more able to take care of themselves. Third, police should consider thoroughly interviewing repeaters as to why they run, where they go, and what they do when they run. Fourth, the police survey data and parent interviews suggested that vigorous, proactive attempts to locate and return runaways is associated with quicker recovery, which reduces the youth's exposure to risk. Fifth, establishment of adequate shelters with effective outreach to encourage youth to use shelters would also ameliorate the negative consequences of running away.

Family Abductions

Police become involved in only a small percentage of all family abductions, as most cases are referred to the family court, district attorney, or social service agencies. The researchers found that very few reports of family abductions were actually maintained in the police files, and perhaps these had features leading police to identify them as more appropriate for investigation. Of the 58 police case files reviewed, most of the children were very young (under age 5) and the behavior of the abducting parent was quite serious.

A significant potential for conflict was noted between the police and the reporting parent. Parents view their child as being at medium to high risk, while police generally view family abductions as low risk. Reporting parents expect police to locate and return the child and proceed to punish the offender, while police generally view family abductions as a noncriminal matter more suitable for referral to the civil courts and social services.

The large majority of the police departments selected as obstacles to investigation of

family abductions the following: difficulty in verifying custody; present statutes on child custody; and lack of family cooperation. Police in most jurisdictions visited thought local district attorneys were reluctant to prosecute family abductions. The police said they would like to see more aggressive action on the part of the district attorneys; ideally, they would like the district attorneys to handle investigations of these cases. Under the current procedures, the police felt they were being used as an adjunct of the civil court simply to locate and return these children, and were not serving in their law enforcement capacity.

Under the existing circumstances, the researchers concluded that it is probably not appropriate to substantially expand the police role in family abductions. Other legal and institutional responses are probably more important first steps in most jurisdictions.

Nonfamily Abductions

Nonfamily abductions are the rarest and generally most serious missing children casetype. In this study, parent interviews were completed in only 11 cases of nonfamily abductions. Among this very small sample of cases, most of the children were young, most of the perpetrators were known to the child or the parents, most of the victims were missing for less than a day, nearly all of the victims were forcibly moved during the episode, and four of the five female victims were sexually abused. Police and parents view nonfamily abductions similarly. The child is considered to be exposed to high risk and should be returned to the family as soon as possible. The perpetrator is subject to criminal charges and the investigation should lead to apprehension of the offender.

Ninety percent of the police departments indicated that major obstacles faced in conducting successful investigations of nonfamily abductions included difficulties in securing witnesses, obtaining physical evidence, and classifying the case. Less than half of the departments noted as obstacles competition with other departmental priorities and the lack of cooperation from other police departments or from the family.

Even though police have limited resources to investigate cases of missing children and runaways, nonfamily abductions are a high priority. Police respond very aggressively in these investigations, especially in cases of stereotypical kidnapping. The researchers concluded that the police need no advice about responding to nonfamily abductions.

Grantees:

Research Triangle Institute
P.O. Box 12194
Research Triangle Park, NC 27709-2194
(919) 541-6403

OJJDP Program Manager:

Pamela Cammarata

■ REUNIFICATION OF MISSING CHILDREN

Most families of missing children who are recovered are reunited with their children without the benefit of on-site psychological or social service assistance of any kind. To examine this issue and develop appropriate training and technical assistance, OJJDP funded the Reunification of Missing Children research project. A final project report will be published in Fiscal Year 1993.

During the assessment stage, researchers reviewed over 4,020 cases supplied by NCMEC of missing children reunited with their families in 1987. Telephone interviews were conducted with a stratified sample of 65 families. The project also reviewed relevant literature, assessed existing reunification programs, and interviewed justice professionals. Selected findings from the project include:

- Missing child clearinghouses do not have enough information or programs available to assist in reunifications.
- Reunification meetings are extremely brief (less than 30 minutes), and take place usually without the involvement of mental health professionals.
- Police officers are the most common nonfamily member present at reunifications. They lack training and technical support.

In regard to its analysis of missing child cases, the project found:

- Family-abduction children were missing much longer than either nonfamily abductions or runaway children.
- A majority (55 percent) of family-abducted children are reunited within one

year. Thirty-seven percent of family-abducted children are home within 90 days.

- Among nonfamily-abducted children recovered alive, 96 percent are home within one year.

Based on the above findings, the project developed a training program consisting of a three-day instructional program, a 250-page training manual, and a 25-minute film on the reunification process. The project recommends the development of multi-agency community teams and has implemented training in five metropolitan areas. The project further recommends providing the training in regional workshops in large urban areas and supplying technical assistance in less populated areas by phone through NCMEC.

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COMPREHENSIVE PLAN FOR FISCAL YEAR 1993

In Fiscal Year 1993, OJJDP, through the Missing Children's Program, will continue to pursue an ambitious agenda to improve efforts on behalf of missing children. The Comprehensive Plan for Fiscal Year 1993 includes efforts to build on prior and ongoing OJJDP projects as well as implement a number of new initiatives. The comprehensive plan includes research, program development, and training and technical assistance efforts.

Research

A major effort will begin in Fiscal Year 1993 to build upon the first National Incidence Study of Missing, Abducted, Runaway, and Throwaway Children (NISMART). This follow-on effort, NISMART II, will examine five populations of children to understand better the extent, nature, and trends in the numbers of missing, abducted, runaway, and throwaway youth; the characteristics of the events; and the risk factors associated with these problems. Additional types of incidents, such as children physically or sexually assaulted by nonfamily members, may be examined.

Case investigation and prosecution will be the focus of two research projects. A project to develop better ways for local law enforcement to solve missing child homicide cases will be carried out. Following analysis of specific cases, an investigative guide, training course and technical assistance program for State and local law enforcement will be developed. Another project will examine how private investigators can be most effectively employed in parental abduction cases.

The response of the criminal justice system to parental abduction cases will be thoroughly examined through a research project. The study will assess parental-abduction-case processing and decision-making in the justice system. Another research project examines the unique challenges presented by cases of international abduction. Continuation is planned for projects exploring the early identification of risk factors in family abductions and increasing understanding of child sexual exploitation. A variety of field-initiated programs examining key issues and innovative approaches to the dilemma of missing children is expected to be funded.

Program Development

In concert with the Office for Victims of Crime and the FBI, OJJDP will begin in Fiscal Year 1993 to develop a model multiagency task force capable of responding efficiently to cases of child sexual exploitation. The approach of the program is expected to unite efforts of Federal, State, and local investigators and prosecutors to target the problems of child pornography and juvenile prostitution.

OJJDP will fund the creation of a missing and exploited children data archive during Fiscal Year 1993. The archive will be designed to disseminate case information more widely.

To prevent sexual exploitation in child-serving agencies, OJJDP will continue to examine employment screening procedures. Effective programs that conduct criminal records checks and other screening tech-

niques are sought and examined. The project will produce recommendations for a model screening program to be used by State and local agencies.

OJJDP will continue to develop coordinated, cooperative procedures for local management of missing child cases at various sites through support of the Missing and Exploited Children Comprehensive Action Program (M/CAP).

Training and Technical Assistance

OJJDP's efforts through the National Center for Missing and Exploited Children will remain its major training and technical assistance initiative in Fiscal Year 1993. In addition, development of other missing child agencies, both public and private, will continue through a program of training and technical assistance delivery and grants to support new or enhanced services at the State and local levels.

A range of new efforts should result in greater and more accessible resources for professionals concerned with missing children. Future project efforts are expected to include:

- A manual on the prosecution of child pornography cases.
- Training videos on basic techniques for the investigation of missing, exploited, and abused child cases.
- A resource guide to available services and compensation for victims and their families.
- Development of training and technical assistance materials based on the Reunification of Missing Children project.
- A manual to assist communities in solving the problem of juvenile prostitution.
- A monograph on the impact of abduction on child victims and their families.
- A training monograph and video depicting case studies and interviews of parents who abducted their children.
- Several project reports from prior research efforts will be published during Fiscal Year 1993.

FUNDED PROJECTS

■ ACCESS TO NATIONAL LAW ENFORCEMENT TELECOMMUNICATIONS SYSTEM (NCIC)

This project provided the National Center for Missing and Exploited Children (NCMEC) with access to the National Crime Information Center (NCIC) data system to validate missing children entries; check and confirm Unlawful Flight to Avoid Prosecu-

tion (UFAP) warrants; and provide important information messages to national law enforcement agencies on missing children issues through the File 20 message outlet. NCMEC now has two NCIC terminals and checks all cases against NCIC data. In Fiscal Year 1992, NCMEC made over 12,000 checks.

Grantee:

U.S. Department of Justice
Washington, DC 20530
(202) 514-5736

OJJDP Program Manager:

Robert O. Heck

**■ ADDITIONAL ANALYSIS OF
NATIONAL INCIDENCE STUDY OF MISSING,
ABDUCTED, RUNAWAY, AND THROWNAWAY
(NISMART) CHILDREN**

This project will conduct additional analysis of NISMART data to increase knowledge and understanding about runaway and thrownaway youth and their families. The analysis will consider the following issues: (1) implications of definitions of runaways and thrownaways chosen by NISMART for numbers and incidence rates, (2) implications of variations in time elapsed between runaway/thrownaway episodes and interviews during which data was collected, (3) factors in family structure and relationships as well as other factors associated with high incidence rates, and (4) risk and protective factors associated with each type of episode.

The project will also accomplish three additional objectives: to disseminate information to a broad range of interested organizations and individuals, to create a mechanism to make the data base more useful, and to develop questions to be considered in planning NISMART II.

Grantee:

National Network of Runaway
and Youth Services
1319 F Street NW., Suite 401
Washington, DC 20004
(202) 783-7949

OJJDP Program Manager:

Pamela Cammarata

**■ EFFECTIVE SCREENING OF CHILD-CARE
AND YOUTH-SERVICE WORKERS**

This project will identify various practices used to screen child care and juvenile service workers and examine the effectiveness of these various practices. The project will be conducted in three phases. In the first phase, the American Bar Association (ABA) will conduct a national survey of child-serving agencies, organizations, and institutions to produce a directory of child-serving agencies. This directory will serve as a frame for an in-depth survey of screening practices. The second phase of the project will be a survey to determine the nature of screening practices and the settings in which they are used. The third phase will identify the setting most appropriate for each screening approach. In Fiscal Year 1992, the project's advisory board met, and a legal analysis and literature review were begun.

Grantee:

American Bar Association
Controller Department
750 North Lake Shore Drive
Chicago, IL 60611
(202) 331-2250

OJJDP Program Manager:

Jeffrey Slowikowski

■ **FAMILY, NONFAMILY ABDUCTIONS
AND OTHER MISSING CHILDREN:
ADDITIONAL ANALYSIS AND
DISSEMINATION OF NISMART DATA**

This project will analyze the rich data of the NISMART study to answer three important policy-related questions: (1) what are the characteristics of the children who are at highest risk for abduction and other missing child episodes; (2) what are the early signs of the most serious and harmful episodes; and (3) what inhibits parents from contacting police about episodes. The project will also improve the dissemination of NISMART findings, enhance the usability of the NISMART data, and contribute conceptual, definitional, and methodological refinements to plans for future incidence studies. In Fiscal Year 1992, the grantee began configuring the data files for specified analysis and produced detailed descriptions of the analyses to be conducted.

Grantee:

University of New Hampshire
Family Research Laboratory
Durham, NH 03824
(603) 862-2761

OJJDP Program Manager:

Joseph Moone

■ **GRANTS AND COOPERATIVE AGREEMENTS
TO SUPPORT PUBLIC OR PRIVATE NONPROFIT
MISSING CHILDREN'S SERVICE AGENCIES**

OJJDP assists nonprofit and public agencies concerned with the plight of missing children through a program of grants available to public and private agencies. The grants support the implementation of new or enhanced services such as educating the general public, assisting missing chil-

dren and their families after their recovery, conducting prevention efforts, and other activities. Nine organizations received funding during Fiscal Year 1992 under this program.

Grantees:

Child Find of America, Inc.
7 Innis Avenue, Box 277
New Paltz, NY 12561
(202) 307-0598

Counseling Service of Addison County
89 Main Street
Middlebury, VT 05753
(802) 388-6751

D.C. Center for Child Protection and Family
714 G Street SE.
Washington, DC 20003
(202) 544-3144

Exploited Children's Help Organization
720 W. Jefferson Street
Louisville, KY 40202
(502) 585-3246

Find The Children
11811 West Olympic Boulevard
Los Angeles, CA 90064
(310) 477-6721

Our Town Family Center
P.O. Box 26665
Tucson, AZ 85726
(602) 323-1708

Paul and Lisa, Inc.
P.O. Box 348
70 Essex Street
Westbrook, CT 06498
(203) 399-5338

South Bay Community Services
315 Fourth Avenue, Suite E
Chula Vista, CA 91910
(619) 420-3620

Vanished Children's Alliance
1407 Parkmoor Avenue, Suite 200
San José, CA 95126
(408) 971-4822

OJJDP Program Manager:

Robert J. Lewis

**■ INVESTIGATION AND PROSECUTION
OF PARENTAL ABDUCTION CASES**

This project is intended to improve the skills and effectiveness of local prosecutors and investigators handling cases involving noncustodial parents who abduct their children, by identifying the legal and social issues in these cases, analyzing and summarizing existing research in this area, and educating local prosecutors and law enforcement agencies concerning these cases. The project organized and conducted the second national conference on investigation and prosecution of parental abduction and prepared the *Investigation and Prosecution of Parental Abduction Handbook*.

Grantee:

American Prosecutors Research Institute
1033 North Fairfax Street, Suite 200
Alexandria, VA 22314
(703) 549-4253

OJJDP Program Manager:

Peter Freivalds

■ MISSING ALZHEIMER'S ALERT PROGRAM

This project will support the establishment of a national program to facilitate the iden-

tification and safe return of missing persons afflicted with Alzheimer's Disease (AD) and related disorders. A common behavior among persons afflicted with AD is wandering. In the early stages of Alzheimer's disease, patients can lose their way along familiar routes because the disease affects their ability to recognize landmarks and remember street names. In later stages, patients may wander away from their caregivers and walk about aimlessly without regard for their health and safety.

The program supported by this project will include (1) a central registry of computerized information on memory-impaired persons and a national toll-free telephone line to access the registry, (2) an identification system using ID jewelry and clothing labels, purchased and distributed through a central service, and (3) educational materials for use and distribution by participating chapters of the Alzheimer's Disease and Related Disorders Association.

In Fiscal Year 1992, the program's coordinating committee met, a project director was hired, and specifications for the central registry were developed. Also, 65 chapters of the Association made use of a police training video produced by the Association.

Grantee:

Alzheimers Disease and Related Disorders Association
919 N. Michigan Avenue, Suite 1000
Chicago, IL 60611
(312) 355-5757

OJJDP Program Manager:

Robert J. Lewis

■ **MISSING AND EXPLOITED CHILDREN
COMPREHENSIVE ACTION PROGRAM
(M/CAP)**

This project helps local jurisdictions develop a Missing and Exploited Children Comprehensive Action Program (M/CAP) for establishing community-based, multiagency, multidiscipline, case and services management programs for missing and exploited children and their families. The grantee provides specialized training and technical assistance to local sites for up to three years. The assistance concerns such elements as guidelines for reporting and investigating cases of missing and exploited children; training juvenile service agencies in awareness of abduction and exploitation; policies, procedures, and practices for making background checks on prospective child-service workers; court practices that promote exchange of information between different agencies; constitutionally valid ways to alleviate the trauma of court proceedings for children; and school policies for identifying school transfer records that may conceal abducted children.

In Fiscal Year 1992, two sites were trained in the M/CAP process. Four sites are now developing the M/CAP process in their jurisdictions. Three additional sites have been assessed for possible inclusion in the national program.

Grantee:
Public Administration Service
8301 Greensboro Drive, Suite 420
McLean, VA 22102
(703) 734-8970

OJJDP Program Manager:
Robert O. Heck

■ **MISSING CHILDREN FIELD-INITIATED
PROGRAM (METRO-DADE)**

This project will enable the grantee to develop and implement an innovative prevention and education program aimed at reducing the incidence of missing and exploited children. The grantee will conduct a countywide public information and education campaign promoting community awareness of the problem of runaway, thrownaway, and displaced children; encouraging intervention and the provision of services to at-risk children and their families; and encouraging at-risk children and their families to seek needed services. Specific tasks to be accomplished include producing and distributing information cards, campaign posters, and six public service announcements for television.

Grantee:

Metro Dade County
111 NW. 1st Street, Suite 2620
Miami, FL 33128
(305) 372-7800

OJJDP Program Manager:
Robert J. Lewis

■ **MISSING CHILDREN FIELD-INITIATED
PROGRAM (MONTANA)**

This project will enable the grantee to provide assistance to local communities in addressing the problem of missing, exploited, abused, and neglected children. The grantee will produce a draft Prevention Services Resource Guide and sponsor three regional coordinator's meetings for the statewide Prevention Assistance Team.

Grantee:

Montana Board of Crime Control
303 North Roberts
Helena, MT 59620
(406) 444-3604

OJJDP Program Manager:

Robert J. Lewis

**■ MISSING CHILDREN PROGRAM TO
INCREASE UNDERSTANDING OF
CHILD SEXUAL EXPLOITATION**

The goal of this project is to learn more about the missing children problem as it relates to (1) children who become the victims of sexual exploitation, including prostitution and pornography; (2) the precipitating circumstances surrounding their path to this problem; and (3) the response of the law enforcement, social welfare, and judicial systems to this serious and growing problem.

To that end, the grantee will conduct a review of the relevant literature; a survey of as many as 300 persons in the criminal justice, juvenile justice, social service systems, and youth-serving agencies, to explore obstacles and impediments to investigation, prosecution, and service delivery; a review of Federal and State laws and pertinent case law used in the prosecution and punishment of those who sexually exploit children; a detailed study of 400 cases of exploited youth in four jurisdictions; and a secondary analysis of 2,000 cases of child sexual abuse comparing those cases that involve sexual exploitation with those that do not.

Products will include an assessment report summarizing the results of the literature review, legal analysis, and other activities, and a final report presenting the findings, conclusions, and recommendations for solutions and for future research.

Grantee:

Education Development Center, Inc.
55 Chapel Street
Newton, MA 02160
(617) 969-7100

OJJDP Program Manager:

Jeffrey Slowikowski

**■ OVERCOMING CONFIDENTIALITY
BARRIERS TO THE RECOVERY AND
RETURN OF MISSING CHILDREN**

This project will address the problems related to confidentiality records faced by law enforcement in locating missing children. In the search, it is at times critical to have access to agency records and other information maintained by professionals. This project will identify the barriers to obtaining these records and suggest ways in which these barriers may be overcome. The project goals will be achieved by: (1) examining Federal and State confidentiality laws and court rules that may prevent or restrict access to this information, (2) identifying court decisions and agency policies and practices addressing this issue, (3) studying codes of professional ethics that affect the release of records and other information, and (4) suggesting mechanisms through which access could be provided to help locate missing children. The project

will determine the various types of information, agencies, and professionals that can help locate missing children. A draft guide for using agency records will be developed and reviewed during an invitational symposium.

Grantee:

American Bar Association Fund
for Justice and Education
750 North Lake Shore Drive
Chicago, IL 60611
(202) 331-2250

OJJDP Project Manager:

Pamela Cammarata

**■ PLANNING OF SECOND
NATIONAL INCIDENCE STUDY OF
MISSING, ABDUCTED, RUNAWAY, AND
THROWNAWAY CHILDREN (NISMART II)**

This planning grant will assist OJJDP in conducting periodic national studies of the incidence of missing and abducted children, as mandated by the JJDP Act. The grant has three major goals: (1) build upon and improve NISMART I, ensuring comparability of key data necessary to measure changes from initial estimates, (2) begin to develop a broad-based consensus on how NISMART research can contribute to the information needs of policymakers, practitioners, and others concerned with missing children, (3) provide specific plans for NISMART II and long-term recommendations for future studies.

Specific activities to be undertaken include two board meetings, a detailed assessment and critique of NISMART I, a survey of key informants to identify the various information needs of NISMART constituencies, a planning symposium, an examination of

new data sources to augment or replace NISMART components, and methodological studies to develop and test new approaches, as needed.

Grantee:

Research Triangle Institute
3040 Cornwallis Road
P.O. Box 121
Durham, NC 27709
(919) 541-6452

OJJDP Program Manager:

Pamela Cammarata

**■ PREVENTION OF PARENT OR
FAMILY ABDUCTION OF CHILDREN THROUGH
EARLY IDENTIFICATION OF RISK FACTORS**

This project will identify the circumstances that are likely to precipitate the abduction of a child by a parent or other family member and will identify and document effective prevention and intervention strategies. The project strategy comprises three stages: (1) identify risk factors, (2) examine preventive interventions, and (3) develop training and dissemination. The training will be designed to enable targeted professionals to identify parents who are at risk of abducting their child.

Most of the data collection will be done by the Center for the Family in Transition in California. Products will be available at the end of the project. In addition to a final report, this project will produce a training curriculum for early identification of at-risk parents and for the development of prevention strategies for judges, attorneys, court social workers, and other authorities who come in contact with potential abductors (those with high-risk profiles).

Grantee:

American Bar Association
Controller Department
750 North Lake Shore Drive
Chicago, IL 60611
(202) 331-2667

OJJDP Program Manager:

Eric Peterson

■ PROVIDE AUTOMATED LEGAL RESEARCH SERVICES FOR FISCAL YEAR 1992 TO NCMEC

This project provides a responsive legal and statutory research service to the National Center for Missing and Exploited Children (NCMEC) to assist NCMEC in providing technical assistance to callers seeking legal information. The products of the service are made available to callers and used in publications produced by NCMEC that require legal and statutory references. In Fiscal Year 1992, the project provided 30 hours of service in response to 600 requests for legal information.

Grantee:

U.S. Department of Justice
Washington, DC 20530
(202) 514-5736

OJJDP Program Manager:

Robert O. Heck

■ SERIAL CHILD ABDUCTORS WHO HAVE MURDERED AND KIDNAPPERS OF NEWBORNS

This project produces instructive case histories of abductors who have murdered and abductors of newborns. The completed

case histories will be collectively examined by the FBI, the National Center for Missing and Exploited Children (NCMEC), and OJJDP and incorporated into NCMEC and OJJDP training programs as instructional commentaries and training modules. Up to 40 case histories will be produced.

The case histories make use of interviews with abductor killers, abductors of newborns, the victimized families, and hospitals staffs. An FBI protocol for interviewing serial killers, serial rapists, and abductors has been adapted with the assistance of the Pennsylvania School of Nursing for use by this project. The interviews are conducted by FBI agents and Pennsylvania School of Nursing professionals. NCMEC edits the submitted protocols into an instructive commentary format and provides the printing and mailing distribution.

Four serial case histories of child abductor/killers have been completed. Twenty case histories of newborns abducted from hospitals will be completed in December 1992. The case histories are available as installments of NCMEC's "Case In Point" series.

Grantee:

FBI Academy
Quantico, VA 22135
(703) 640-1127

OJJDP Program Manager:

Robert O. Heck

■ STATE CLEARINGHOUSE TECHNICAL ASSISTANCE

This project provides training and technical assistance to State clearinghouses for information on missing and exploited chil-

dren. As part of this project, the National Center for Missing and Exploited Children (NCMEC) has established a computer bulletin board for use by State clearinghouses. NCMEC also has exchanged 500 technical assistance calls with State clearinghouses regarding missing children issues. Copies of 211 posters of missing children have been distributed to the State clearinghouses, and 20 State clearinghouses have been trained and provided with hardware and software that allows them to share NCMEC data-base information. Over 7,000 publications have been provided to State clearinghouses.

Grantee:

National Center for Missing
and Exploited Children

2101 Wilson Boulevard, Suite 550
Arlington, VA 22201
(703) 235-3900

OJJDP Program Manager:

Robert O. Heck

■ **TESTING INCIDENT-BASED REPORTING
SYSTEMS FOR STUDYING CHILD ABDUCTIONS**

This project has as its main goal the evaluation of the FBI's National Incident-Based Reporting System (NIBRS) for use in studying nonfamily child abductions. More specifically, this project will examine the feasibility of using NIBRS to study the incidence of attempted and completed nonfamily child abductions and related child victimizations; determine the validity of estimates derived from NIBRS; if the estimation potential of NIBRS is established, develop a plan and methodology for routine use of such estimates; and cooperate with other OJJDP initiatives in the areas of child abduction and child exploitation.

To achieve these goals, the grantee has determined the following specific objectives: (1) develop and refine existing NISMART definitions of nonfamily abductions for use with NIBRS data; (2) conduct pilot studies of NIBR systems in up to five jurisdictions; (3) compare the level of detail in state and local data sets with the detail in the FBI standards; (4) recommend a technical methodology for the estimation and study of nonfamily child abductions; (5) suggest modifications to NISMART and/or NIBRS to increase their usefulness in this area; and (6) cooperate with the Planning of NISMART II, the Program to Increase Understanding of Child Exploitation, and the Juvenile Justice Statistics and Systems Development program.

Grantees:

Research Triangle Institute
P.O. Box 12194
Research Triangle Park, NC 27709-2194
(919) 541-6403

National Center for Juvenile Justice
701 Forbes Avenue
Pittsburgh, PA 15219
(412) 227-6950

OJJDP Program Manager:

Joseph Moone

■ **TRAINING AND TECHNICAL ASSISTANCE FOR
NONPROFIT MISSING AND EXPLOITED
CHILDREN'S ORGANIZATIONS**

This project provides training and technical assistance to private nonprofit agencies and other organizations to improve their efforts to prevent abduction and exploitation of children, assist in the recovery of children, and provide services to child victims and their families. The project will assess exist-

ing services and training needs of such organizations, develop a training curriculum and technical assistance plan to fulfill those needs, and offer the training and assistance through four regional workshops, supported by dissemination of additional related materials. The needs assessment has been completed and development of the curriculum and technical assistance plan is underway.

The National Victim Center is the principal grantee for this project and will work in cooperation with the National Committee for Prevention of Child Abuse and the Medical University of South Carolina's Crime Victims Research and Treatment Center.

Grantee:

National Victim Center
309 West 7th Street, Suite 705
Fort Worth, TX 76102
(817) 877-3355

OJJDP Program Manager:

Robert J. Lewis

CHAPTER EIGHT

INFORMATION DISSEMINATION

Mission Statement

The mission of the Information Dissemination Unit is to increase juvenile justice and delinquency prevention program knowledge through information dissemination in support of the juvenile justice community's efforts to implement programs to prevent, treat, and control juvenile delinquency.

As directed by the Juvenile Justice and Delinquency Prevention Act of 1974, OJJDP provides a clearinghouse function for the preparation, publication, and dissemination of information on juvenile delinquency and missing children. Such infor-

mation includes State and local juvenile delinquency prevention and treatment programs and plans; availability of resources, training and educational programs; statistics; and other pertinent data and information.

FUNDED PROJECTS

■ **JUVENILE JUSTICE CLEARINGHOUSE/
NATIONAL CRIMINAL JUSTICE
REFERENCE SERVICE**

This project supports the Juvenile Justice Clearinghouse (JJC), established by OJJDP in 1979 as a component of the National Criminal Justice Reference Service (NCJRS). The JJC supports OJJDP by collecting, analyzing, synthesizing, and distributing agency publications, research

findings, statistics, and program information. The JJC offers the following services:

Reference and referral services. Maintains a toll-free 800 number staffed by juvenile justice information specialists. Responds to requests for information by distributing OJJDP publications and clearinghouse products, conducting literature searches, providing statistics and other information over the telephone, and making

referrals to additional reference sources. Operates an electronic bulletin board for obtaining current news and announcements from OJJDP and JJC.

Library Services. Obtains juvenile justice-related books, journal articles, annual reports, conference proceedings and other resource materials for placement in the NCJRS library and data base.

Distribution Services. Maintains OJJDP's document inventory and OJJDP mailing list. Distributes agency publications through targeted mailings and in response to requests.

Communication Services. Provides editorial and graphics support to OJJDP for the development of publications, promotional materials, and JJC products.

In Fiscal Year 1992, JJC responded to over 2,500 requests for juvenile justice information; acquired 1,000 juvenile justice documents for placement in the NCJRS Library; attended 15 national conferences and represented OJJDP at conference exhibitions; provided conference support to over 75 conferences, training sessions, and workshops; provided editorial and graphics support for producing over 75 OJJDP publications, brochures, program plans, JJC products, and resource materials; and distributed over 150,000 OJJDP publications.

Grantee:

Aspen Systems Corporation
1600 Research Boulevard
Rockville, MD 20850
(301) 251-5139
(800) 638-8736

OJJDP Program Manager:
Catherine Doyle

■ **JUVENILE JUSTICE RESOURCE CENTER (JJRC)**

This project provides technical assistance and support services to OJJDP, its grantees, the Coordinating Council on Juvenile Justice and Delinquency Prevention, and the Missing Children's Program. For the Coordinating Council, the contractor's Juvenile Justice Resource Center (JJRC) provides logistical support for Council meetings, assists the Council in preparing special reports, and assists member agencies in preparing Delinquency Development Statements. For the Missing Children's Program, JJRC assists in planning and conducting meetings and conferences on missing and exploited children's issues and prepares special reports. Other support to OJJDP includes evaluating OJJDP-funded projects and providing assistance to ongoing program development, training, and dissemination programs; providing technical advice and peer review of grant applications and concept papers; performing feasibility studies and preparing reports that may be used to develop plans to carry out OJJDP activities; providing speakers and resource persons at OJJDP-sponsored seminars and workshops; developing and conducting training programs; convening and assisting with conferences and workshops in support of OJJDP goals and objectives; and providing on-site technical assistance and training to OJJDP grantees and the juvenile justice and delinquency prevention community.

During Fiscal Year 1992, JJRC assisted with four meetings of the Coordinating Council on Juvenile Justice and Delinquency Prevention and assisted in peer reviews of applications for 51 programs. Thirty-two were peer review meetings, which were conducted near Washington, D.C.; 19 were mail reviews. JJRC also as-

sisted in several conferences and seminars, including the OJP/HHS Symposium on Child Sexual Abuse, the OJJDP Planning and Program Development Workshop, and the Improvement in Correctional Education for Juvenile Offenders Workshop.

Grantee:

Aspen Systems Corporation
1600 Research Boulevard
Rockville, MD 20850
(301) 251-5139
(800) 638-8736

OJJDP Program Manager:

Bonnie Halford

CHAPTER NINE

EXEMPLARY DELINQUENCY PREVENTION PROGRAMS

The JJD Act of 1974 as amended mandates that OJJDP will provide in its annual report descriptions of selected exemplary delinquency prevention programs for which assistance is provided under the Act. To enhance public recognition of exemplary programs, the Office of Juvenile Justice (OJJDP) inaugurated in 1992 a program to recognize exceptional achievements in advancing juvenile justice at the local level. In time, this mark of distinction was named the Gould-Wysinger Award in honor of James Gould and Deborah Wysinger, dedicated OJJDP professionals whose untimely deaths that year represented a tragic loss to the juvenile justice community.

★ IN MEMORIAM ★

James Gould

James E. Gould, a member of OJJDP for nearly 15 years, died on May 7, 1992, at the age of 54. He left behind his son, James E. Gould, Jr., of Falls Church, Virginia; his daughters, Kathleen Ann Stump of Kansas City, Missouri, and Janette Marie Gould of Arlington Heights, Illinois; and his sister, Catherine Keith of Petaluma, California; and many friends in the juvenile justice system. A natural leader and an expert on a variety of challenges confronting the juvenile justice system, Jim devoted his greatest energy and creative talents to juvenile corrections and detention issues. He began his career with the Wyandotte County Juvenile Court, becoming superintendent of the Juvenile Detention Center and Director of Court Services. He joined the U.S. Department of Justice through the Law Enforcement Assistance Administration in 1975. Joining the Office of Juvenile Justice and Delinquency Prevention in October 1977, Jim served as chief of the Technical Assistance Branch and assistant director of the Technical Assistance and Training Division.

Deborah Ann Wysinger

Deborah Ann Wysinger died on August 13, 1992, at the age of 41. She left behind her 11-year-old daughter Ashleigh Rae Wysinger-Lester; her sisters, Earlean Mayo, Brenda Payne, Shyrell Reed, and Linda Wysinger of Chicago, and Nettie Barnett of Flint, Michigan; her brothers, Larry, Bernard, and Breard Wysinger of Chicago; and countless friends who were touched by her life. Deborah began her career at the Circuit Court of Cook County's Juvenile Division as a social services worker. Serving with distinction for 15 years as an OJJDP program manager and State representative, she received many achievement awards for her outstanding leadership in working to fulfill the congressional mandate to reduce the disproportionate incarceration of minority youth and to improve the juvenile justice system on Indian reservations. She was also honored for spearheading many successful initiatives during her tenure as program manager for the Federal Women's Program, and she played a leadership role in the National Association of Blacks in Criminal Justice.

More than 50 nominees were recommended by their colleagues across the Nation. Priority was given to programs that promote community involvement, family strengthening, or both. The following 18 programs were designated the Gould-Wysinger Award winners for 1992:

■ **BETHESDA DAY TREATMENT PROGRAM
(WEST MILTON, PENNSYLVANIA)**

The Bethesda Day Treatment Program is an OJJDP success story. Initiated with OJJDP formula grant monies in 1983, the program is currently funded through county service contracts. Bethesda provides dependent and delinquent youth, ages 10-17, with up to 55 hours of services a week without removing them from their homes. Unique features include work experience for all clients of working age, with 75 percent of the paycheck directed towards payment of fines, costs, and restitution. Previous recognition of the calibre of this community-based program included its designation by OJJDP in 1991 as an exemplary program.

Dominic Herbst, Executive Director
Bethesda Day Treatment Program
P.O. Box 270
West Milton, PA 17886
(717) 568-1131

■ **CAMBODIAN FAMILY YOUTH PROGRAM
(SANTA ANA, CALIFORNIA)**

The Cambodian Family Youth Program offers a positive alternative to the streets for inner-city youth, ages 5-12. While the Cambodian Family project has been in operation since 1982, OJJDP began funding its youth prevention intervention program in 1990. Staff and volunteers inculcate self-esteem and life skills in elementary and intermediate school students in a commu-

nity where drugs, gangs, and crime are commonplace and 40 percent of the population is Cambodian. With modest funds, the Cambodian Youth Program provides a safe haven amidst the ghetto and is helping Cambodian children bridge the social, generational, and language gap between their ancestral and adopted nations.

Rifka Hirsch, Executive Director
The Cambodian Family
1111 East Wakeham Avenue, Suite E
Santa Ana, CA 92705
(714) 571-1966

■ **COMMUNITY INTENSIVE
SUPERVISION PROGRAM
(PITTSBURGH, PENNSYLVANIA)**

The Allegheny Court of Common Pleas inaugurated its Community Intensive Supervision Program (CISP) in 1990 to provide its Juvenile Court an alternative to institutionalization for chronic juvenile offenders. The program is partially funded by OJJDP under the Drug Control Systems Act. CISP has mobilized family and community resources to divert more than 275 serious juvenile offenders from institutionalization since its inception. While the cost of institutional treatment averages \$80 to \$165 a day, CISP's per diem is \$45. CISP staff serve as practical role models because they live or have lived in the neighborhoods they serve. The CISP Centers' emphasis on drug counseling combined with swift sanctions is demonstrated by the fact that only 2 percent of CISP participants have tested positive for marijuana or cocaine use while in the program.

Joseph Daugeradas,
Director of Court Services
Allegheny County Court of Common Pleas
Family Division, Family Court
3333 Forbes Avenue
Pittsburgh, PA 15213
(412) 578-8210

**■ COMMUNITY INTENSIVE
TREATMENT FOR YOUTH
(BIRMINGHAM, ALABAMA)**

The seed money for Community Intensive Treatment of Youth (CITY) was provided by OJJDP's predecessor, the Law Enforcement Assistance Administration (LEAA)'s Juvenile Justice section. CITY is presently funded by an amalgam of State, county, city, school, and service organizations' financial and in-kind contributions. CITY's principal purpose is to prevent the institutionalization of juvenile offenders with suspended commitments to State institutions and of youths at high risk of such commitments in the absence of effective intervention. The CITY concept has been replicated successfully in Louisiana since 1991.

George M. Phyfer, Director
Alabama Department of Youth Services
P.G. Box 66
Mount Meigs, AL 36057
(205) 260-3800

**■ THE CORNERSTONE PROJECT
(LITTLE ROCK, ARKANSAS)**

The Cornerstone Project, which began in 1987, is funded by Federal and local grants, corporate contributions, and philanthropic donations. Federal monies are provided by the Department of Health and Human Services, Office for Substance Abuse Prevention, under the Job Training Partnership Act. Cornerstone's theory is that if youth

living in gang- and drug-ridden neighborhoods feel a part of a positive place, such as the NETworks Center, they will be empowered to resist negative peer pressures. NETworks stands for Neighbors and Education Together works. The Center offers a variety of afterschool activities and service, including remedial tutoring to deter school dropouts. Evening meals are provided participants at no cost to themselves (or Cornerstone) through the generosity of Baptist Medical Systems.

Betty Lou Hamlin, Director
The Cornerstone Project, Inc.
P.O. Box 2660
Little Rock, AR 72203
(501) 664-0963

**■ COURT-APPOINTED SPECIAL ADVOCATES
(BALTIMORE, MARYLAND)**

CASA (Court-Appointed Special Advocates) of Baltimore began in 1988 through the inspiration of the University of Maryland Schools of Law and Social Work. A little more than half its funding is derived from the Maryland State Administrative Office of the Court, with the balance coming from fund-raising, foundation awards, and in-kind contributions. A 1992 expansion grant from the National CASA Association was underwritten by OJJDP. CASA provides children believed to be abused or neglected with volunteer advocates to speak on behalf of their best interests during court and social service proceedings. CASA of Baltimore's commitment to cultural diversity is reflected in the fact that 52 percent of its volunteers are persons of color, as compared to 15 percent of CASA volunteers nationwide.

Sharon Duncan-Jones, Assistant Director
CASA of Baltimore
300 Cathedral Street
Baltimore, MD 21202
(410) 547-1077

■ **DEVELOPING ALABAMA YOUTH
(ALABASTER, ALABAMA)**

Established in 1982, Developing Alabama Youth (DAY) is funded with State, county, and United Way monies. DAY is designed to reduce juvenile delinquency among at-risk youth who have been involved with the juvenile justice system for such reasons as substance abuse and chronic truancy. Sixty-five percent of DAY participants are on probation and 89 percent are using drugs or alcohol at enrollment. This comprehensive, community-based day-treatment facility for adolescents, ages 13-18, provides a community alternative to incarceration. Follow-up studies covering a year from completion of the DAY program indicates that 89 percent of DAY's participants have avoided further involvement with the juvenile justice system.

Dr. Elizabeth Morris, Director
Developing Alabama Youth
P.O. Box 1811
Alabaster, AL 35007
(205) 664-1600

■ **FAMILY TIES
(NEW YORK, NEW YORK)**

Family Ties began as a pilot project in Brooklyn in 1989. It expanded in Fiscal Year 1991 to the Bronx and Manhattan. Further expansion is anticipated. The program is underwritten by the city, with the State providing matching funds at the rate of 3-to-1. Modeled after the Homebuilders program in Tacoma, Washington, Family Ties provides an alternative to incarceration for youths, age 7-16. The program identifies the needs of each delinquent child and works to strengthen family functioning

so the child may remain at home. Family Ties' record as an effective, intensive family preservation program is evidenced by its replication in California, Kentucky, Michigan, Tennessee, and Ontario, Canada.

Kay C. Murray, Counsel
Department of Juvenile Justice
365 Broadway
New York, NY 10013
(212) 925-7779 (extension 211)

■ **GANG, DRUG, AND DROP-OUT
INTERVENTION PROGRAM
(DALLAS, TEXAS)**

Nuestro Centro (Our Center) began as a grassroots initiative when concerned citizens and community activists decided to take back their streets in 1988 by converting an abandoned fire station in a predominantly minority neighborhood into a community-run youth center. Nuestro Centro's Gang, Drug, and Drop-Out Intervention Program was inaugurated in 1991 with OJJDP funds. Participants in the afterschool program are unemployed and undereducated youth involved in drug abuse, gangs, and juvenile delinquency. A significant aspect of the program is that most counselors and volunteers live in the neighborhood. Counselors make a minimum of five home visits a week. The program reports a 90 percent success rate in deterring gang violence and drug use. Ninety-five percent of the participants are involved in educational activities, including school, G.E.D., and vocational training.

Blanca Martinez, Director
Nuestro Centro
1735 South Ewing Street
Dallas, TX 75226
(214) 948-8336

**■ GEORGE JUNIOR REPUBLIC
FAMILY THERAPY UNIT
(PITTSBURGH, PENNSYLVANIA)**

In 1983, George Junior Republic received a grant from the Pennsylvania Commission on Crime and Delinquency to establish its Family Therapy Unit. The program is presently funded through George Junior Republic's operating budget. The unit is designed to reduce the recidivism rate of juveniles placed in a residential setting and to decrease the length of time such youth must be placed outside their homes. The program has been successful with regard to each of these objectives. Prior to 1983, Allegheny County youth averaged one year in residential placement. Today, participants in the Family Therapy program average 6.3 months in placement outside their homes. Seventy-two percent of the youth discharged after active participation with their families did not recidivate for at least one year after successful completion of the Family Therapy program.

Pat J. Farrone, Director
George Junior Republic in Pennsylvania
P.O. Box 1058
Grove City, PA 16127
(412) 458-9330

**■ HOLISTIC ENVIRONMENTAL
LIFE-SKILLS PROJECT
(MARSHALL, MICHIGAN)**

At the end of 1989, a foundation grant funded the Calhoun County Juvenile Court's Holistic Environmental Life-Skills Project (HELP). Seventy-one percent of present funds come from the private sector and no federal funds are used. The project strengthens intervention strategies through computer-assisted instruction and a creative arts program for juveniles in de-

tention. HELP conducts a parent skills program for youth and families and social skills training for probationers, detainees, and their families. HELP stresses development of the whole person by providing opportunities for self-growth, improving the quality of parental involvement in the lives of their children, and expanding educational experiences.

David W. Roush, Director
Holistic Environmental Life-Skills Project
Calhoun County Juvenile Home
14555 18 1/2 Mile Road
Marshall, MI 49068
(616) 781-7221

**■ HOUSE ARREST PROGRAM
(ELKHART, INDIANA)**

The Elkhart County Court Services' House Arrest Program began in 1988. Aside from a small staffing grant from the Indiana Department of Corrections, it is funded entirely by county taxpayers. The program provides an alternative to secure detention for status offenders, delinquent offenders, and probation violators. It enables early release from detention as warranted. The House Arrest Program operates on three tiers. The movement of tier-one youth is restricted to school, employment, and family activities. Electronic surveillance is used on this level as appropriate. Tier-two juveniles are allowed free time away from home with parental permission with an age-based curfew, not to exceed 9 P.M. for the oldest. Participants in tier-three have no restrictions other than daily attendance at group meetings and other conditions imposed by the Juvenile Court and parents. Seventy-nine percent of House Arrest participants are successfully discharged. This is worth noting because 36 percent of the participants have committed felonies.

Michael P. Spangler, Director
Elkhart County Division of Court Services
315 South Second Street
Elkhart, IN 46516
(219) 523-2203

■ **JUVENILE DIVERSION PROGRAM
(PUEBLO, COLORADO)**

The Juvenile Diversion Program, which has been operating since 1979, is supported almost entirely through county funding of the District Attorney's Office. Supplemental monies are derived from program fees. The program provides an alternative to prosecution for early juvenile offenders, ensures a quick and firm response to youth crime, and helps families find and use community support services. Assessment is conducted by counselors with degrees in social science and experience with troubled youth. Offenders are placed on contracts of three months to a year, according to their offense and history. Youths over 14 years of age are assigned to community service. Program participants performed 5,586 hours of community service work and paid \$9,527.52 in restitution to their victims in 1991.

Catherine L. Wager, Director
10th Judicial District Attorney's
Juvenile Diversion Program
315 West 8th Street
Pueblo, CO 81003
(719) 546-6145

■ **MADISON COUNTY
JUVENILE COURT SERVICES
(JACKSON, TENNESSEE)**

Madison County Juvenile Court Services was established as a separate department by the Tennessee legislature in 1982. It is

funded primarily by local property taxes, with additional monies from the Job Training Partnership Act, detention fees paid by other counties, and the State (in order of decreasing support). The department's mission is to protect the community through an array of services designed to hold youth accountable and to teach responsible behavior that prevents further Juvenile Court contact. In Fiscal Year 1991/1992, 719 juvenile offenders were provided secure detention and 749 youths were assisted through post-adjudicatory services. Young people who are diverted from formal court action and their parents sign agreements specifying rules of conduct. Juvenile Court Services believes that every offense should have a penalty invoked through an array of graduated sanctions.

Barbara C. Dooley, Ph.D., Director
Madison County Juvenile Court Services
Madison County Government
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Jackson, TN 38301
(901) 423-6140

■ **NORTH DAKOTA ATTENDANT CARE SYSTEM
(BISMARCK, ND)**

Prior to the inception of the Attendant Care System in 1987, the North Dakota juvenile justice system provided arrested juveniles with the disposition options of release, county jail, or detention, which was only available in one county. Funded by OJJDP, the Attendant Care System provides an alternative at 23 sites across the State. Typically, such sites are single rooms in nonsecure public or private facilities. Care may be provided by the county or an agent authorized by the county and the court, with placements averaging 6 to 8 hours. Attendant Care is designed for juveniles who are inappropriate for shelter care be-

cause the expected supervision is expected to last only a few hours, or because the youth's behavior or condition warrants greater structure, and the suspected offense and record do not require secure confinement. In 1981, North Dakota county jails held over 1,400 pre-adjudicated youths. In 1991, using Attendant Care, that figure was less than 100.

Terry Traynor, Juvenile Justice Coordinator
North Dakota Attendant Care System
North Dakota Association of Counties
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Bismarck, ND 58502
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**■ OFFICE OF JUVENILE SYSTEM OVERSIGHT
(OKLAHOMA CITY, OKLAHOMA)**

The Office of Juvenile System Oversight (OJSO) is the investigative and monitoring arm of the Oklahoma Commission on Children and Youth, established by the State legislature in 1982. Primarily funded by the State, its legislative mandate is to "investigate and report misfeasance and malfeasance within the juvenile justice system." To ascertain the system's "effectiveness and compliance," OJSO inspects 24 State-operated facilities at least quarterly and 90 county- or privately operated institutions periodically. The Office resolves grievances that the Department of Human Services fails to resolve to the satisfaction of the complainant and investigates complaints regarding personnel practices. It is credited with significant improvements in the Oklahoma juvenile justice system in the wake of the *Terry D.* case.

Tom Kemper, Director
Oklahoma Commission on
Children and Youth
Office of Juvenile System Oversight

4545 North Lincoln, Suite 114
Oklahoma City, OK 73105
(405) 521-4016

**■ SPECIALIZED TREATMENT SERVICES
(MERCER, PENNSYLVANIA)**

Special Treatment Services (STS) began in 1985 with start-up funds provided by OJJDP through its formula grants program. It is funded currently by per diem charges under county service contracts. STS is a private, nonprofit corporation that operates a 24-hour-a-day residential program for emotionally disturbed, male juvenile delinquents, ages 13-18, at three sites in western Pennsylvania. Its primary goals are to reduce recidivism, rearrest, and reinstitutionalization. Program activities involve at least one staff person for each four participants. Placement of STS residents generally lasts from one to several years, as many participants have committed serious offenses (rape, child molestation, arson, etc.) and need intensive supervision and treatment.

Robert G. Polenick, Executive Director
Specialized Treatment Services
P.O. Box 312
Mercer, PA 16137

**■ TUSCALOOSA COUNTY JUVENILE COURT
VICTIM RESTITUTION PROGRAM
(TUSCALOOSA, ALABAMA)**

Funded by OJJDP, the Tuscaloosa County Juvenile Court Victim Restitution Program began in 1987. The primary purpose of the program is to hold juvenile offenders accountable for their crimes and to reimburse their victims. Restitution orders are employed at several stages of the court process. For first-time offenders who have

committed misdemeanor-type offenses, it may be used as a diversion from formal adjudication. Restitution may be a condition of probation for juvenile offenders who have committed felony acts of a property nature (theft, etc.). The Restitution Officer often places the youth in a private-sector job and the business community has reacted positively. When restitution has been paid in full, the juvenile may be assigned community service work to complete his or her obligation.

John E. Upchurch, Ph.D., Director
Juvenile Court Services
Tuscaloosa County Juvenile Court
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APPENDIX

FUNDING HISTORY

**OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION
FUNDING HISTORY
1975 - 1983**

(in thousands of dollars)

Budget Activity	1975	1976	1977	1978	1979	1980	1981	1982	1978
Formula Grants	10,600	29,050	47,625	63,750	63,750	63,750	61,791	43,095	43,095
State Technical Assistance	—	—	—	—	—	—	—	—	—
Special Emphasis	10,750	14,450	18,875	21,250	21,250	21,250	20,278	14,365	14,365
Institute	3,150	5,000	7,500	11,000	11,000	11,000	11,000	7,436	7,436
Technical Assistance	—	—	—	3,000	3,000	3,000	3,000	2,028	1,804
Concentration of Federal Effort	—	500	1,000	1,000	1,000	1,000	1,000	676	900
Part D: Gangs	—	—	—	—	—	—	—	—	—
Administrative	500	1,000	—	—	—	—	—	2,400	2,400
TOTAL	25,000	50,000	75,000	100,000	100,000	100,000	97,069	70,000	70,000

**OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION
FUNDING HISTORY
1984 - 1993**

(in thousands of dollars)

Budget Activity	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
Formula Grants	43,095	42,935	41,089	42,960	40,765	45,750	48,361	49,255	49,735	50,078
State Technical Assistance	—	—	—	—	—	934	987	1,005	1,015	1,022
Special Emphasis	14,365	14,311	13,696	14,220	13,589	6,362	9,123	7,445	7,471	8,500
Institute	7,436	7,726	7,394	7,731	7,336	10,311	8,501	10,504	10,654	9,750
Technical Assistance	1,804	1,804	1,726	2,000	1,580	—	—	—	—	—
Concentration of Federal Effort	900	824	789	589	530	443	448	342	183	100
Part D: Gangs	—	—	—	—	—	—	1,985	3,500	3,500	4,000
Administrative	2,555	2,640	2,566	2,682	2,892	2,892	3,077	3,248	3,442	3,550
TOTAL	70,155	70,240	67,260	70,182	66,692	66,692	72,482	75,290	76,000	77,000

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Special Emphasis Division	(202) 307-5914
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FOR MORE INFORMATION

Information on the reports and programs described in this Annual Report may be obtained through the Juvenile Justice Clearinghouse (1-800-638-8736). The *OJJDP Fiscal Year 1992 Annual Report* was produced under Contract #OJP-92-C-002 with Digital Systems Research, Inc., 4301 North Fairfax Drive, Suite 725, Arlington, VA 22203.

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

Washington, D.C. 20531

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