



JOVEN

Drug De...
... ..

... ..
... ..
... ..

... ..

148407
L07841

From the Administrator

Serious problems call for serious solutions. The temptation of a quick-fix—which, in retrospect, rarely fixes anything for long—should be resisted in favor of real remedies based on sound analysis.

Longitudinal studies can play a key role in research that leads to effective solutions to juvenile justice problems. The Office of Juvenile Justice and Delinquency Prevention's Program of Research on the Causes and Correlates of Juvenile Delinquency represents, as Stuart Greenbaum notes, a "massive, groundbreaking study," following 4,000 juveniles for 5 years. *Drugs, Delinquency, and Other Data* describes the study and highlights some of its significant findings.

A disturbing trend that has long concerned OJJDP is the overrepresentation of minority juveniles in secure facilities. In keeping with our legislative mandate and our commitment to equal justice under the law, we are leading the effort to assess and address this problem. Our preliminary report by Eugene Rhoden, coordinator of OJJDP's Disproportionate Minority Confinement Program, is aptly titled *Disproportionate Minority Representation: First Steps to a Solution*. Mr. Rhoden's article provides an overview of OJJDP's pilot program.

In *Courting Disaster: Permanency Planning for Children*, we encounter yet another challenge facing juvenile and family courts: the placement of children in cases of purported abuse or neglect. Such decisions—as tragic headlines have demonstrated—can become quite literally matters of life and death. Today's judges require the wisdom of Solomon as they seek to protect the best interests of children in cases where, as Patricia White observes, "There are no easy solutions."

Serious problems do indeed call for serious solutions. I am convinced that effective solutions to the problems confronting our youth and our communities will only come from working together. We welcome your involvement and contributions.

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

148407

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/OJP/OJJDP

U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.

148407

JUVENILE JUSTICE

Volume II • Number 1

NCJRS

Spring/Summer 1994

OCT 4 1994



Office of
Juvenile Justice and
Delinquency Prevention

633 Indiana Avenue, NW
Washington, DC 20531
(202) 307-0751

Acting Administrator
John J. Wilson

Executive Editor
Earl E. Appleby, Jr.

Assistant Editor
Catherine M. Doyle

Managing Editor
John D. Kotler

Juvenile Justice Staff
Lynn Cothorn
David L. Schmidt
Marilyn Silver
Joellen M. Fritsche Talbot

Juvenile Justice is published by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to advance its mandate to disseminate information regarding juvenile delinquency and prevention programs (42 U.S.C. 5652).

Points of view or opinions expressed in this publication are those of the authors and do not necessarily represent the official positions or policies of OJJDP or of the U.S. Department of Justice.

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

FEATURES

ACQUISITIONS

Drugs, Delinquency, and Other Data by *Stuart Greenbaum* 2
 With crime the Nation's number one concern, the implications of an OJJDP study assume added significance.

Disproportionate Minority Representation:
 First Steps to a Solution by *Eugene Rhoden* 9
 Disproportionate minority representation in local juvenile justice systems must be determined objectively, assessed accurately, and addressed adequately.

Courting Disaster:
 Permanency Planning for Children by *Patricia J. White* 15
 When a juvenile court judge decides whether a child can remain safely with the family, the decision may have lasting consequences for child and family alike.

IN BRIEF

Justice Matters
 Disproportionate Minority Representation 21
 Gould-Wysinger Awards: Recognizing a Job Well Done 23

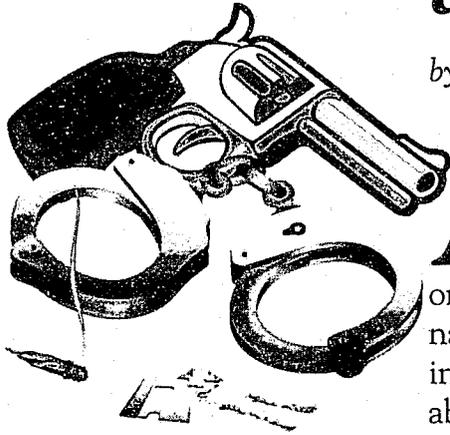
Across Our Desk
Anger Management for Youth: Stemming Aggression and Violence 24

OJJDP Publications
 New Titles Available in the OJJDP Summary Series 25
 Electronic Bulletin Board Offers Timely Information From OJJDP 25
 A New Resource for Remedies in International Child Abduction Cases 26

ORDER FORM 27

Drugs, Delinquency, and Other Data

by Stuart Greenbaum



According to a recent Gallup poll, crime is the Nation's number one concern. Law enforcement officials will attest to its growing dominance; crime victims can attest to its harsh impact on daily life. Accordingly, a new study with positive implications for delinquency and drug abuse prevention assumes added significance.

By studying some 4,000 youth over a 5-year period, researchers have identified a pattern of causes or factors leading to delinquency—some obvious, some not so obvious—involving drugs, guns, peers, school, and family. They were able to chart specific behavioral pathways to delinquency. This massive, groundbreaking study, the Program of Research on the Causes and Correlates of Juvenile Delinquency, was sponsored by the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention.

The study began in 1986, drawing data from three distinct but coordinated projects:

◆ Denver Youth Survey, University of Colorado. Fifteen-hundred boys and girls and their parents from high-risk Denver neighborhoods were interviewed once a year. The children were 7, 9, 11, 13, and 15 years of age when the study began.

◆ Pittsburgh Youth Study, University of Pittsburgh. This survey studied boys in the first, fourth, and seventh grades in Pittsburgh schools. Semiannual followup interviews with the subjects, their teach-

ers, and their parents were conducted with 1,500 of the original 2,550.

◆ Rochester Youth Development Study, State University of New York at Albany. The sample group consisted of 1,000 public school seventh and eighth graders, who were interviewed every 6 months. Parents were interviewed separately, also at 6-month intervals. In addition, data were collected from Rochester schools, the police, and other agencies.

It is important to note that each survey oversampled youngsters at high risk for serious delinquency and drug use. This was done to obtain a sufficient number of serious, chronic offenders for research. However, the results were weighted to represent the general age-grade populations in the three cities.

We should bear in mind the difficulty of determining exact causes of any human behavior, including delinquent behavior. Nor can we presume that exposure to a particular risk factor makes a child delinquent automatically. Every child possesses unique characteristics influenced by family, school, peers, and the commu-

A professional public relations counselor with 17 years' experience representing public safety, health, education, and environmental concerns, Stuart Greenbaum has worked with the U.S. Department of Justice's National School Safety Center, the California Attorney General, and the California Office of Criminal Justice Planning.

nity that guide the child's response to a given risk factor. Social scientists continue to caution that no single cause accounts for all delinquency. Likewise, no single pathway invariably leads to a life of crime.

Common Measurements

The three research teams launched their collaborative study by devising a set of core measures for delinquency development:

- ◆ Delinquent behavior, as reported by the subject and by officials.
- ◆ Drug use, as reported by the subject.
- ◆ Family demographic characteristics.
- ◆ Characteristics of the community and neighborhood.
- ◆ Parental attitudes and childrearing practices.
- ◆ Subjects' attitudes, performance in school, and perceptions of the consequences of delinquency.
- ◆ Peers' conventional and delinquent activities.

The study's longitudinal, shared-measurement approach has been described as a milestone in criminological research. More than 60,000 interviews were conducted with test subjects and their caregivers during the 5 years of data collection. The researchers reported that they were able to retain 90 percent of their subjects during the initial years of the research study. This is a noteworthy achievement in a population noted for its transient families and crucial in a longitudinal study.

Drugs and Delinquency

Those who work with delinquent youth have long known of the relationship be-

tween criminal behavior and the use of drugs. But to what extent does one influence the other? This study found that among all age, gender, and ethnic groups, the more seriously involved in drugs a youth was, the more seriously that juvenile was involved in delinquency, and vice versa. In addition, when this relationship was observed over time, it appeared that drug use stimulated more changes in delinquency than the reverse.

This relationship takes on critical importance when we consider another finding: substance use started at a young age. Researchers reported that the use of alcohol in this population began early. By age 16, half the study subjects were using alcohol regularly. Marijuana use began later. By age 16 about one-quarter of the subjects were using marijuana. The use of harder drugs began even later in life and never involved more than 10 percent of the subjects. It is the high rate of alcohol use that is noteworthy to the research teams, who say alcohol remains the drug of choice among American adolescents.

Street crimes also began at an early age. In the Pittsburgh and Denver studies, about 10 percent of 7-year-old boys reported having committed at least one street offense such as bicycle theft, burglary, or purse-snatching. By age 9, the

Each survey oversampled youth at high risk of delinquency.

rate increased to nearly 20 percent. As boys reached their teens, more had committed crimes and gotten arrested, and the crimes were more serious: car theft, robbery, rape, and illegal drug sales. By the time boys in all three studies were 17, about 40 percent of them had committed at least one crime.

If the reported rates of criminal activity and drug use among juveniles are

alarming, there is further cause for alarm in regard to their sexual activities. Among subjects between the ages of 13 and 17, well over half of the boys—and almost half of the girls—had had sexual intercourse. The consequences of this early sexual activity were clearly reflected: one-third of the oldest girls in the Rochester study and nearly half of the oldest girls in the Denver study had been pregnant at least once.

Developmental pathways can lead to serious delinquency.

How do drugs and delinquency relate to this? The findings showed that youth who were sexually active or who had become pregnant were more likely to use alcohol or other drugs. They were also more likely to be involved in some form of delinquency.

Developmental Pathways

Previous research has shown that problem behaviors among young people can accumulate and lead to serious delinquency. The longitudinal nature of the study allowed researchers to observe sequences in disruptive behavior from childhood to adolescence. Studying these sequences in boys, researchers were able to distinguish three separate developmental pathways, each consisting of three successive stages:

- ◆ Authority conflict pathway. Subjects started down this pathway quite young—some as young as 3 or 4 years of age. The first step was stubborn behavior, followed by defiance—around age 11—and authority avoidance—truancy, staying out late at night, or running away.
- ◆ Covert pathway. This pathway began with minor covert acts such as frequent

lying and shoplifting, usually around age 10. It progressed to acts of property damage, such as firestarting or vandalism, around age 11 or 12, followed by moderate and serious forms of delinquency.

- ◆ Overt pathway. Step one was marked by minor aggression—annoying others and bullying—around age 11 or 12. This escalated to physical fighting and violence as the juvenile progressed along the pathway.

The study teams found that most young people entered a pathway via the first step and progressed from there. Some were in just one pathway, but others were in more than one. The most seriously delinquent participated in all three.

Families, Guns, and Peers

Greater risks exist for violent offending when a child is physically abused or neglected early in life. Such a child is more likely to begin violent offending earlier and to be more involved in such offending than children who have not been abused or neglected. Children who are victims of or witnesses to multiple acts of violence in the home are two and one-half times more likely to commit subsequent acts of violence than children who are spared such domestic violence.

Although it remains difficult to determine the causes of delinquency, this study traced several explanatory factors. Two of these were family attachment and parenting behavior. Delinquency and drug use were found to be related to poor family attachment—that is, a child did not feel a strong emotional bond with his parents. Poor parenting behavior, manifested in failure to communicate with and monitor children, related to both delinquency and drug use as well.

Poor family life was found to exacerbate delinquent behavior and drug use. And the more delinquent and drug-using a youth became, the worse family life became. Researchers point out, however, that the relationship between family factors and delinquency/drug use was not particularly strong in this study.

A stronger correlation existed between delinquency and illegal gun ownership. Seventy-four percent of illegal gun owners in the Rochester study had committed street crimes. Forty-one percent of them used drugs. A striking finding of the study is the difference in the crime rate of those who owned guns illegally and those who were legal owners of firearms. Compared with the 74 percent of illegal gun owners who had committed street crimes in Rochester, only 14 percent of legal gun owners had committed street crimes. What accounts for the difference? Researchers found that young legal owners of firearms were likely to have fathers who owned guns for hunting and sport, while illegal gun owners were likely to be affiliated with street gangs.

Affiliation with street gangs was a factor in delinquency when the affiliation endured. Researchers found that although juveniles in this age group frequently moved in and out of gangs, those who remained in a street gang for a long period of time had high rates of delinquency. In the Rochester study, for example, 88 percent of those whose gang membership was most stable committed serious offenses; 64 percent committed street crimes.

Gang members or not, peers who were delinquent or used drugs had a great impact on youth, researchers found. And the impact became stronger over time. For example, subjects who associated with drug-using peers during a given year showed much higher rates of drug use the next year. Moreover, those same subjects

were more likely to associate with drug-using peers the following year.

Education, Neighborhood, and Jobs

The study revealed two educational factors. The first concerned commitment to school. Subjects who were not highly committed to school in one year had higher rates of street crime in the following year. The opposite influence was also found: youth who committed street crimes in one year showed less commitment to school the following year.

The second finding was the relationship between delinquency and school performance, as measured by reading achievement, teacher-rated reading performance, and failure to be promoted. The study found that children who were delinquent had poorer reading skills than nondelinquent children. A link was found between delinquency and being held back in school. These associative factors appeared as early as the first grade.

The Causes and Correlates study addressed the classic issue of nature versus nurture: is a person's development influenced more by genetic code or by the environment in which that person grows up? It is not too surprising that the data from the Pittsburgh study showed a relationship between delinquency and living in an underclass neighborhood. But

Poor family life exacerbates delinquency and drug use.

when researchers considered only youth who were more involved with their families and more closely supervised by their parents (factors found to be positive influences), youth from underclass neighborhoods were still more likely to be

delinquent than those from more affluent neighborhoods. The researchers concluded that living in underclass areas seemed to increase the chances of delinquency.

Can improving employment opportunities for young people help? Many youth jobs programs are predicated on that belief. But the study confirmed earlier findings that working at a job doesn't necessarily keep a youth from becoming delinquent. In fact, a larger percentage of working adolescents in Denver were involved in street crimes compared with their nonworking counterparts. In Rochester there was little difference. Similarly, there was no evidence that working was related to lower levels of drug use.

Help-Seeking Caregivers, Resilient Youth

Researchers examined the extent to which caregivers of delinquent youth sought professional help. They found that the more delinquency increased, the more caregivers tried to find help—most often from schools and professional counselors. But overall, only one-third of caregivers sought professional help for their delinquent youth.

By the time serious offenders reach high school, their characters are well established.

A more encouraging finding is that some youth who appeared to be at high risk for delinquency and drug use managed to avoid both. Longitudinal observation sheds light on their resiliency. Researchers found that parental supervision, attachment to family, and consistency of

discipline were the most important barriers to delinquency and drug use. Commitment to school and, in particular, avoidance of delinquent and drug-using peers were additional protective factors.

Program Implications

The study can contribute to the improvement of delinquency prevention and intervention programs. The researchers recommend:

◆ *Get an earlier start.* Intervention programs should probably begin as early as elementary school. By the time many serious offenders reach high school, their characters are well established; they are resistant to changing their delinquent behavior and can successfully thwart efforts to do so.

◆ *Design programs based on pathway models.* As we have seen, delinquency progresses along a pathway from less serious to more serious forms of behavior. If we can identify a juvenile's position on a given pathway, we can attempt to short-circuit the progression. The effort should be to prevent young people from entering pathways in the first place, but failing that, we should intercept them in a negative pathway before the delinquent behavior becomes ingrained.

◆ *Make programs more comprehensive.* First, provide services that deal with multiple, co-occurring behaviors exhibited by serious delinquents. These behaviors can include using drugs, engaging in early sexual activities, failing at school, joining gangs, and possessing illegal guns. Second, take into consideration the interrelated nature of risk factors. An example provided by the study is that youth who were poorly supervised by their parents and who associated with delinquent peers had higher rates of delinquency and drug use than youth with only one of these risk factors.

◆ *Design programs for the long range.* High-risk adolescents generally require social and psychological support for years, not months, since the risk factors in their lives have long-term behavioral effects. The research demonstrated that behavior tended to improve while the juveniles were in well-designed, well-organized treatment programs. But once they left them, delinquency reemerged—particularly if they returned to their original social environment. Increasing the length of exposure to these programs is apt to produce better results.

A major conclusion of the study is that delinquency prevention and treatment programs need to emphasize attachment to prosocial groups and activities. Such attachment provides a shield against delinquency and drug use. It involves positive emotional ties, a sense of belonging, and a sense of doing well in the family, school, and community. It speaks to healthy relationships with prosocial friends. The challenge is figuring out ways to create this attachment when it does not exist naturally.

Family life could be strengthened by better parental skills training and more comprehensive support services for parents so that children are more effectively monitored and disciplined. Schools could help children become more attached and integrated into society by developing programs in which every student can succeed at something that is socially constructive. Community leaders could take a similar tack in designing various activities and processes.

In all the above, deterring the development of delinquent peer groups is crucial. The best strategy may be to mix delinquency-prone youth into prosocial groups that provide positive influences. Such groups would require a good deal of adult involvement to monitor activities and ensure a positive outcome.

Researchers conclude that involving youth in prosocial groups and activities while addressing risk factors such as drug use, early sexual activity, and illegal gun

High-risk adolescents may require support for years.

ownership can result in better delinquency prevention and intervention programs. Current and future generations of at-risk youth—and a public rightfully concerned about crime—stand to benefit from the effort.

Supplemental Reading

Abram, K.M., and L.A. Teplin. "Drug Disorder, Mental Illness, and Violence." In *Drugs and Violence: Causes, Correlates, and Consequences*, edited by M. De La Rosa and E.Y. Lambert et al. Washington, D.C.: U.S. Government Printing Office, 1990. The role of mental illness in drug-violence relations was explored among 728 male jail detainees to determine whether drug use and psychopathology, alone and in combination, predicts violence.

Cernkovich, S.A., and P.C. Giordano. "School Bonding, Race, and Delinquency." *Criminology*, vol. 30, no. 2 (May 1992), pp. 261–291. Data from interviews with 942 adolescents aged 12 to 19 in the Toledo, Ohio, metropolitan area are analyzed with respect to racial variations in the role of the school in involvement in juvenile delinquency, with emphasis on the delinquent involvement of black youth.

Huizinga, D., R. Loeber, and T. Thornberry. *Urban Delinquency and Substance Abuse: Initial Findings* (Research Summary). Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice

and Delinquency Prevention, 1993. Researchers are conducting three longitudinal surveys in Denver, Colorado, Pittsburgh, Pennsylvania, and Rochester, New York, to examine the causes and correlates of juvenile delinquency and juvenile drug use.

Kumpfer, K. *Strengthening America's Families: Promising Parenting and Family Strategies for Delinquency Prevention*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1993. This report helps program planners, policymakers, and service providers determine the most effective family and parenting intervention strategies to prevent juvenile delinquency in high-risk youth.

Tittle, C.R., and D.A. Ward. "Interaction of Age With the Correlates and Causes of Crime." *Journal of Quantitative Criminology*, vol. 9, no. 1 (1993), pp. 3-53. A survey of persons aged 15 through 94 tested the Hirschi-Gottfredson hy-

pothesis that the correlates and causes of crime do not interact with age.

Wright, K.N., and K.E. Wright. *Family Life and Delinquency and Crime: A Policymakers' Guide to the Literature* (Research Summary). Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. This monograph reviews the research literature on the extent to which family life may directly contribute to the development of delinquent and criminal tendencies.

U.S. Department of Health and Human Services, National Institute on Drug Abuse. *Drugs and Violence: Causes, Correlates, and Consequences*. Washington, D.C.: U.S. Government Printing Office, 1990. This monograph reports on a 1989 meeting convened by the National Institute on Drug Abuse in collaboration with the National Institute of Justice to discuss recent research in the study of drugs and violence.

Disproportionate Minority Representation: First Steps to a Solution

by Eugene Rhoden

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has demonstrated a history of concern and action on the disproportionate representation of minority youth in secure correctional settings.

In 1988 amendments were enacted to the Juvenile Justice and Delinquency Protection Act to address minority representation in the juvenile justice system. Section 261(A)(7) required OJJDP to develop a program to establish a discretionary program to reduce the proportion of juveniles detained or confined in secure detention or correctional facilities, jails, and lockups if the proportion exceeded the proportion such groups represented in the general population. Under the Disproportionate Minority Confinement Program, OJJDP—through a competitive process—identified five States to receive financial aid, training, and technical assistance to:

- ◆ Develop changes in policies and practices in processing minority offenders.
- ◆ Implement programs that impact the incarceration trend.
- ◆ Establish a monitoring procedure that adheres to uniform standards.
- ◆ Undertake an evaluation.

Two fundamental criteria were used in selecting the pilot sites.

- ◆ The State must have conducted an assessment that found a substantial occurrence of disproportionate minority representation.
- ◆ The State must have expressed a willingness to commit formula grant funds to be used in conjunction with discretionary funds to develop an appropriate plan of corrective action.

States successfully responding to the solicitation were Arizona, Florida, Iowa, North Carolina, and Oregon. Initially Portland State University was selected as technical assistance provider. Subsequently Community Research Associates was added as technical assistance and training provider. Caliber Associates was chosen to evaluate the effort.

Over the past 2 years, the sites have engaged in extensive and comprehensive efforts to amass data on disproportionate representation of minority youth in secure confinement and to analyze information detailing the decisions made as youth are processed through the juvenile justice system. When crucial data were not readily available, the projects collected additional information through

Deputy director of the Special Emphasis Division of OJJDP, Eugene Rhoden serves as coordinator of the Office's Disproportionate Minority Confinement Program.

surveys, coding of manual files to facilitate computer analysis, and integration of data files from disparate sources or through processes of qualitative research such as conducting focus groups, structured interviews, and observations. This analytic process has produced five assessment reports documenting the extent of disproportionate minority representation

are in the best position to identify specific needs of the minority juvenile community. Moreover, analysis of juvenile justice decisionmaking in the State suggests that disproportionate representation in large measure derives from a lack of programmatic resources addressing the needs of minority youth. Seven projects are currently under development as a result of Arizona's RFP.

The reports go beyond evaluating the degree of overrepresentation. They identify juvenile justice components that might benefit from intervention.

in each State. But the reports go beyond evaluating the degree of overrepresentation. They identify juvenile justice components that might benefit from intervention to reduce disproportionate minority representation.

In this article we summarize the conclusions reached in each State and describe the types of interventions used.

Arizona

The Arizona project focused on several major counties with the largest proportions of minority youth. Most of the minority youth in Arizona's training schools and detention centers were residents of these counties. Analysis of system processing data led the State Minority Youth Concerns Subcommittee to conclude that additional programmatic services targeted at minority youth were required.

Arizona issued a request for proposals (RFP) to service providers in the selected counties that encourage development of prevention and intervention programs for minority youth. Local service providers in concert with local justice officials

Florida

The project in Florida provided an opportunity for a significant breakthrough in consolidating data systems across State agencies. To gather the required information, the project arranged a merger of State data files on education, health, welfare, social, and delinquency-related services. Analysis of information suggested that several regions were likely targets for intervention. In Hillsborough County (Tampa), a local agency, the Children's Service Board of Hillsborough County, expressed strong interest in collaborating with the State project. Analysis of county data indicated that substantial levels of postdispositional overrepresentation had their roots in decisions made earlier in the juvenile justice system. The State agency responsible for delinquency services, Human Resource Services (HRS), has developed a model juvenile assessment and classification center in Hillsborough County. The center provides a uniform reception point for area law enforcement agencies and has ties to the county's principal social and educational services. It acts as a gatekeeper for juvenile detention facilities and serves as a broker in identifying services to which juveniles can be diverted profitably. Together with the State overrepresentation project and the local HRS office managing the Juvenile Assessment Facility, the Children's Service Board has developed a position in

the Assessment Center to address the needs of minority youth, act as an advocate for minority youth, and identify service gaps for minority youth. It is the intent of the project, with the support of the Children's Service Board and the local HRS unit, to develop services addressing identified deficiencies. Because these services will provide an alternative to detention and may provide useful treatment alternatives for preventing incarceration, it is anticipated that these efforts will reduce the number of minority youth who reach a stage of judicial disposition and the proportion of minority youth who receive a disposition related to institutional placement.

Iowa

The Iowa State Advisory Group commissioned a study by Dr. Michael Leiber of the University of Northern Iowa to review a 10-year history of juvenile court activities by examining court documents. Involvement with the OJJDP pilot project enabled the State to expand the study to additional Iowa counties, collect additional qualitative information, and integrate that information with data received from existing programs. To involve local communities in the planning and intervention stages of the project, an RFP process was developed in which community consortiums could apply for significant levels of funding (a combination of discretionary special emphasis and State formula grant funds).

As a result of the RFP process, a coalition from the community of Cedar Rapids, headed by the Jane Boyd House, was chosen to implement strategies targeted to minority youth to prevent their involvement with the justice system and provide additional programmatic options for those involved in the system.

The Jane Boyd House provides a community center for the delivery of diverse social services to families in Cedar Rapids. The project seeks to transcend bureaucratic divisions by identifying social services that address the needs of youth and their families.

North Carolina

There is no statewide information system in North Carolina that can provide the data needed to track disproportionate minority representation adequately. Accordingly, State project staff are reading and coding sample case files in 10 counties. The counties selected represent the geographic regions of the State, and within the regions counties were paired to identify those with high and low levels of overrepresentation. North Carolina's project began with several community forums and has maintained its commu-

There is no statewide information system in North Carolina capable of providing the data needed to track disproportionate minority representation adequately.

nity-based orientation. In each county the primary activity has been to identify interested parties, convene these parties, and present information about the processing of juveniles and the issues identified in the data review. The project has not undertaken State-directed interventions, but it has made overrepresentation a component of local consideration of juvenile justice decisionmaking and reform issues. Major emphasis is placed on improving collection of data.

Addressing Racial Issues in the Juvenile Justice System

By Timothy J. Johnson

Real or perceived discriminatory practices can be disruptive at every level of the juvenile justice system. This is particularly true when the system is dealing with persons who do not have political or economic clout—such as young people—and when the system's ultimate sanction is the individual's loss of freedom.

An agency of the U.S. Department of Justice, the Community Relations Service (CRS) is charged with providing assistance to individuals; community leaders and organizations; and Federal, State, and local government agencies. Matters of jurisdictional interest to CRS can be raised by juvenile justice administrators, program employees, community leaders, parents, and others.

While disputes involving allegations of discriminatory practices are most effectively addressed at the earliest stages and at the lowest levels, CRS staff are trained to provide an impartial perspective on conflicts based on race, color, or national origin. CRS's conciliation specialists can:

- Resolve racial conflicts.

- Assess and reduce racial tensions and perceptions of disparity in the treatment of minorities.
- Address problems associated with the use of force.

Section 223(a)(23) of the Juvenile Justice and Delinquency Prevention Act requires States to reduce the proportion of minority youth detained or confined in secure detention facilities, secure correctional facilities, jails, and lockups if such proportion exceeds the proportion such groups represent in the general population. States are encouraged to look at the decision points in their juvenile justice systems and examine the criteria used for each decision as well as other factors that contribute to disproportionate minority confinement. To address this issue, CRS facilitates dialog between minority communities and the juvenile justice system.

CRS has developed tools for assessment, planning, and training that many jurisdictions find useful in dealing with the challenges and opportunities presented by the DMC requirements. CRS provides training

to juvenile justice staff on conflict resolution, communication, use of force, cultural awareness, racial tension, community involvement, and crisis assessment and response.

CRS has prepared a package on assessing institutional facilities for racial tension. Written for institutional managers, it describes the conditions that breed racial tension, identifies ways to measure those conditions, and provides techniques for managing tension within an institutional setting. The program helps managers involve several levels of institutional staff in addressing racial tensions.

Should you desire the free and confidential assistance provided by CRS or simply would like more information on the services it offers, contact:

U.S. Department of Justice
Community Relations Service
Office of Technical Assistance
and Support
5550 Friendship Boulevard
Suite 370K
Chevy Chase, MD 20815
(301) 492-5969

Timothy J. Johnson is a CRS program specialist.

Oregon

The three most populous counties in Oregon were studied. The State project assisted each county in assessing disproportionate minority representation. Issues and problems differed in the three counties, and the interventions that emerged were adapted to each county. A statewide need for more consistent infor-

mation on overrepresentation was identified.

In Lane County overrepresentation at the front end of the juvenile system resulted from a small number of minority youth being recycled in the system. Accordingly, the county identified interventions at the beginning of the justice system to reduce the return of youth into

the juvenile justice system. Several consultants were hired to provide police and court intake staff with additional case management, advocacy, and service capacity for minority youth.

The issues identified in Marion County were also at the front end of the system but were related to the capacity of service providers to address a demographically changing youth population. The county has instituted a process for considering the cultural competency of providers as a component of the contracting process for county-funded youth services, provided training and technical assistance to service providers addressing diverse youth populations, and instituted a monitoring system to ensure delivery of services to culturally diverse populations.

In Multnomah County overrepresentation became more serious as youth penetrated further into the justice system. The county has used pilot project funds to create a parole transition position within the county detention and juvenile court services to develop alternatives for youth in State training schools and ensure a smooth return to community services. This effort should reduce recidivism and provide an advocate for the development of additional community services for minority youth.

Conclusion

Efforts to address disproportionate minority representation are relatively new. Six years ago there were no programs designed to address this issue. Accordingly, each project was asked to assess the situation in its State and to provide initial programming aimed at some overrepresentation issues. The assessment report process has been a valuable learning experience for all involved—grantees, technical assistance providers, and OJJDP. The findings and lessons learned

are being used to provide the pilot sites with the methodologies that will enhance their ongoing progress and will improve the quality of assessment in other States significantly. An instructional manual will reflect methodologically sound approaches targeted at specific constituencies.

Review of the assessment reports and the interventions developed suggests the following lessons:

- ◆ Additional information sources should be established and consistency of information ensured within States.
- ◆ State research efforts should identify decisionmaking processes and criteria that foster overrepresentation.
- ◆ Linkages to specific interventions need to be drawn precisely.
- ◆ Reports must be structured to ensure that all appropriate issues are addressed.

The initial initiatives continue to operate in all five States. Individuals who played major roles in the development of the demonstration site projects are being

The assessment report process has been a valuable learning experience for all involved.

identified as replication facilitators. The technical assistance organizations are developing manuals that will provide information, techniques, and strategies that will enable other States to benefit from the experience of the pilot sites.

Disproportionate minority representation in local juvenile justice systems must be determined. Where determined, it must be assessed. Once assessed, its causes and correlates must be addressed. We have

taken some significant first steps, but our journey toward justice is far from over.

Supplemental Reading

Brown, W.K., W.A. Rhodes, T.P. Miller, and R.L. Jenkins. "Negative Effect of Racial Discrimination on Minority Youth in the Juvenile Justice System." *International Journal of Offender Therapy and Comparative Criminology*, vol. 34, no. 2 (September 1990), pp. 87-93. The author describes how discriminatory treatment of black adolescents in the juvenile justice system contributes to an unfavorable adult outcome for such adolescents.

Iowa Criminal and Juvenile Justice Planning Agency. *Description and Discussion of Minority Overrepresentation in Iowa's Juvenile Justice System*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1993. The Iowa Juvenile Justice Advisory Council studied ways to reduce disproportionate overrepresentation of minority youth in the State juvenile justice system.

Kaplan, S.L., and J. Busner. "Note on Racial Bias in the Admission of Children and Adolescents to State Mental Health Facilities Versus Correctional Facilities in New York." *American Journal of Psychiatry*, vol. 149, no. 6 (June 1992), pp. 768-772. This study tests whether black children and adolescents are underrepresented in New York State's mental health facilities and overrepresented in juvenile correctional facilities when ethnic distribution in the general population is controlled.

McGarrell, E.F. "Trends in Racial Disproportionality in Juvenile Court Processing: 1985-1989." *Crime and Delinquency*, vol. 39, no. 1 (January 1993), pp.

29-48. As the population of juvenile correctional facilities became increasingly overrepresented by nonwhite youth during the 1980's, this study examined data on juvenile court processing of white and nonwhite youth in a sample of 159 counties.

Pope, C.E., and W. Feyerherm. *Minorities and the Juvenile Justice System* (Research Summary). Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1993. This 15-month study examines the role of minority status in the processing of youth by the juvenile justice system.

Towberman, D.B. "Racial Bias in the Criminal Justice System: Shifting the Focus From Outcome to Underlying Causes." *Juvenile and Family Court Journal* (1994), pp. 15-25. This inquiry goes beyond the traditional emphasis on the symptoms of racial disparity and asks whether differences exist between racial groups in their exposure to psychosocial factors that are found to relate to delinquency.

Wells, E.A., D.M. Morrison, M.R. Gillmore, R.F. Catalano, B. Iritani, and J.D. Hawkins. "Race Differences in Anti-social Behaviors and Attitudes and Early Initiation of Substance Use." *Journal of Drug Education*, vol. 22, no. 2 (1992), pp. 115-130. This study explores racial differences in delinquency, school problems, and antisocial attitudes among fifth-grade black, white, and Asian-American students. The authors also look at substance use initiation within each racial group.

The author gratefully acknowledges the contribution of William Feyerherm, Ph.D., of the Regional Institute for Human Services, Portland State University.

Courting Disaster: Permanency Planning for Children

by Patricia J. White

The decisions made by those who work in our Nation's juvenile and family courts are inestimably difficult. During a recent lecture at the National College of Juvenile and Family Law in Reno, Nevada, the speaker asked if any of the judges present could recall rendering a decision in a case in which a dependent child had suffered injury or died in foster care. Nearly half of the men and women in the audience raised their hands. The speaker then asked who could recall a case in which they had ruled against substitute placement of an allegedly abused or neglected child, and the child had been further victimized or died while remaining in the care of his or her parents. Again, hands went up.

The juvenile and family court is often the last governmental resort for children and families in trouble. Children come to the attention of the court in a number of ways. Allegedly abused, neglected, or abandoned children typically are the subject of an initial investigation by law enforcement or a child protection agency. If circumstances warrant, a dependency petition is filed with a juvenile or family court seeking legal intervention in the life of the child and his or her family. Juvenile and family court judges serve as gatekeepers to State child welfare systems. It is judges who decide whether it is in the best interests of an abused or neglected child to remain with his or her parents or whether foster care or another type of substitute placement is necessary.

Each decision has long-term consequences for children and families.

The first step in the court process is usually an emergency protective hearing in which the allegations of abuse, neglect, or abandonment are examined. Judges must decide whether the child can remain safely with the family or whether out-of-home placement is in the child's best interest. Soon after an emergency protective hearing, juvenile and family court judges in most jurisdictions conduct a comprehensive adjudicatory hearing, during which the court decides on a dispositional plan. This plan sets the conditions for the care, custody, control, and conduct of the child. Review hearings are scheduled regularly to allow judges to review parental progress toward

Patricia J. White is a senior State training specialist with the Permanency Planning for Children Project, National Council of Juvenile and Family Court Judges, University of Nevada, Reno.

reunification with the child, or if the child remains at home, toward dismissal of the case. If family reunification is unsuccessful or impossible, the court must establish a permanent plan for the child.

Thousands of children were caught for years in "foster care drift."

The preferable permanent plan for a child unable to be reunited with his or her parents is termination of parental rights followed by adoption. Guardianship and long-term, out-of-home care are two alternatives.¹

Finding a permanent solution for an abused or neglected child is a complex, costly, and time-consuming process. The estimated number of abused and neglected children in the United States today stands at 500,000. If current trends continue, the number is expected to in-

crease exponentially as the close of the millennium nears.²

During the 1970's Congress and the Nation became aware that children were being removed from their families too frequently, sometimes unnecessarily, and were being placed in foster homes or institutions. Once removed, children were seldom reunified with their biological families. Children who could not return to their families lingered in temporary care rather than being provided with permanent, adoptive families. Thousands of children were caught for years in "foster care drift," being moved frequently from one foster family to another.³

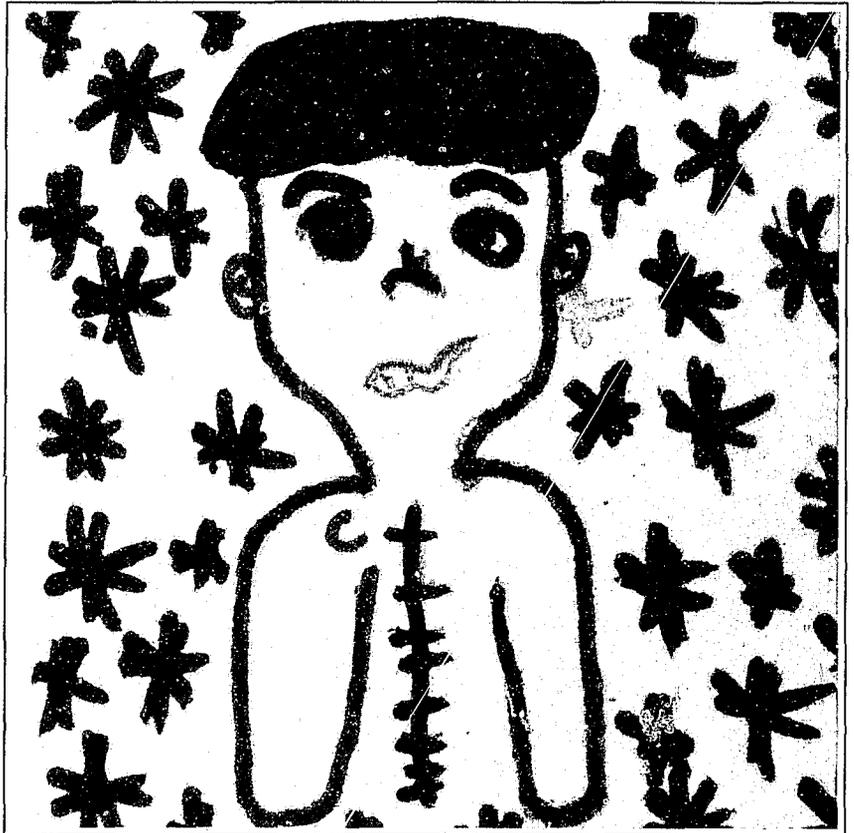
I stayed in foster care all my life—18 years. I went in, I guess, when I was about 3 weeks old, and as I got older, I went into two other foster homes. . . . I just wanted to know who my real family was, anything about my family I wanted to know. I felt as if, you know, where would I be if I were with my natural parents. I wanted to figure out why, why. What happened? Why was I in a foster home? . . . At 16 or 17, I ran away from home, and from then on when I came back to foster care, I was placed in another foster home. And I stayed there for maybe 6 or 7 months. Then I was placed back with the natural family I was with. When I went there, it felt like I was out of place because I didn't know any of them or any other people. So, basically, the family that I stayed with has always been like family to me. Being in court I never knew if I was gonna go home. I never knew what was gonna happen—if I was gonna go home to a foster home or if I was gonna be placed somewhere or in a group home or—I just didn't know.⁴



One of the most significant developments in child welfare law was passage of the Adoption Assistance and Child Welfare Act (AACWA) in 1980 [42 U.S.C. section 671(a)(15)(A)]. Among its many provisions, AACWA created fiscal incentives requiring judges to determine whether "reasonable efforts" were being made to enable children to remain safely with their families before foster care was considered.⁵ AACWA also mandated increased administrative and judicial review of all children in or at risk of substitute placement. Increased review requirements were designed to promulgate permanent plans for children's futures. The increased judicial review of all abuse and neglect cases was expected to improve both the quality and timeliness of decisions on behalf of children.

Over the past decade, massive changes in both Federal and State legislation required juvenile and family courts to assume many additional tasks. Juvenile and family courts were required to promptly review decisions to remove children from home during emergencies, oversee agency efforts to prevent placement and reunify families, approve agency case plans to rehabilitate families, review cases periodically, and decide whether to terminate parental rights in cases involving children unable to be returned home.⁶ The new State and Federal legislation also required juvenile and family courts to hold many more hearings than were conducted previously in dependency matters.

Judges nationwide supported this increased judicial review of abused and neglected children and strongly supported the efforts of allied child welfare organizations to increase "permanency planning" for each dependent child under the jurisdiction of juvenile and family courts.⁷ Permanency planning includes efforts to prevent the unnecessary removal of children from their families, or



when safety concerns make foster care necessary, to ensure timely attempts to reunify families. For children unable to be safely reunited with their families, effective permanency planning serves to identify adoptive placements as quickly as possible.

It took me 3 or 4 years before I got adopted. And it's the pits going from foster home to foster home. . . . It's a killer. I wish kids didn't have to go through that, but that's life.⁸

Permanency planning includes efforts to prevent the unnecessary removal of children from their families.

The National Council of Juvenile and Family Court Judges (NCJFCJ) is a

national membership organization that provides training and technical assistance for judges involved with children

CASA programs have been established in 50 States and the District of Columbia.

and families. Through its educational division, the National College of Juvenile and Family Law, judges receive the specialized legal training essential to making the best possible decisions in cases involving child victimization.

In the 1970's members of NCJFCJ took the lead in developing policies that resulted in passage of AACWA and continued their efforts to improve judicial review of abused and neglected children. Fifteen years ago NCJFCJ established its Permanency Planning Project to assist

judges involved in child abuse and neglect proceedings.

The importance of timely and appropriate decisions in dependency proceedings is reinforced by research indicating that childhood abuse often leads to adolescent or adult criminal behavior.⁹ Effective permanency planning for abused and neglected children is designed to halt the intergenerational cycle of family violence and provide safe, permanent living situations for children whenever possible.

Brother #1: When they put us in a home, it was scary because there were all these people who were bigger and stronger than us. And they were like different people that we had never been around before.

Brother #2: It's bad because when you get a bad education, you're gonna grow up living in the streets, and you're gonna get used to living in the streets. When it's time for you to go inside, they're gonna start getting mad, and then you're gonna give somebody—whoever you're living with—a hard time.¹⁰

Another improvement in the government's response to child abuse and neglect is the Court-Appointed Special Advocate (CASA) program, which provides volunteer advocates for child victims. CASA programs have been established in 50 States and the District of Columbia, representing more than 28,000 volunteers in court systems nationwide. The Nation's juvenile and family courts also have been instrumental in initiating jurisdiction-specific improvements in family-based programs to rehabilitate and reunite abusive or neglectful families, to identify learning-disabled children, to prevent juvenile delinquency, and to coordinate public and



private responses to the problems of children and families.¹¹

Juvenile and family court judges are struggling to plan not only for the future of each individual child victim, but also for the future of the Nation's child welfare system. There are no easy solutions. Few are as intimately aware as judges of the impact of their decisions on children's lives. Few also are aware of the need to adapt the judicial review and decisionmaking process to meet both the immediate and long-term needs of children and families.

The National Council of Juvenile and Family Court Judges and a wide array of allied organizations will continue to marshal the resources and training programs needed to educate and assist courts in their quest for the best possible decisions on behalf of our Nation's youngest victims.



Notes

1. Leonard P. Edwards. "The Juvenile Court and the Role of the Juvenile Court Judge," *Juvenile and Family Court Journal* (1992).
2. Select Committee on Children, Youth, and Families. *No Place To Call Home: Discarded Children in America* (Washington, D.C.: U.S. House of Representatives, November 1989).
3. Richard P. Kusserow. *Barriers to Freeing Children for Adoption* (Washington, D.C.: Office of Inspector General, Department of Health and Human Services, February 1991).
4. "Kids Talking" (videotape). *Reasonable Efforts Training Video Notebook* (Reno, Nevada: National Council of Juvenile and Family Court Judges, 1991).
5. Howard Davidson. "Periodic Judicial Review of Children in Foster Care: Issues Related to Effective Implementation," *Juvenile and Family Court Journal* (May 1981).
6. Mark Hardin. *The Adoption Assistance and Child Welfare Act of 1980: Ten Years Later* (Minneapolis: North American Council on Adoptable Children, 1990).
7. National Commission on Children. *Beyond Rhetoric: A New American Agenda for Children and*

Families, final report. (Washington, D.C.: U.S. Government Printing Office, 1991).

8. "Kids Talking."
9. Cathy Spatz Widom. "The Cycle of Violence," *Research in Brief* (Washington, D.C.: National Institute of Justice, U.S. Department of Justice, October 1992).
10. "Kids Talking."
11. Edwards, "The Juvenile Court."

Supplemental Reading

Abramson, S. "Use of Court-Appointed Advocates To Assist in Permanency Planning for Minority Children." *Child Welfare*, vol. 70, no. 4 (July/August 1991), pp. 477-487. Court-appointed special advocate programs, which use trained lay volunteers, are an increasingly popular alternative for assisting permanency planning in child abuse and neglect cases. The Fresno Amicus Program in Fresno County, California,

recruits and trains minority and bilingual volunteers who are then matched with families from similar ethnic, cultural, and language backgrounds.

Jimenez, M.A. "Permanency Planning and the Child Abuse Prevention and Treatment Act: The Paradox of Child Welfare Policy." *Journal of Sociology and Social Welfare*, vol. 17, no. 3 (September 1990), pp. 55-72. The Child Abuse Prevention and Treatment Act of 1974 and the Adoptions Assistance and Child Welfare Act of 1980 imposed conflicting mandates on the public child welfare system.

National Council of Juvenile and Family Court Judges. *Protocol for Making Reasonable Efforts in Drug-Related Dependency Cases*. Reno: National Council of Juvenile and Family Court Judges, 1991. This document, prepared in response to the problems of drug-exposed infants and children and their mothers, fathers, and families, describes a protocol to keep families together and to safely prevent the placement of children in foster care or other environments.

Office of Juvenile Justice and Delinquency Prevention. "CASA (Court-Appointed Special Advocate for Children): A Child's Voice in Court." *Juvenile Justice Bulletin*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1988. The CASA program demonstrates that volunteers can effectively and inexpensively investigate the needs of children for placement and articulate those needs to the court.

Office of Juvenile Justice and Delinquency Prevention. "Preserving Families To Prevent Delinquency." *Juvenile Justice*

Bulletin. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, April 1992. This article describes three community-based programs that assist families of juveniles selected by OJJDP as exemplary and suitable for State and local replication.

Shotton, A.C. "Making Reasonable Efforts in Child Abuse and Neglect Cases: Ten Years Later." *California Western Law Review*, vol. 26, no. 2 (1989-1990), pp. 223-256. This article summarizes the statutory, regulatory, judicial, and programmatic steps taken in the last decade to implement "reasonable efforts" to maintain children with their families, or if this is not possible, to make reasonable efforts to reunify the child with the family as mandated under the Federal Adoption Assistance and Child Welfare Act.

Thornton, J.L. "Permanency Planning for Children in Kinship Foster Homes." *Child Welfare*, vol. 70, no. 5 (September/October 1991), pp. 593-601. Permanency planning for children in kinship foster homes differs sharply from that for children in nonrelative foster homes; the practice of the former has increased rapidly in New York City.

Copyright Juvenile and Family Court Judges Association, 1994. Reprinted with permission from the *Journal of Emotional and Behavioral Problems*, published by the National Education Service, Bloomington, Indiana 47402.

The art accompanying this article is from THE GORGEOUS MOSAIC PROJECT, directed by Charles Grossman, chair of the Children's Atelier, a multicultural foundation in Cranston, Rhode Island, which has authorized its reproduction.

Disproportionate Minority Representation

Youth from racial or ethnic minorities become involved with the juvenile justice system in numbers substantially exceeding their proportion in the general youth population. How extensive and how significant is this disproportionate representation? What, if anything, can we establish about the factors that contribute to this disparity and about what happens to these youth once they enter the system?

John J. Wilson
Acting Administrator, OJJDP

The Issue

National data and research have documented disproportionate representation of minorities in secure juvenile facilities across the country. Accordingly, States have been entrusted with the responsibility of examining race and ethnicity as factors influencing decisions at various points within the juvenile justice system (e.g., decisions to arrest, detain, commit to training school, etc.).

Research under OJJDP's Causes and Correlates Program indicates that the type of community in which a juvenile lives has a stronger effect on the likelihood of becoming involved in delinquency than racial characteristics. African-Americans living in nondisadvantaged areas do not have higher rates of delinquency than whites living in nondisadvantaged areas.

African-American juveniles comprise a disproportionately higher percentage of juvenile arrests than other races: 27 percent in 1992. In particular, African-American juveniles accounted for 49 percent of the arrests for violent crimes. Data from the National Juvenile Court Data Archive indicate that

African-American juveniles constitute a disproportionate proportion of the delinquency cases brought before the court. In 1990, African-Americans were involved in 31 percent of such cases.

African-American and Hispanic youth are disproportionately represented in detention centers. In 1991, 43 percent of juveniles in detention centers were black, 35 percent were white, and 19 percent were Hispanic. In examining offenses with which detained youth were charged, blacks were most overrepresented among drug offenders (64 percent) and person offenders (49 percent).

A youth who is detained in a secure facility prior to adjudication is more likely to be subsequently incarcerated. Indeed, preadjudication detention is one of the best predictors of commitment to a State juvenile corrections facility.

In 1991, about 44 percent of juveniles in public juvenile facilities were black, 18 percent were Hispanic, and 34 percent were white. In training schools—the most restrictive environment—black juveniles comprised 47 percent of the population. In private facilities—

often less restrictive and crowded—black juveniles comprised 32 percent of the population and white juveniles 57 percent.

The States' assessments of minority overrepresentation show higher rates of minority than white incarceration. In one State, it was estimated that 1 in 64 white males would be taken into State custody before his 18th birthday, compared with 1 in 13 African-American males. In every State studied, minority males had a higher probability rate of incarceration before age 18 than their white peers.

The Response

To reduce disproportionate minority confinement, the community must work together to address the causes by enhancing prevention and diversion programs and expanding alternatives to secure detention and corrections, particularly in minority neighborhoods. Local initiatives to involve families, neighborhoods, and community-based agencies serving minority youth in this effort should be developed and implemented. Policies, legislation, and practices need to be reviewed and, as necessary, corrected to ensure that race, ethnicity, and gender do

not determine the decision to detain or incarcerate.

Strategies to reduce the disproportionate confinement of minority juveniles include the use of risk and need assessment instruments, cultural competency training for law enforcement and other juvenile justice professionals, individualized home-based care, mentors, therapeutic foster care, community-based family-oriented services, reintegration services for juveniles placed outside the home, independent living, job training, and increased accessibility to treatment.

The Law

Section 223 (a) (23) of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (Public Law 93-415), requires States to make efforts to reduce the proportion of minority juveniles detained or confined in secure detention facilities, secure correctional facilities, jails, and lockups if such proportion exceeds the proportion minority groups represent in the general population.

Beginning with fiscal year 1994 funds, as a condition of full participation in the JJDP Act Formula Grants Program, States must determine whether disproportionate minority confinement exists, identify the causes, and develop and implement corrective action. States failing to address the overrepresentation of minority youth in confinement will be ineligible to receive 25

percent of their formula grant allocation for the year.

Pilot Sites

In 1988, the Coalition for Juvenile Justice (then the National Coalition of State Juvenile Justice Advisory Groups) focused national attention on disproportionate minority confinement in its annual report to Congress, *A Delicate Balance*. That year, the Office of Juvenile Justice and Delinquency Prevention commissioned the University of Wisconsin and Portland State University to review research literature and program models addressing this issue. Their report, *Minorities and the Juvenile Justice System*, concluded that there was substantial evidence that race plays both direct and indirect roles in the outcome of many juvenile justice decisions.

In 1991, OJJDP issued a request for proposals seeking the participation of States to analyze disproportionate minority confinement and develop model programs to address its causes. Arizona, Florida, Iowa, North Carolina, and Oregon were selected. Over the past 2 years, these States have engaged in comprehensive efforts to collect data regarding the disproportionate rate of minorities in secure juvenile detention, to analyze the decision-making process at all steps in the juvenile justice system, and to formulate specific strategies and programs to address the problem.

Technical Assistance

To facilitate and assist the five States in these efforts, OJJDP contracted with Portland State University (PSU) and Community Research Associates (CRA) to provide training and technical assistance on all aspects of the mandate to States upon request. PSU and CRA are developing a planning manual to assist States in implementing the mandate. This publication will include sections on data collection and analysis, corrective action planning, program implementation, monitoring, and evaluation. CRA can provide additional information on innovative programs to address disproportionate minority confinement.

Evaluation

OJJDF's evaluation contractor, Caliber Associates, is conducting a two-phased national evaluation on the impact and outcomes of States' efforts to address the disproportionate representation of minorities in secure confinement. Caliber will assist pilot States in designing and conducting evaluations of the planning and implementation of their intervention programs. Caliber will conduct impact/outcome evaluations on interventions where a significant impact can be projected and measured. The national evaluation will include intervention efforts in three nonpilot States in

continued on page 23

Gould-Wysinger Awards: Recognizing a Job Well Done

Since its establishment in 1974, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has been committed to preventing delinquency and enhancing the quality of care in the juvenile justice system. Decades of experience have demonstrated that these goals are accomplished most effectively at the State and local levels. Yet, too often the efforts of dedicated juvenile justice professionals do not receive the recognition they merit. Moreover, the lack of public acknowledgement of outstanding local programs reduces the likelihood that they will be replicated in communities facing similar challenges.

Therefore, in 1992, OJJDP established the Gould-Wysinger Awards

to recognize exceptional achievement in advancing juvenile justice at the local level. The awards honor programs that reflect the tradition of excellence embodied in the careers of James Gould and Delorah Wysinger, two OJJDP professionals who devoted their lives to helping young people.

In its inaugural year, OJJDP awarded this distinction to 18 exceptional local programs in 13 States. In the following year, OJJDP, working with the Coalition for Juvenile Justice, accorded this honor to 20 programs in 20 States.

To expand the geographic and programmatic diversity of the awards, the 1994 Gould-Wysinger Awards will be selected by each State's For-

mula Grants program agency, in consultation with the State Advisory Group.

OJJDP is committed to spreading the word about exceptional local programs by disseminating information about their accomplishments through *Juvenile Justice*, OJJDP bulletins, and other media. In this way our colleagues across the Nation can join us in recognizing a job well done and in reflecting upon ways in which the principles and practices embodied in these programs can be extended to young people and their families in other communities.

To obtain copies of the Gould-Wysinger Awards Model Programs bulletins for 1992 and 1993, please use the order form on page 27.

Disproportionate Minority Representation

continued from page 22

order to provide a broad overview of State efforts to reduce minority overrepresentation.

Anticipated Outcomes

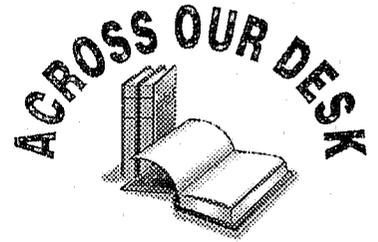
As John J. Wilson, Acting OJJDP Administrator, has pointed out, "The goal of this unprecedented, concerted effort to address the issue

of disproportionate minority confinement should be greater objectivity in decisionmaking at each step in the juvenile justice system and the elimination of the unequal risk of confinement for minority youth."

For Further Information

Technical assistance is available to States and communities in their efforts to address disproportionate minority confinement. For further information, contact:

**State Relations and
Assistance Division**
Office of Juvenile Justice and
Delinquency Prevention
633 Indiana Avenue, NW
Washington, DC 20531
(202) 307-5924



Anger Management for Youth: Stemming Aggression and Violence

Leona L. Eggert. Bloomington, Indiana: National Education Service, 1994.

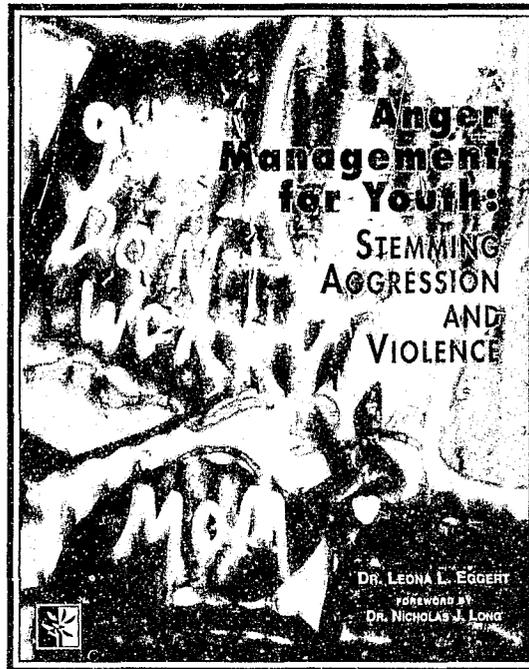
There is more stress at home than I can manage. I'm the oldest, and right now everyone is totally out of control. We're stealing from each other and from our mother, and everyone is fighting and yelling.

There is so much stress right now. I know it'll be better in a couple of weeks, but now my head keeps going blank, and I have this huge pain inside of me.

Such vivid testimonials to emotional suffering and anger by students in her high school personal growth class led Dr. Leona Eggert to address the need for anger management for youth.

An associate professor of psychosocial nursing at the University of Washington, Dr. Eggert brings more than two decades of counseling teenagers, parents, and teachers to this timely topic. As Dr. Nicholas Long notes in the foreword, "This is the right book at the right time to deal with the growing amount of aggression by adolescents."

"We can learn to be aware of our anger, stress, and depression and practice strategies to control it," Dr. Eggert advises. The author defines anger as "a combination of discom-



fort, tenseness, resentment, and frustration" and presents her strategy to manage it in a series of five modules that:

- ◆ Describe the nature of anger management and detail its benefits.

- ◆ Review the anger sequence of "triggers, thoughts, feelings, behaviors, and consequences."
- ◆ Provide techniques to use in the initial stages of anger control, such as "inoculations" before "anger buttons" are pushed and control strategies when anger responses are triggered.
- ◆ Offer additional means to cope when already aroused and angry and questions for reflection after the event.
- ◆ Afford practice in applying these primary skills.

Written to help group leaders teach anger management techniques, the book includes a section on self-monitoring to help participants assess their progress.

Drawing on cognitive behavioral theory and emphasizing bonding and cohesion among group members, Dr. Eggert furnishes educators, counselors, and other youth service professionals with a valuable tool.

IN BRIEF

New Titles Available in the OJJDP Summary Series

Innovative Community Partnerships: Working Together for Change (OJJDP Program Summary)—Roberta C. Cronin

Describes how three cities—Dade County, Florida; Lansing, Michigan; and Norfolk, Virginia—are successfully bringing together community policing and human service initiatives to reclaim troubled neighborhoods.

Family Life, Delinquency, and Crime: A Policymaker's Guide (OJJDP Research Summary)—Kevin N. Wright and Karen E. Wright

Reviews research literature that explores the development of delinquent and criminal behaviors. Examines how positive parental involvement deters delinquency, while its absence—or worse, negative parental involvement—fosters misconduct.

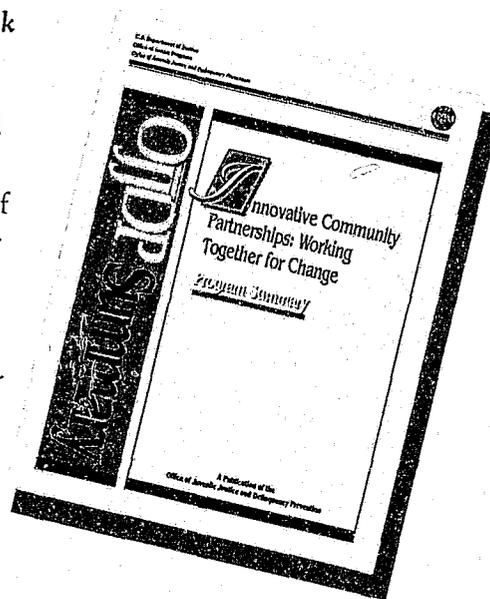
Intensive Aftercare for High-Risk Juveniles: A Community Care Model (OJJDP Program Summary)—David M. Altschuler and Troy L. Armstrong

Reports on the interim findings of OJJDP's initiative to assess intensive juvenile aftercare program models for serious, violent, and chronic juvenile offenders. Describes the framework for the prototype proposed for field testing.

Intensive Aftercare for High-Risk Juveniles: Policies and Procedures (OJJDP Program Summary)—

David M. Altschuler and Troy L. Armstrong

Explains the underlying principles and program elements of the intensive aftercare program model, which can be applied in a variety of settings. Addresses organizational



factors, case management, and program evaluation.

To obtain any of these OJJDP Summaries, complete the order form on page 27 or call the Juvenile Justice Clearinghouse at 800-638-8736.

Electronic Bulletin Board Offers Timely Information From OJJDP

Today's busy juvenile justice professional needs immediate access to accurate information on the latest issues, events, and ideas shaping the field. The National Criminal Justice Reference Service electronic bulletin board helps meet that need by enabling participants to network quickly and easily to share news and views regarding juvenile justice and delinquency prevention.

A free public service, the electronic bulletin board is a 24-hour online source of information and announcements from the Office of Ju-

venile Justice and Delinquency Prevention (OJJDP). By accessing the bulletin board through a personal computer, users may obtain information on OJJDP publications, programs, research findings, statistics, conferences, and funding. New users may register online to gain instant access to the bulletin board menu, send and receive messages, and upload and download files.

Call today to take advantage of this important resource!

For further information on the bulletin board, contact:



Bulletin Board:
(301) 738-8895

Juvenile Justice Clearinghouse
Box 6000
Rockville, MD 20850
800-638-8736

A New Resource for Remedies in International Child Abduction Cases

The *Compendium of the North American Symposium on International Child Abduction: How To Handle International Child Abduction Cases*, a comprehensive resource for pursuing international child abduction cases, is now available from the Juvenile Justice Clearinghouse.

The 928-page *Compendium* provides a collection of papers presented by the faculty of the North American Symposium on International Child Abduction held in fall 1993.

Funded by the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention and conducted by the American Bar Association's Center on Children and the Law, the Symposium was convened to give lawyers, judges, prosecutors, and other justice professionals indepth training on the Hague Child Abduction Convention and other assistance available for international child abduction cases.

The goal of the *Compendium* is to foster more effective use of legal remedies available in international child abduction cases. Examples of information provided in the *Compendium* include:

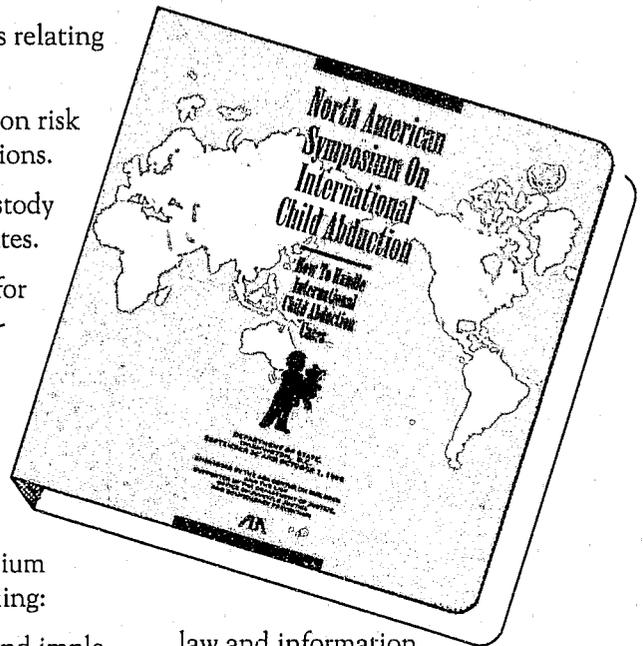
- ◆ Attorney advice to parents fearful of child abductions.

- ◆ U.S. passport policies relating to children.
- ◆ Preliminary findings on risk factors for family abductions.
- ◆ Enforcing foreign custody orders in the United States.

An invaluable resource for those called upon to prevent or resolve international child abduction cases, the *Compendium* papers examine individual aspects of the broader topic areas addressed in the Symposium panel discussions, including:

- ◆ Hague Convention and implementing legislation.
- ◆ The role of central authorities.
- ◆ Locating abducted children.
- ◆ Using the Hague Convention in the United States.
- ◆ Non-Hague Convention remedies.
- ◆ Criminal prosecution and extradition.
- ◆ Preventing abductions.

Included with the volume are four computer disks of applicable case



law and information about how to access an electronic bulletin board service on international child abduction law.

The *Compendium* and disks (NCJ 148137) are available from the Juvenile Justice Clearinghouse for \$17.50 (\$75.00 outside the United States). To obtain a copy, please complete the order form on page 27 or call the Clearinghouse at 800-638-8736.

Juvenile Justice Order Form

JUVENILE JUSTICE

Volume 11 • Number 1
Spring/Summer 1994

Please print your name and mailing address or affix your mailing label here.

Name _____
Address _____
State _____ ZIP _____

Check this box if the information on your address label is incorrect and make corrections on your mailing label.

PUBLICATIONS AVAILABLE FREE. Indicate how many copies of each item you wish to order.

- ___ *Preserving Families To Prevent Delinquency* (OJJDP Model Programs). NCJ 136397.
- ___ *Gould-Wysinger Awards: Mark of Achievement* (OJJDP Model Programs 1992). NCJ 142730.
- ___ *Gould-Wysinger Awards: A Tradition of Excellence* (OJJDP Model Programs 1993). NCJ 146840.

From the OJJDP Summary Series

- ___ *Urban Delinquency and Substance Abuse: Initial Findings* (OJJDP Research Summary). NCJ 143454.
- ___ *Minorities and the Juvenile Justice System* (OJJDP Research Summary). NCJ 145849.
- ___ *Innovative Community Partnerships: Working Together for Change* (OJJDP Program Summary). NCJ 147483.
- ___ *Family Life, Delinquency, and Crime: A Policymaker's Guide* (OJJDP Research Summary). NCJ 140517.
- ___ *Intensive Aftercare for High-Risk Juveniles: A Community Care Model* (OJJDP Program Summary). NCJ 147574.
- ___ *Intensive Aftercare for High-Risk Juveniles: Policies and Procedures* (OJJDP Program Summary). NCJ 147712.

- ___ *Strengthening America's Families: Promising Parenting Strategies for Delinquency Prevention*. NCJ 140781. \$9.15 (U.S.), \$10.80 (Canada), \$14.00 (other countries).
- ___ *The Compendium of the North American Symposium on International Child Abduction: How To Handle International Child Abduction Cases*. NCJ 148137. \$17.50 (U.S.), \$75.00 (Canada and other countries).
- ___ *Urban Delinquency and Substance Abuse: Technical Report and Appendices*. NCJ 146416. \$25.60 (U.S.), \$29.90 (Canada), \$36.90 (other countries).

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

Qty.	NCJ No.	Title	Price
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

PUBLICATIONS AVAILABLE FOR A FEE. Indicate how many copies of each item you wish to order and total the cost in the payment section at the bottom of the form.

- ___ *Minorities and the Juvenile Justice System* (Full Report). NCJ 139556. \$11.50 (U.S.), \$13.65 (Canada), \$17.75 (other countries).

To add your name to the *Juvenile Justice* mailing list, please complete the following:

Name _____
Organization _____
Address _____
City _____ State _____ ZIP _____

Total \$ _____

Enclose payment or provide account number.

All payments must be in U.S. dollars and drawn on a U.S. bank.

Check or money order enclosed, payable to Juvenile Justice Clearinghouse.

Deduct the total from my NCJRS Deposit Account.

Acct. No. _____

Charge my MasterCard VISA

Card No. _____

Exp. Date _____

Signature _____

Please provide a daytime telephone number in case we need to contact you regarding your order.
(____) _____

Allow 6 to 9 weeks for delivery. You will be notified by mail within 30 days if your paid order cannot be filled.

Fee orders are shipped UPS. Because UPS cannot deliver to post office boxes, please provide a street address for shipment of orders requiring payment.

FOLD, TAPE, BUT DO NOT STAPLE

PLACE
FIRST CLASS
STAMP
HERE

Juvenile Justice
Juvenile Justice Clearinghouse/NCJRS
P.O. Box 6000
Rockville, MD 20850

Publications From OJJDP

The following lists OJJDP publications available from the Juvenile Justice Clearinghouse. To obtain copies, call or write:

Juvenile Justice Clearinghouse
P.O. Box 6000
Rockville, MD 20850
800-638-8736

Most OJJDP publications are available free of charge from the Clearinghouse; requests for more than 10 documents or those from individuals outside the United States require payment for postage and handling. To obtain information on payment procedures or to speak to a juvenile justice information specialist about additional services offered, contact the Juvenile Justice Clearinghouse Monday through Friday, 8:30 a.m. to 7:00 p.m., e.s.t.

Delinquency Prevention

Education in the Law: Promoting Citizenship in the Schools. 1990, NCJ 125548.

Family Life, Delinquency, and Crime: A Policymaker's Guide. 1994, NCJ 140517.

Mobilizing Community Support for Law-Related Education. 1989, NCJ 118217, \$9.75.

OJJDP and Boys and Girls Clubs of America: Public Housing and High-Risk Youth. 1991, NCJ 128412.

Preserving Families To Prevent Delinquency. 1992, NCJ 136397.

Strengthening America's Families: Promising Parenting Strategies for Delinquency Prevention. 1993, NCJ 140781, \$9.15.

Missing and Exploited Children

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

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

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

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

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

Missing Children: Found Facts. 1990, NCJ 130916.

Obstacles to the Recovery and Return of Parentally Abducted Children. 1994, NCJ 143458.

Obstacles to the Recovery and Return of Parentally Abducted Children (Full Report). 1993, NCJ 144535, \$22.80.

OJJDP Annual Report on Missing Children. 1990, NCJ 130582.

Parental Abductors: Four Interviews (Video). 1993, NCJ 147866, \$12.50.

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

Stranger Abduction Homicides of Children. 1989, NCJ 115213.

Status Offenders

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

Runaways in Juvenile Courts. 1990, NCJ 124881.

Law Enforcement

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

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

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

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

Law Enforcement Policies and Practices Regarding Missing Children and Homeless Youth. 1993, NCJ 145644.

Law Enforcement Policies and Practices Regarding Missing Children and Homeless Youth (Full Report). 1993, NCJ 143397, \$13.00.

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

Courts

The Child Victim as a Witness. 1989, NCJ 118315.

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

Helping Victims and Witnesses in the Juvenile Justice System: A Program Handbook. 1991, NCJ 139731, \$15.00.

Juvenile Court Property Cases. 1990, NCJ 125625.

Juvenile Court Statistics, 1991. 1994, NCJ 147487.

Offenders in Juvenile Court, 1990. 1993, NCJ 145128.

Restitution

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

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

National Trends in Juvenile Restitution Programming. 1989, NCJ 115214.

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

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

Corrections

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

Conditions of Confinement: Juvenile Detention and Corrections Facilities, Research Summary. 1994, NCJ 141873.

Desktop Guide to Good Juvenile Probation Practice. 1991, NCJ 128218.

Juveniles Taken Into Custody: Fiscal Year 1991 Report. 1993, NCJ 145746.

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

National Survey of Reading Programs for Incarcerated Juvenile Offenders. 1993, NCJ 144017, \$6.75.

OJJDP: Conditions of Confinement Teleconference (Video). 1993, NCJ 147531, \$14.00.

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

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

Privatizing Juvenile Probation Services: Five Local Experiences. 1989, NCJ 121507.

Public Juvenile Facilities: Children in Custody 1989. 1991, NCJ 127189.

Reduced Recidivism and Increased Employment Opportunity Through Research-Based Reading Instruction. 1993, NCJ 141324, \$7.70.

General Juvenile Justice

Breaking the Code (Video). 1993, NCJ 146604, \$20.65.

Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. 1993, NCJ 143453.

Gang Suppression and Intervention: An Assessment. 1994, NCJ 146494, \$20.20.

Gould-Wysinger Awards (1992): Mark of Achievement. 1993, NCJ 142730.

Gould-Wysinger Awards (1993): A Tradition of Excellence. 1994, NCJ 146840.

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

Gun Acquisition and Possession in Selected Juvenile Samples. 1993, NCJ 145326.

Habitual Juvenile Offenders: Guidelines for Citizen Action and Public Responses. 1991, NCJ 141235.

Innovative Community Partnerships: Working Together for Change. 1994, NCJ 147483.

Juvenile Justice. Volume 1, Number 1, Spring/Summer 1993. NCJ 141870.

Law-Related Education For Juvenile Justice Settings. 1993, NCJ 147063, \$13.20.

Minorities and the Juvenile Justice System. 1993, NCJ 145849.

Minorities and the Juvenile Justice System (Full Report). 1993, NCJ 139556, \$11.50.

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

Office of Juvenile Justice and Delinquency Prevention Brochure. 1993, NCJ 144527.

Retarding America—The Imprisonment of Potential (Video). 1993, NCJ 146605, \$12.95.

Study of Tribal and Alaska Native Juvenile Justice Systems. 1992, NCJ 148217, \$17.20.

Urban Delinquency and Substance Abuse: Initial Findings. 1994, NCJ 143454.

Urban Delinquency and Substance Abuse: Technical Report and Appendices. 1993, NCJ 146416, \$25.60.

Violent Juvenile Offenders: An Anthology. 1984, NCJ 095108, \$28.00.

Minority Youth in the Juvenile Justice System—

OJJDP

Of critical concern to today's policy officials, and OJJDP is the disproportionate number of minority youth represented in the juvenile justice system.

Minorities constitute 31 percent of the U.S. juvenile population.

Minorities comprise 63 percent of juveniles held in secure detention or corrections facilities.

To learn more about issues relating to minorities in the juvenile justice system, call the Juvenile Justice Clearinghouse toll free:

Research Publications Program Descriptions Literature Searches
Current Statistics Referral Organizations Funding Information

BULK RATE
POSTAGE & FEES PAID
DOJ/OJJDP
Permit No. G-91