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# OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

## 1993 ANNUAL REPORT

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

152981

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

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## **FOREWORD FROM THE ADMINISTRATOR**

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The Office of Juvenile Justice and Delinquency Prevention (OJJDP) works with the juvenile justice community nationwide to address the serious problems affecting America's youth today. OJJDP's "Mission Statement" serves as a guide for agency efforts:

The mission of OJJDP 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.

As mandated by the Juvenile Justice and Delinquency Prevention Act (JJDP Act) of 1974, as amended, OJJDP fulfills its responsibilities to assist all aspects of juvenile justice efforts, including prevention, intervention, and control of delinquency and improvement of the juvenile justice system. OJJDP programs target a wide range of juvenile justice activities, including support for training, technical assistance, program development, research, and information dissemination functions. During Fiscal Year 1993, 135 programs were funded, as described in this annual report. OJJDP received a total appropriation of \$77,000,000 for Fiscal Year 1993. Discretionary grant funding and other expenditures totalled \$26,922,000, while \$50,078,000 was allocated to the support of programs in the 57 States and territories participating in OJJDP's State Formula Grants program.

OJJDP welcomed the strong support for juvenile justice issues demonstrated by Attorney General Janet Reno. A major new initiative was launched to address the growing problem of serious, violent, and chronic juvenile offenders under OJJDP's "Comprehensive Strategy for Serious, Violent, and Chronic Offenders." OJJDP's new journal publication *Juvenile Justice* was inaugurated, linking the agency's communications more firmly to the professionals it serves. Greater impetus was given to efforts that respond to the overrepresentation of minorities in secure detention and confinement. Numerous new programs were started, while ongoing ones came to fruition.

Many of the new programs identified in the 1992 reauthorization of the JJDP Act were initiated. The Act now details a number of new program priorities, such as: gender specific services, development of local prevention plans and programs, greater family involvement in the treatment of delinquents, boot camps, and the development of new approaches to deal with hate crimes.

Whatever the success of past efforts, it is clear that America must summon an ever-increasing determination to confront the forces that place too many youth at risk of delinquency. We must strive to prevent children from becoming delinquents; we must renew efforts at the community level to address the social and familial conditions and behaviors that place children at risk of delinquency; we must intervene immediately and effectively when delinquent behavior occurs; and, we must respond with a greater array of effective graduated sanctions options for the treatment and control of delinquent offenders. Those of you who work daily toward these ends deserve OJJDP's high respect and steadfast support. We applaud your service and we pledge to continue as your partners in this important work.

John J. Wilson  
Acting Administrator, OJJDP

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## **TABLE OF CONTENTS**

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Foreword from the Administrator .....	iii
Chapter 1: Introduction .....	1
Highlights .....	1
Annual Reporting Requirements .....	2
Mission and Structure of OJJDP .....	4
Concentration of Federal Effort Program .....	5
Chapter 2: State Relations and Assistance .....	7
Formula Grants .....	7
Progress and Successes .....	11
Compliance by the States .....	13
Funded Projects .....	19
Chapter 3: Research and Program Development .....	21
Funded Projects .....	21
Chapter 4: Demonstration and Replication Programs .....	31
Funded Projects .....	31
Chapter 5: Training and Technical Assistance .....	47
Funded Projects .....	47
Chapter 6: Missing and Exploited Children .....	59
The National Center for Missing and Exploited Children .....	59
Funded Projects .....	63
Chapter 7: Information Dissemination .....	77
Chapter 8: Exemplary Delinquency Prevention Programs .....	81
Chapter 9: Juveniles Taken Into Custody .....	89
Responding to the Congressional Mandate .....	89
Defining a Research Agenda .....	90
The State Juvenile Corrections System Reporting Program .....	91
Index of Projects .....	99

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## **LIST OF FIGURES**

---

---

2-1	Deinstitutionalization of Status Offenders .....	8
2-2	Separation of Adults and Juveniles .....	10
2-3	Removal of Juveniles from Adult Jails .....	12
9-1	State Juvenile Corrections System Reporting Program Component, 1992 Participants .....	93

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## **LIST OF TABLES**

---

---

2-1	1993 Formula Grants Program Summary Totals .....	19
6-1	Total Hotline Calls for Service .....	60
9-1	Most Recent Available Data on the Number of Juvenile Admissions and 1-Day Counts .....	92
9-2	Characteristics of Juveniles Taken Into State Custody for All SJCSRP Participants, CY 1992 .....	95
9-3	Characteristics of Juveniles Taken Into State Custody for Automated SJCSRP Participants Only CY 1992 .....	96

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# **CHAPTER ONE**

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## **INTRODUCTION**

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The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established under the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act), as amended, to lead the Nation in addressing the issues of juvenile delinquency. This report fulfills the annual reporting requirements of the JJDP Act and describes OJJDP's efforts to implement the broad mandates of the JJDP Act during Fiscal Year 1993. As the report demonstrates, OJJDP has provided leadership in areas of policy and program development, research and statistical studies, information dissemination, and train-

ing and technical assistance. OJJDP funds a comprehensive array of initiatives that benefit the juvenile justice system. Juvenile justice professionals from each component of the system (law enforcement, juvenile and family courts, prosecution, probation, corrections and detention, and child-welfare services) derive benefits from OJJDP-funded projects. OJJDP helps these components work together effectively at the community level in cooperation with such social institutions as the family, schools, religious organization, and youth-service organizations.

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## **HIGHLIGHTS**

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This introduction provides highlights of the report and a guide to specific sections that fulfill annual reporting requirements enacted by Congress in Title II of the JJDP Act, Juvenile Justice and Delinquency Prevention, and Title IV, Missing Children. An overview of the organization and operations of OJJDP and a section on OJJDP's congressionally mandated Concentration of Federal Effort Program complete the introduction.

Chapters 2 through 7 describe the activities of OJJDP and its grantees in its mandated functional areas: State Relations and Assistance; Research, Evaluation, and Statistics; Demonstration Programs; Training and Technical As-

sistance; Missing and Exploited Children; and Information Dissemination. Each chapter provides a brief description of OJJDP-funded projects active during Fiscal Year 1993, and the names and addresses of grantees. Project accomplishments during the fiscal year are also noted.

Chapter 2 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 Non-offenders (DSO) (Section 223(a)(12)(A)), Separation of Adults and Juveniles (Section 223(a)(13)), and Jail and Lockup Removal (Section 223(a)(14)).

## **2 ■ Chapter 1**

Chapter 6 fulfills the annual reporting requirements set forth by Title IV of the JJDP Act pertaining to missing and exploited children. The chapter focuses on the National Center for Missing and Exploited Children and describes each OJJDP-funded project active during Fiscal Year 1993 and a summary of the OJJDP Comprehensive Plan for Fiscal Year 1994, as mandated by Congress. The plan details OJJDP initiatives in research, program development, and training and technical assistance.

Chapter 8 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 the

Gould-Wysinger Awards in 1992. The awards honor the legacy of James Gould and Deborah Wysinger, dedicated OJJDP professionals whose untimely deaths represented a tragic loss to the juvenile justice community. In Fiscal Year 1993, 20 programs were selected to receive the award by their colleagues across the Nation. In accordance with the mandate, priority was given to programs that promote community involvement, and family strengthening.

Chapter 9 provides the most recent data available on juveniles taken into custody as required by the JJDP Act [Section 207(1)].

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

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## **ANNUAL REPORTING REQUIREMENTS**

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In fulfillment of the annual reporting requirements defined in the JJDP Act, the OJJDP 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 appears in the report as cited.

## **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 9
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. 5-6
Sec. 207(3)	A description of States' compliance with the mandates of Part B of the JJDP Act.	Chapter 2
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 8

## **Title IV - Missing Children**

Sec. 405(a)(5)(A)	A comprehensive plan for the succeeding fiscal year.	Chapter 6, p. 59
Sec. 405(a)(5)(B)	A summary of effective models of Federal, State, and local cooperation in recovering missing children.	Chapter 6, throughout
Sec. 405(a)(5)(C)	A summary of effective program models that aid missing children and their families.	Chapter 6, 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 6, 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 6, p. 60
Sec. 405(a)(5)(F)	A description of the activities of the national resource center and clearinghouse.	Chapter 6, p. 59-63
Sec. 405(a)(5)(G)	A description of all programs for which assistance was provided during the fiscal year.	Chapter 6, throughout
Sec. 405(a)(5)(H)	A summary of the results of research completed during the fiscal year.	Chapter 6, throughout
Sec. 405(a)(5)(I)	A summary of assistance provided to clearinghouses.	Chapter 6, p. 63-75

## MISSION AND STRUCTURE OF OJJDP

The OJJDP Administrator is appointed by the President with the advice and consent of the 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 furtherance of OJJDP's mission to prevent delinquency and improve the quality of juvenile justice. Throughout its history, OJJDP has provided a vital service to States, communities, juvenile justice professionals, organizations, and young people through effective initiatives that prevent and control delinquency.

The Missing Children's Assistance Act, enacted in 1984 as Title IV of the JJDP Act, designates 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.

OJJDP administered the State Formula Grants Program and funded over 100 projects through the Discretionary Grants Program during Fiscal Year 1993 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 and Planning Unit** assists with the preparation, publication, and dissemination of information on juvenile delinquency and missing children, and publishes the OJJDP journal Juvenile Justice.

Each of these divisions has responsibilities regarding 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 the Office of Juvenile Justice and Delinquency Prevention, the Bureau of Justice Assistance, The Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime. OJP bureaus coordinate their resources and expertise to maximize and broaden the impact of funded programs.

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## **CONCENTRATION OF FEDERAL EFFORT PROGRAM**

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The Concentration of Federal Effort (CFE) Program is designed to promote interagency cooperation and collaboration at the Federal level through close working relationships with other Federal agencies involved in juvenile delinquency issues to eliminate duplication of effort and provide for the most effective use of Federal funds. The OJJDP Administrator is responsible for developing objectives, priorities, and a long-term plan for Federal juvenile delinquency programs and activities and for implementing an overall policy and strategy to carry it out.

The Coordinating Council on Juvenile Justice and Delinquency Prevention plays a key role in this effort. Section 206 of the JJDP Act establishes the Coordinating Council as an independent organization in the Executive branch of the Federal Government. The Council's primary function is to coordinate all Federal programs combatting juvenile delinquency and assisting missing and exploited children.

The Council, chaired by the Attorney General, meets at least quarterly. The OJJDP Administrator serves as vice-chairman. The Council comprises nine ex officio Federal members (the Attorney General; the Secretaries of Health and Human Services, Labor, Education, and Housing and Urban Development; the OJJDP Administrator; the Directors of the Office of National Drug Control Policy and ACTION; and the Commissioner of the Immigration and Naturalization Service), officers of other Federal agencies designated by the President and nine non-Federal members who are practitioners in the juvenile justice field. The nine non-Federal members are appointed without regard to political affiliation; three by the Majority Leader of the Senate, three by the Speaker of the House of Representatives, and three by the President.

The Council's practitioner members make recommendations regarding the development of objectives, priorities, the long-term plan and its implementation. The Council coordinates, in cooperation with State and local juvenile justice programs, all Federal programs and activities that detain or care for unaccompanied juveniles. The Council reviews the programs and practices of Federal agencies and reports on the degree to which Federal agency funds are used for purposes consistent with the mandates of the JJDP Act regarding the deinstitutionalization of status offenders, the separation of juveniles from adults in secure facilities, and the removal of juveniles from adult jails and police lockups.

The Council reviews the reasons Federal agencies take juveniles into custody and makes recommendations to improve Federal practices and facilities for holding juveniles in custody and for joint funding proposals among Council members. At least annually, the Council makes recommendations to the President and Congress on coordinating overall policy and developing objectives and priorities for all Federal juvenile delinquency programs and activities and makes annual recommendations to the President and Congress on Federal programs and activities that detain or care for unaccompanied juveniles. It examines how Federal programs can be coordinated with State and local programs to better serve at-risk youth.

In Fiscal Year 1993, OJJDP began updating the Delinquency Development Statements report, which is mandated by the JJDP Act. Under the auspices of the Coordinating Council The Delinquency Development Statements is a comprehensive overview of Federal initiatives related to juvenile justice and delinquency pre-

## **6 ■ Chapter 1**

vention. A total of 21 Federal agencies provide information about their programs, practices, policies, and legislation that support the mandates of the JJDP Act. This work will be completed when the Council reconvenes.

CFE oversees the operations of the Juvenile Justice Resource Center (JJRC) through a contract with Aspen Systems Corporation. JJRC provides numerous support services to OJJDP, the Concentration of Federal Effort, and the Coordinating Council, including meeting coordination for Council meetings, coordination of peer reviews, conference support, preparation of special reports, and provision of consultants. During Fiscal Year 1993, JJRC responded to 77 task orders: 27 to support peer reviews; 11 for conference support; 9 for publication support; 18 to provide consultants; and 12 for ad hoc projects.

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# **CHAPTER 2**

## **STATE RELATIONS AND ASSISTANCE**

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The State Relations and Assistance Division (SRAD) manages OJJDP's State Formula Grants Program, which helps States and territories in their efforts to improve their juvenile justice systems and to prevent and control delinquency. In pursuit of these objectives, SRAD:

- Oversees the development and implementation of comprehensive State juvenile justice plans used by OJJDP in allocating formula grant funds
- Monitors State compliance with the mandates of the JJDP Act.

- Provides training and technical assistance to aid States and local governments in achieving compliance with JJDP Act mandates.

Fifty-seven States and territories are eligible to participate in the 1993 Formula Grants Program, providing that they comply with certain provisions of the JJDP Act. This chapter highlights the successes of the program, in helping States and local governments meet the mandates of 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.

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## **FORMULA GRANTS**

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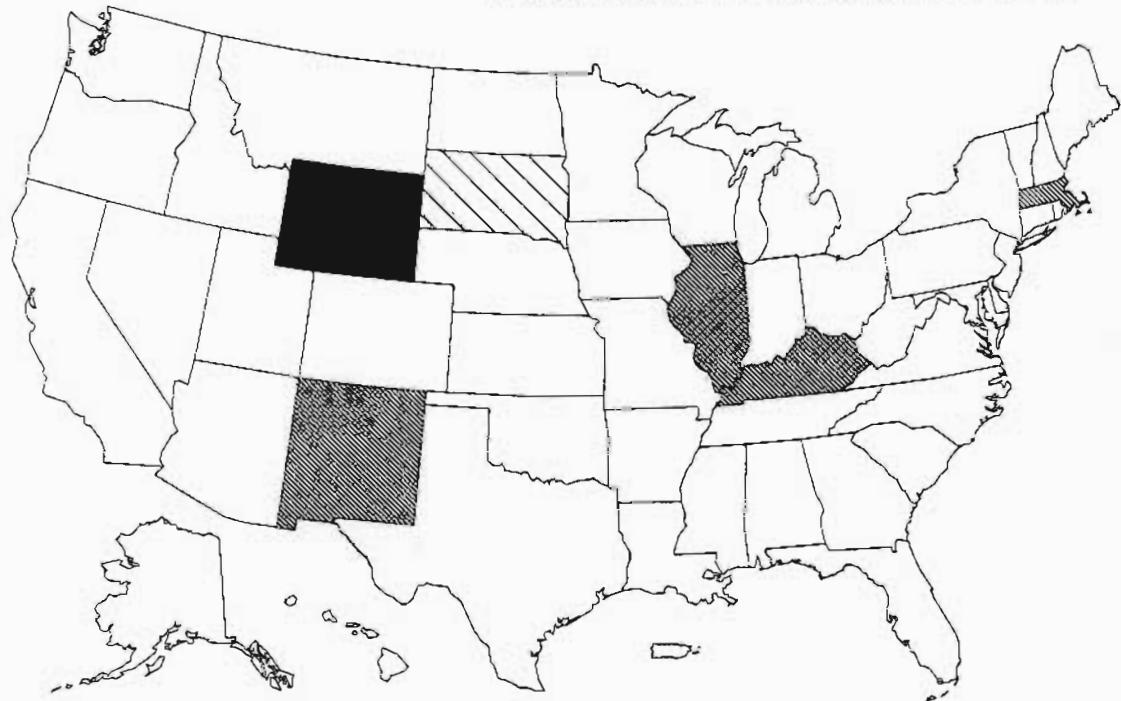
The JJDP Act establishes four mandates with which States and territories must comply: (1) deinstitutionalization of status offenders and nonoffenders (DSO), (2) sight-and-sound separation of juveniles from adults in secure detention and correctional facilities, (3) removal of juveniles from adult jails and lockups, and (4) elimination of disproportionate confinement of minority youth where it exists. The Act created the Formula Grants Program to help States and local governments comply with these mandates.

The separation and jail and lockup removal mandates have served as effective guidelines for the custody of juvenile offenders. As illustrated by Figures 2-1, 2-2, and 2-3, 55 States and territories participated in the Fiscal Year 1993 Formula Grants Program and the overwhelming majority have demonstrated compliance with all three mandates.

A State's participation in the Formula Grants Program is voluntary. To be eligible for the pro-

**FIGURE 2-1**

**Deinstitutionalization of Status Offenders**



- In compliance with the statutory mandate (includes the District of Columbia and the territories of American Samoa, Guam, Puerto Rico, Northern Marianas, the Virgin Islands, and Palau)
- Recent participant - monitoring not yet required (South Dakota)
- Additional data needed to determine compliance (Illinois, Kentucky, Massachusetts, and New Mexico)
- Not in compliance (Wyoming)

gram, 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 and local governments.

The Formula Grants Program is administered by the State Relations and Assistance Division (SRAD) of OJJDP. SRAD monitors the development and implementation of State plans, provides technical assistance, assesses performance reports, and works with the States to achieve the goals set by the JJDP Act. SRAD staff members serve as State Representatives for assigned jurisdictions. Each State Representative is responsible for maintaining contact with State agencies, coordinating assistance, and sharing information regarding innovative, successful projects in other States.

A State's progress toward implementing its plan and achieving or maintaining compliance with the mandates of the JJDP Act is assessed annually, based upon the State's submission of a compliance monitoring report. The level of compliance determines the State's eligibility for continued participation in the Formula Grants Program.

Formula grant allocations are awarded to States on the basis of the relative population of individuals under age 18. If a State does not submit a plan, or is ineligible because of its failure to comply with the mandates, the Administrator can award the allocation to a private, non-profit organization to carry out the purposes of deinstitutionalization of status offenders, separation of adults and juveniles, removal of juveniles from adult jails and lockups, and elimination of disproportionate minority confinement.

In 1993, each State participating in the Formula Grants Program was awarded at least \$343,658. Participating territories received awards ranging from \$12,183 to \$81,219. During Fiscal Year 1993, the total program outlay was \$50,078,000.

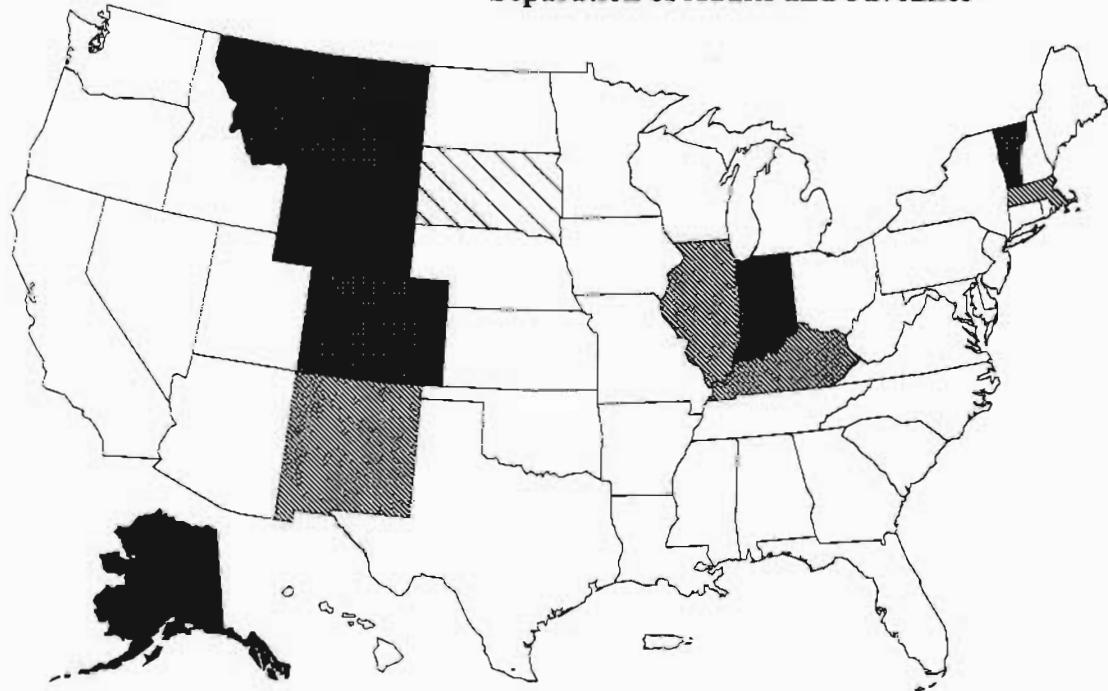
SRAD provides a wide range of technical assistance to State and local governments, public and private agencies, State Advisory Groups, State Planning Agencies, and other OJJDP grantees. In Fiscal Year 1993, SRAD, through OJJDP's contractor, Community Research Associates, provided technical assistance to 79 recipients in 39 States and territories. These task-ordered assignments are roughly divided into the following categories:

- DSO and Development of Community-Based Alternatives (5)
- Jail Removal and Development of Community-Based Alternatives (13)
- State Planning and Compliance Monitoring (8)
- DMC and Development of Strategies and Programs to Address Disproportionality (10)
- Native American Passthrough and Development of Community-Based Services on Tribal Lands (2)
- Delinquency Prevention Planning and Program Development (4)
- Conditions of Confinement in Juvenile Detention and Corrections Facilities (9)
- State Advisory Group Training Workshops (12)
- Juvenile Justice Systems Improvement (16)

The 1992 amendments to the JJDP Act increased the number of mandatory requirements that determine eligibility for the formula grants from three to four. The fourth mandate requires participating States to develop and implement programs to reduce any disproportionate confinement of minority juveniles in secure facilities.

**FIGURE 2-2**

**Separation of Adults and Juveniles**



- In compliance with the statutory mandate (includes the territories of American Samoa, Guam, Puerto Rico, Northern Marianas, the Virgin Islands, and Palau)
- \ Diagonal lines Recent participant - monitoring not yet required (South Dakota)
- \ Dots Additional data needed to determine compliance (Illinois, Kentucky, Massachusetts, New Mexico)
- \ Small dots Not in compliance, showing annual progress (District of Columbia, Colorado, Indiana, Montana, Vermont)
- Black Not in compliance (Alaska, Wyoming)

ties. Pilot projects in Arizona, Florida, Iowa, North Carolina, and Oregon have served as demonstration sites for the purposes of collecting data documenting disproportionate minority confinement and designing intervention strategies to reduce it. Technical assistance in project design and evaluation has been provided by Community Research Associates,

Portland State University, and Caliber Associates, Inc.

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

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## **PROGRESS AND SUCCESSES**

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Eligibility for Fiscal Year 1993 Formula Grant funds was determined by each State's 1991 Monitoring Report, which detailed the State's compliance with statutory mandates for DSO, sight-and-sound separation, and jail and lockup removal. The 1991 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 adult jails and lockups. A full summary of the status of the States' compliance is provided on pages -.

Improvements achieved through the Formula Grants Program are not limited to compliance with the JJDP Act mandates. As a result of efforts of State agencies and State Advisory Groups participating in 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 and the general public are more keenly aware of the detrimental effects of 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. State compliance with the JJDP Act mandates

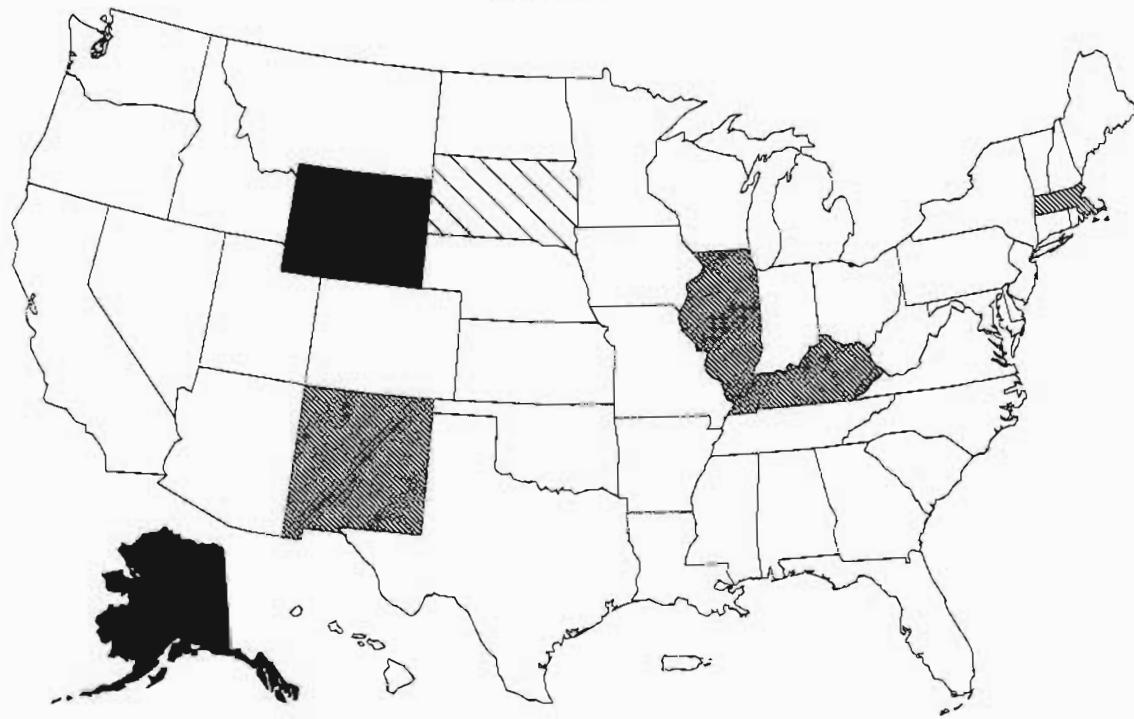
has benefitted status offenders and the thousands of other juveniles brought before juvenile courts.

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 presenting behavior is not criminal.

Initially, the juvenile justice system treated status offenders the same way it treated adjudicated delinquents. In some ways, status offenders received treatment worse than adult criminals because, prior to *In re Gault* (387 U.S. 1, 1967), juveniles were not afforded certain due-process constitutional protections afforded adults. 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 supports needed most by status offenders (guidance, counseling, and parental supervision) were often denied through isolation from family, school, and community.

**FIGURE 2-3**

**Removal of Juveniles from Adult Jails**



- In compliance with the statutory mandate (includes the District of Columbia and the territories of American Samoa, Guam, Puerto Rico, Northern Mariana Islands, the Virgin Islands, and Palau)
- Recent participant - monitoring not yet required (South Dakota)
- Additional data needed to determine compliance (Illinois, Kentucky, Massachusetts, New Mexico)
- Not in compliance (Alaska, Wyoming)

Policymakers now believe that status offenders should not be institutionalized, but should receive alternative services including shelter care as needed. The JJDP Act included a mandate that 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 and other secure institutional settings.

Subsequent amendments to the JJDP Act have adjusted the timetable for DSO and provided

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 Act requires that each State submit an annual report on the extent to which out-of-home placements of status offenders are in the least restrictive alternative appropriate to the needs of the juvenile and community, are within reasonable proximity to the juvenile's family and community, and provide a variety of rehabilitative services such as drug-and-alcohol counseling and educational, vocational, and psychological guidance and training.

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## **COMPLIANCE BY THE STATES**

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The following tables summarize State compliance with Section 223(a), Paragraphs (12)(A), (13), and (14) of the JJDP Act, based on their 1991 Monitoring Reports, which determined eligibility for Fiscal Year 1993 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 1990 would submit its first monitoring report on 1991 data.

Each participating State's annual monitoring report represents 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.

## 14 ■ Chapter 2

### STATE COMPLIANCE

BASED ON 1991 REPORTS

FORMULA GRANT 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 participant - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Full compliance - zero violations	Full compliance - exception provision (3)	Not in compliance - showing annual progress (4)	Recent participant - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	
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 1991 REPORTS

FORMULA GRANT PARTICIPANTS	Jail Removal Sec. 223(a)(14)						
	Full compliance - zero violations	Full compliance - de minimis exceptions (5)	Recent participant - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Formula Grant Funds Allocations for FY 1993*	Juvenile Population**
ALABAMA	◆					769,000	1,058,788
ALASKA				◆		343,658	172,344
ARIZONA	◆					713,000	981,119
ARKANSAS	◆					451,000	621,131
CALIFORNIA	◆					5,632,005	7,750,725
COLORADO	◆					626,000	861,266
CONNECTICUT	◆					545,000	749,581
DELAWARE	◆					343,658	163,341
D.C.	◆					343,658	117,092
FLORIDA	◆					2,083,000	2,866,237
GEORGIA	◆					1,255,000	1,727,303
HAWAII	◆					343,658	280,126
IDAHO	◆					343,658	308,405
ILLINOIS			◆			2,141,000	2,946,366
INDIANA	◆					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	◆					343,658	309,002
MARYLAND	◆					844,000	1,162,241
MASSACHUSETTS			◆			983,000	1,353,075
MICHIGAN	◆					1,787,000	2,458,765
MINNESOTA	◆					848,000	1,166,783
MISSISSIPPI	◆					543,000	746,761
MISSOURI	◆					955,000	1,314,826
MONTANA	◆					343,658	222,104
NEBRASKA	◆					343,658	429,012
NEVADA	◆					343,658	296,948
NEW HAMPSHIRE	◆					343,658	278,755
NEW JERSEY	◆					1,307,750	1,799,462
NEW MEXICO			◆			343,658	446,741
NEW YORK	◆					3,095,000	4,259,549
NORTH CAROLINA	◆					1,167,000	1,606,149
NORTH DAKOTA	◆					343,658	175,385

## 16 ■ Chapter 2

### STATE COMPLIANCE

BASED ON 1991 REPORTS

FORMULA GRANT 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 participant - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Full compliance - zero violations	Full compliance - exception provision (3)	Not in compliance - showing annual progress (4)	Recent participant - data not yet due (2)	Additional data needed to determine compliance	
OHIO	◆				◆						
OKLAHOMA	◆				◆						
OREGON	◆				◆						
PENNSYLVANIA	◆				◆						
RHODE ISLAND	◆				◆						
SOUTH CAROLINA	◆				◆						
SOUTH DAKOTA		◆						◆			
TENNESSEE	◆					◆					
TEXAS	◆					◆					
UTAH	◆				◆						
VERMONT	◆						◆				
VIRGINIA	◆				◆						
WASHINGTON	◆				◆						
WEST VIRGINIA	◆				◆						
WISCONSIN	◆				◆						
WYOMING			◆						◆		
AMER. SAMOA	◆				◆						
GUAM	◆				◆						
N. MARIANAS	◆				◆						
PALAU	◆				◆						
PUERTO RICO		◆			◆						
VIRGIN ISLANDS	◆				◆						
TOTALS	9	40	1	6	1	34	9	5	1	6	2

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

(2) Compliance Reports for the 1991 reporting period were not required for this State because of its recent participation in the program. South Dakota began participating in 1992 and will report 1994 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 1991 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). Designated compliance dates are:

Colorado .....	12/92	Indiana .....	12/91	Mississippi .....	12/91	Vermont .....	12/93
D.C. ....	09/92	Kansas .....	1/93	Montana .....	12/93		

## **STATE COMPLIANCE**

BASED ON 1991 REPORTS

FORMULA GRANT PARTICIPANTS	Jail Removal Sec. 223(a)(14)						
	Full compliance - zero violations	Full compliance - de minimis exceptions (5)	Recent participant - data not yet due (2)	Additional data needed to determine compliance	Out of compliance	Formula Grant Funds Allocations for FY 1993* 1990	Juvenile Population** 1990
OHIO	◆					2,034,000	2,799,744
OKLAHOMA		◆				608,000	837,007
OREGON	◆					526,000	724,130
PENNSYLVANIA		◆				2,031,000	2,794,810
RHODE ISLAND	◆					343,658	225,690
SOUTH CAROLINA	◆					669,000	920,207
SOUTH DAKOTA			◆			343,658	198,462
TENNESSEE	◆					884,000	1,216,604
TEXAS	◆					3,514,000	4,835,839
UTAH	◆					456,000	627,444
VERMONT	◆					343,658	143,083
VIRGINIA	◆					1,093,000	1,504,783
WASHINGTON	◆					917,000	1,261,387
WEST VIRGINIA	◆					343,658	443,577
WISCONSIN	◆					937,000	1,288,982
WYOMING				◆		343,658	135,525
AMER. SAMOA	◆					81,219	16,000
GUAM	◆					81,219	44,000
N. MARIANAS	◆					81,219	1,154,527
PALAU***	◆					12,183	8,000
PUERTO RICO		◆				839,000	9,300
VIRGIN ISLANDS	◆					81,219	35,427
<b>TOTALS</b>	<b>11</b>	<b>37</b>	<b>1</b>	<b>6</b>	<b>2</b>	<b>\$50,078,000</b>	<b>64,871,686</b>

(5) States are in full compliance with *de minimis* exceptions to Section 223(a)(14), pursuant to Section 31.303(f)(6)(iii)(c) of the OJJDP Formula Grants Regulation (28 CFR 31), which was published in the June 20, 1985 *Federal Register*.

\* Rounded to nearest thousand.

\*\* Population figures for the States, the District of Columbia, 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.

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

**TABLE 2-1****1992 Formula Grants Program  
SUMMARY TOTALS**

	<b>Number of States and Territories</b>
<b>Deinstitutionalization of Status Offenders</b>	
Full compliance - zero violations	9
Full compliance - <i>de minimis</i> exceptions	42
States that have not submitted 1991 data	4
Recent participant - data not yet due	1
Out of Compliance	1
<b>Separation of Adults and Juveniles</b>	
In compliance - zero violations	34
In compliance - exception provision	9
Not in compliance - showing annual progress	7
States that have not submitted 1991 data	4
Recent participant - data not yet due	1
Out of compliance	2
<b>Removal of Juveniles from Adult Jails and Lockups</b>	
Full compliance - zero violations	11
Full compliance - <i>de minimis</i> exceptions	39
States that have not submitted 1991 data	4
Recent participant - data not yet due	1
Out of compliance	2

## FUNDED PROJECTS

### ■ TECHNICAL ASSISTANCE AND TRAINING PROJECT

This grant supports the Coalition for Juvenile Justice in its efforts to help States meet the JJDP Act statutory mandates. The Coalition provides training, technical assistance, and the dissemination of information to State Juvenile Justice Advisory Groups, which make up the Coalition. Activities include regional training seminars, informational workshops, and a national conference designed to provide information for Coalition members on a wide range of juvenile justice issues. The Coalition prepares an annual report for the President, Congress, and the OJJDP Administrator with advice and recommendations reflecting State perspectives on the operation of OJJDP and the implementation of Federal legislation pertaining to juvenile justice and delinquency prevention.

During Fiscal Year 1993, the Coalition conducted its annual national conference for State Advisory Group (SAG) members, and carried out SAG training programs in each of the four regions. The Coalition is authorized to develop an Information Center for Juvenile Justice and Delinquency Prevention Programs for the dissemination of juvenile justice information to the States.

***Grantee:***

Coalition for Juvenile Justice  
1211 Connecticut Avenue NW., Suite 414  
Washington, DC 20036

***Program Manager:***

Freida Thomas

### ■ TECHNICAL ASSISTANCE ON JJDP ACT

#### COMPLIANCE

This project provides assistance to State and local governments, State Advisory Groups, and private organizations to help meet the mandates of the JJDP Act. It furnishes technical assistance in improving detention practices, policies, facilities, alternative services, and other issues related to the juvenile justice system's handling of juveniles. Six informational bulletins are developed by the contractor each year. These bulletins highlight effective juvenile programs and provide information on vital juvenile justice issues.

***Grantee:***

Community Research Associates, Inc.  
41 E. University Ave., Suite 3A  
Champaign, IL 61820

***Program Manager:***

Freida Thomas

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# **CHAPTER 3**

## **RESEARCH AND PROGRAM DEVELOPMENT**

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The Research and Program Development Division, a component of the National Institute for Juvenile Justice and Delinquency Prevention (NIJJD), 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 devel-

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

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## **FUNDED PROJECTS**

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### **■ ASSESSMENT OF CONDITIONS IN JUVENILE DETENTION AND CORRECTIONS**

This project will perform additional analysis of data collected on conditions in juvenile correctional and detention facilities across the Nation and further disseminate study findings. This research was initiated in response to the 1988 JJDP Act amendments. The amendment requires OJJDP to conduct a study to (1) review conditions in detention and correctional facilities for juveniles and the extent to which such facilities meet recognized national professional standards, and (2) make recommendations to improve conditions in such facilities.

The initial study surveyed all 984 public and private juvenile detention centers, reception centers, training schools, camps, and ranches in the United States. These types of facilities hold approximately 69 percent of the population of juveniles in custody. Conditions in four basic categories were evaluated: basic needs (living space, health care, food, clothing, and hygiene); order and safety (security, suicide prevention, inspections, and emergency preparedness); programs (education, recreation, and treatment services); and juvenile rights (access to the community and limits of staff discretion).

During Fiscal Year 1993, the full report, *Conditions of Confinement: Juvenile Detention and Corrections Facilities*, was completed. OJJDP sponsored a national teleconference to disseminate the findings and stimulate awareness of the findings and recommendations.

***Grantee:***

ABT Associates, Inc.  
55 Wheeler Street  
Cambridge, MA 02138

***Program Manager:***

Barbara Allen-Hagen

**■ AUTOMATED JUVENILE PROBATION CASE MANAGEMENT SYSTEM**

This project instituted a fully automated system to manage juvenile probation caseloads. The project involved 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.

***Grantee:***

Lane County Department of Youth Services  
2411 Centennial Boulevard  
Eugene, OR 97401

***Program Manager:***

D. Elen Grigg

**■ CHILDREN IN CUSTODY CENSUS**

OJJDP and the U.S. Bureau of the Census jointly fund the Children in Custody Census to promote a better understanding of the trends in confinement and juvenile detention practices across the country. This biennial census has been produced since 1971 and currently studies approximately 3,300 public and private juvenile detention, correctional, and shelter facilities. The Bureau of the Census collects national data on juvenile custody facilities and pro-

vides numbers and characteristics of youth held in these facilities. The 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.

During Fiscal Year 1993, the 1993 census was conducted on the reference date of February 16, 1993, and annual data for calendar year 1992 was collected. As with past censuses, this effort surveyed publicly and privately operated facilities regarding programming within the facility, facility characteristics, design capacity, as well as operational characteristics. The census examined the population in these facilities covering demographics, offense characteristics, and admission and release data.

***Grantee:***

Bureau of Census  
Center for Demographic Studies  
Washington, DC 20233

***Program Manager:***

Joseph Moone

**■ CITIES IN SCHOOLS EVALUATION**

The project conducts a process and impact evaluation of the Cities in Schools (CIS) program. Evaluators are studying the replication process and related training and technical assistance provided by the CIS national organization to States and local communities, and examining the effectiveness of the CIS model as implemented by States and local communities. To determine the effectiveness of the CIS model, the ability of local programs to reduce school dropout rates and the cost of implementing the program are being examined.

This project involves three separate tasks. Task I consists of a study of the CIS national organization and the National Center for Partnership Development where the training and technical assistance are developed. Task II involves a

study of representative sites to better understand strengths and weaknesses of local programs. During Fiscal Year 1993, Task III was conducted. Task III consists of a study of the Exemplary CIS programs and documentation of their success. The project will produce several documents of value to the Federal agencies involved in the funding of the CIS program.

***Grantee:***

The Urban Institute  
2100 M Street NW.  
Washington, DC 20037

***Program Manager:***

Jeffrey Slowikowski

**■ DELAY IN THE IMPOSITION OF SANCTIONS**

This project studies the delays in imposing sanctions in juvenile cases that occur and makes recommendations on how to eliminate the delays. During Fiscal Year 1993, an intensive site study was begun to evaluate the efficiency of case handling as it relates to the effectiveness of the sanction and its effect on the offender.

***Grantee:***

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P.O. Box 8970  
Reno, NV 89507

***Program Manager:***

Jeffrey Slowikowski

**■ DEVELOPMENT OF COMPREHENSIVE PROGRAMS FOR SERIOUS, VIOLENT, AND CHRONIC OFFENDERS**

Research shows that a small proportion of juveniles accounts for the bulk of serious and violent juvenile delinquency. During Fiscal Year 1993, OJJDP completed development of A Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. It includes prevention and intervention approaches and incorporates a system of graduated sanctions. Guided by OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, the grantee is conducting literature reviews and practitioner surveys to identify effective programs for this target group. Reports will be issued describing effective programs for prevention and intervention with serious, violent, and chronic offenders and providing a blueprint to assist communities in assessing their juvenile justice system and in selecting program responses.

***Grantee:***

National Council on Crime and Delinquency  
685 Market St., Suite 620  
San Francisco, CA 94105

***Program Manager:***

James Howell

## 24 ■ Chapter 3

### ■ **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 by two counties' 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 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 Juvenile Delinquency Commission  
28 West State Street CN 965  
Trenton, NJ 08625-0965

***Program Manager:***

D. Elen Grigg

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

This grant identifies, describes, and evaluates the effectiveness of various juvenile offender prevention and treatment programs currently being used by juvenile and family courts. As a result of this project, limited Federal, State, and local funds can be directed to those programs that have been proven to be effective.

In Fiscal Year 1993, more than 400 surveys from program directors were received from the field. An indexing matrix was developed to assist access to information on programs of similar

type. A manual will present the findings of the study, and will report on effective prevention and treatment programs being used primarily by juvenile and family courts for juvenile offenders.

***Grantee:***

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P.O. Box 8970  
Reno, NV 89507

***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 and 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 multi-agency project is funded by 16 Federal Offices and Bureaus.

***Grantee:***

Office of Disease Prevention and Health Promotion  
ODPHP 2132 Switzer Building  
330 C Street, SW  
Washington, DC 20201

***Program Manager:***

Barbara Allen-Hagen

### **■ EVALUATION/ENHANCEMENT OF JUVENILE DISPOSITIONAL GUIDELINES**

This project evaluated and enhanced the dispositional guideline system in use by the Delaware juvenile courts and developed and established a victim-offender mediation program to 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 non-secure community-based alternatives for non-violent juvenile offenders.

***Grantee:***

Delaware Council on Crime and Justice, Inc.

510 Shipley Street, Unit 3A  
Wilmington, DE 19801

***Program Manager:***

D. Elen Grigg

### **■ FEDERAL INITIATIVE TO DEINSTITUTIONALIZE STATUS OFFENDERS AND NON-OFFENDERS IN THE STATES**

This project will assess the state-of-the-art of Federal, State, and local efforts related to deinstitutionalization of status offenders (DSO). Included will be reviews of the legislative history of the JJDP Act, key Federal regulatory actions and congressional actions, major case law pertaining to DSO, and State and local policies and practices that have contributed to the success of the DSO movement..

***Grantee:***

National Criminal Justice Association  
444 N. Capitol Street NW.  
Washington, DC 20001

***Program Manager:***

D. Elen Grigg

### **■ INDEPENDENT EVALUATIONS**

The contractor conducts independent third-party evaluations of selected OJJDP-funded programs. This project focuses on the efficacy, cost-effectiveness, and impact of OJJDP's discretionary programs. Future projects to be examined include: Satellite Prep-School Program; National Institute of Corrections Training for Juvenile Detention and Corrections Personnel; Disproportionate Representation of Minorities Initiative; Serious Habitual Offender Community Action Program; and Juvenile Boot Camps.

***Grantee:***

Caliber Associates  
3998 Fair Ridge Drive, Suite 360  
Fairfax, VA 22033

***Program Manager:***

Eric Peterson

### **■ JUVENILE HATE CRIME STUDY**

OJJDP supports efforts to better understand juveniles who commit hate crimes. In Fiscal Year 1993, OJJDP began a study to examine all facets of this issue, including characteristics of juvenile hate crimes; profiles of victims and perpetrators; types of investigations conducted; methods of prosecuting their cases; penalties resulting from court proceedings; and the degree to which hate- crime perpetrators are influenced by hate groups and their literature.

***Grantee:***

West Virginia University Research Corporation  
Department of Sociology  
213 Glenlock Hall  
Morgantown, WV 26505

***Program Manager:***

Jeffrey Slowikowski

■ **JUVENILE JUSTICE DATA RESOURCES**

This project facilitates the analysis of juvenile justice data sets by interested researchers and statisticians. The data sets are checked, cleaned, and standardized before being stored in a data archive. The program further produces for each data set codebooks that conform to the generally accepted standards for such documents.

**Grantee:**

University of Michigan  
P.O. Box 1248  
Ann Arbor, MI 48106

**Program Manager:**

Joseph Moone

related management information systems in Maricopa County, Arizona. The research team worked in close cooperation with Maricopa to identify key decision points and to develop a process to be used by other jurisdictions for creating or improving management information systems.

**Grantee:**

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P.O. Box 8970  
Reno, NV 89507

**Program Manager:**

Barbara Allen-Hagen

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

This project is conducted by the National Center for Juvenile Justice, in cooperation with researchers at the Justice Policy Research Cooperation and Research Triangle Institute. It is divided into two tracks — the National Statistics Track and the Systems Development Track.

The National Statistics Track is developing a comprehensive National Juvenile Justice Statistics Program that will produce a series of routine reports on the extent and nature of juvenile offending the victimization and on the justice system response. The research team has identified what information is already being collected and what significant information gaps exist. Proposals have been developed for improving juvenile custody statistics and data on transfer of juveniles to criminal courts. 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.

The Systems Development Track assessed juvenile justice agencies' decisionmaking and

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

This project assesses 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's response to juvenile sex offending; (2) to identify weaknesses in the juvenile justice system's response to juvenile sex offending that lead to further victimization; and (3) to determine whether similar sexual offending behavior 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 began with a review of current literature and program materials related to the functioning of the juvenile justice system. With this data, the National Council on Crime and Delinquency (NCCD) is developing a typology of juvenile sex offenses and offenders. 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 of-

fenders. Seven sites will be selected for further in-depth investigation and 400 juvenile sex offenses will be tracked through the system in three sites to determine how the system responded in specific cases. In Fiscal Year 1993, NCCD completed the initial literature review, conducted most of the site visits, and completed a data- collection form for following the juveniles through the juvenile justice system.

***Grantee:***

National Council on Crime and Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

***Program Manager:***

Joseph Moone

**■ JUVENILE PERSONNEL IMPROVEMENT**

This project was designed 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 to train entry-level and in-service detention center staff. This program is identifying training needs of detention center staff, accepted policies and procedures, and effective programs. In each of these areas, the applicant is building upon previously developed national, State, and local products that have been proven effective.

***Grantee:***

National Juvenile Detention Association  
Eastern Kentucky University  
449 Stratton Building  
Richmond, KY 40475-3131

***Program Manager:***

D. Elen Grigg

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

This project was 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.

***Grantee:***

Dr. Simon Singer  
The Research Foundation of State University of New York at Buffalo  
Department of Sociology  
Park Hall  
Albany, NY 14260

***Program Manager:***

D. Elen Grigg

### ■ NATIONAL JUVENILE COURT DATA ARCHIVE

This program collects, processes, analyzes, and disseminates available data concerning the Nation's juvenile courts. The Archive collects automated data and published reports from juvenile courts throughout the Nation and uses the data to produce comprehensive reports on the activities of the juvenile courts. The reports examine referrals, offenses, intake, and dispositions, as well as specialized topics such as minorities in juvenile courts or specific offense categories. The Archive provides technical assistance to jurisdictions in analyzing their juvenile court data.

***Grantee:***

National Center for Juvenile Justice  
701 Forbes Avenue  
Pittsburgh, PA 15219

***Program Manager:***

Joseph Moone

### ■ RESEARCH PROGRAM ON JUVENILES TAKEN INTO CUSTODY

The Research Program on Juveniles Taken into Custody assists OJJDP in responding to the reporting mandate specified in the JJDP Act. The National Council on Crime and Delinquency (NCCD) is working in concert with the Bureau of the Census to develop nationally representative information on the numbers and characteristics of juveniles taken into custody.

During Fiscal Year 1993, NCCD continued to refine, test, and implement the State Juvenile Corrections System being implemented to produce relevant and timely data on juvenile custody populations. State legislatures and juvenile justice professionals will be able to use these statistics to enhance comprehensive planning and policy decisions.

NCCD prepared two annual reports for OJJDP to submit to the President and Congress. These reports provided a detailed summary and analysis of the most recent data regarding the number of juveniles taken into custody, the rate at which juveniles are taken into custody, and the trends demonstrated by the data. The Census Bureau acts as the data-collection agent for the Juveniles Taken into Custody program.

***Grantees:***

Bureau of the Census  
Center for Demographic Studies  
Washington, DC 20233

National Council on Crime and Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

***Program Manager:***

Joseph Moone

### ■ RESOURCES TO IMPROVE CONDITIONS OF CONFINEMENT FOR JUVENILES

Following on OJJDP's major mandated study Conditions of Confinement, this grant will explore a broad array of methods that can be used to improve conditions of confinement for juveniles. The specific goal of this project is to improve the programs, practices, and policies of training schools and detention centers.

***Grantee:***

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street NW., Suite 200-S  
Washington, DC 20036

***Program Manager:***

Barbara Allen-Hagen

■ **VIOLENCE STUDY: CAUSES AND CORRELATES  
OF JUVENILE DELINQUENCY**

This OJJDP program continues the longitudinal study, Program of Research on the Causes and Correlates of Delinquency, begun in 1986. Grantees at the three sites continued analysis of collected data, particularly in support of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. In addition to identifying effective and promising program strategies for prevention and intervention with serious, violent, and chronic juvenile offenders, the grantees are updating current knowledge regarding risk factors for and pathways to delinquent careers.

***Grantees:***

David Huizinga, Ph.D.  
University of Colorado at Boulder  
Institute of Behavioral Science  
Denver Youth Survey  
Campus Box 442  
Boulder, CO 80309

Terence P. Thornberry, Ph.D.  
Hindelang Criminal Justice Research  
Center  
State University of New York at Albany  
135 Western Avenue  
Albany, NY 12222

Rolf Loeber, Ph.D.  
Western Psychiatric Institute and Clinic  
School of Medicine  
University of Pittsburgh  
3811 O'Hara Street  
Pittsburgh, PA 15213-2593

***Program Manager:***

James Howell

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# **CHAPTER 4**

## **DEMONSTRATION AND REPLICATION PROGRAMS**

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OJJDP's Special Emphasis Division (SED) provides discretionary funds to public and private agencies, organizations, and individuals to develop, replicate, and test approaches to delinquency prevention and control. SED:

- Establishes effective means for diverting juveniles from the traditional juvenile justice and correctional systems and providing community-based alternatives.
- Supports model programs to strengthen and maintain families.
- Implements prevention and treatment program for serious, violent, and chronic juvenile offenders.

- Coordinates a national education program that promotes understanding and respect for the law.
- Works to reduce the disproportionate representation of minority juveniles in secure facilities.

The Special Emphasis Division works with other components to identify emerging juvenile justice issues and implement strategies to address these issues through innovative program development and replication activities.

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## **FUNDED PROJECTS**

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### **■ ACCOUNTABILITY-BASED COMMUNITY INTERVENTION PROGRAM**

OJJDP seeks to improve the methods used in the juvenile justice system to hold juveniles accountable for their delinquent acts while providing them with needed services. During Fiscal Year 1993, OJJDP began the Accountabil-

ity-Based Community Intervention Program to assist selected jurisdictions in improving services to delinquent youths. The programs will evaluate and classify youths according to their behavior and prior delinquency. Varying levels of services will be matched to the youths to attain the appropriate level of accountability for each.

## **32 ■ Chapter 4**

In Allegheny County, Pennsylvania, following a review of current services, a systemwide strategy emphasizing accountability will be developed. Specifically, the project will describe, assess, and develop the court's capacity to identify, screen, and assess juvenile offenders and conclude with a program strategy that covers the full range of issues required for the design and implementation of a comprehensive ABC Intervention Program.

In Washington, DC, a number of Federal and local officials will collaborate to design and implement a program of improved classification and intervention. Specifically, this project is designed to reform the District of Columbia's juvenile justice system. The grantee will form an advisory task force, hold working conferences and educational forums, and examine successful program-demonstration models to create the most appropriate, effective juvenile justice continuum-of-care system. The program design strategy and implementation plan includes validated classification and evaluation instruments; plans for community-based programs and services; and components on such varied issues as victim assistance and victim awareness, parental responsibility, health care, education, substance abuse and violence prevention, family therapy and support, restitution, and personal accountability.

***Grantees:***

Court of Common Pleas, Allegheny County  
3333 Forbes Avenue  
Pittsburgh, PA 15213

D.C. Department of Human Services  
801 N. Capitol St., NW., Rm 506  
Washington, DC 20002

***Program Manager:***

Jonathan Budd

### **■ ATHLETE/STUDENT ACHIEVEMENT PACT**

This effort seeks to teach and reinforce, through mentor relationships and classroom and group activities, values needed for success in society as exemplified by sports ideals. Sixty students, ages 9 to 13, will be served under this program during the first year. Each will be assigned a mentor from a local college. Each mentor will be assigned four students. The goal of the program is to reduce gang involvement, drug use, delinquency, and dropout rates for 60 youth from Boston and Cambridge.

***Grantee:***

Sports Museum of New England  
1175 Soldiers Field Rd.  
Boston, MA 02134

***Program Manager:***

Jonathan Budd

### **■ BOOT CAMPS FOR JUVENILE OFFENDERS**

This program establishes boot camps for adjudicated nonviolent juvenile offenders at three sites: Mobile, Alabama; Cleveland, Ohio; and Denver, Colorado. The camps combine elements of military training with an emphasis on rehabilitation, education, and character development in a highly regimented environment. Thus far, the sites have served 200 youth. The boot camp initiative is funded jointly with the Bureau of Justice Assistance. The National Institute of Justice will conduct an evaluation.

***Grantees:***

Colorado Division of Youth Services  
4255 South Knox Court  
Denver, CO 80236

Boys and Girls Club of Greater Mobile  
P.O. Box 6724  
Mobile, AL 36660

Cuyahoga County Court  
2163 East 22nd Street  
Cleveland, OH 44115

**Program Manager:**

Frank 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. The grantee has provided services to over 150 families.

**Grantee:**

Miami Bridge, Inc.  
2810 NW. South River Drive  
Miami, FL 33125

**Program Manager:**

Sharon Cantelon

■ **CHILDREN AT RISK: STRATEGIC INTERVENTION FOR HIGH-RISK YOUTH**

This program funds neighborhood-based community mobilization efforts to rescue young people from drugs and crime at six sites. Grantee organizations work with the local criminal and juvenile justice systems to create drug-free zones at locations frequented by youth and to remove drug dealers from their neighborhoods. At the same time, a broad array of services is targeted to assist high-risk youth ages 11-13 and their families. Targeted services include educational, social service, and recreational opportunities.

A key feature of the program is the coordination of a number of public and private sources of support. Federal funding is provided by OJJDP, the Bureau of Justice Assistance, and the National Institute of Justice. Private foundation grants from numerous organizations are coordinated through the Center on Addiction and Substance Abuse at Columbia University.

**Grantees:**

Bridgeport Futures Initiative  
160 Iranistan Avenue  
Bridgeport, CT 06604

City of Austin

15 Waller  
Austin, TX 78702

Youth Service USA, Inc.  
314 South Goodlett  
Memphis, TN 38117

City of Seattle  
618 Second Avenue  
Seattle, WA 98104

**Program Manager:**

Sharon Cantelon (OJJDP)  
Sylvia Sutton (BJA)

## **34 ■ Chapter 4**

### **■ CITIES IN SCHOOLS: PARTNERSHIP PLAN, PHASE V**

OJJDP supports the implementation of the Cities in Schools in-school and alternative school model of dropout prevention. Social service providers work alongside teachers within the schools to assist high-risk youth with social, employment, mental health, drug prevention and entrepreneurship services. Providers seek to work with each youth within the context of the youth's family and according to an individualized plan.

The program is jointly funded by OJJDP, the Departments of Labor, Health and Human Services, Commerce, and the Army. At the close of Fiscal Year 1993, 90 programs were in operation in 168 different communities. Currently, 107 programs are being developed, with 25 in the implementation phase and 82 in the pre-implementation phase.

#### ***Grantee:***

Cities in Schools, Inc.  
401 Wythe Street, Suite 200  
Alexandria, VA 22314

#### ***Program Manager:***

Sharon Cantelon

### **■ CNBC NATIONAL ANTI-DRUG TECHNICAL ASSISTANCE AND TRAINING**

The goal of this program is to raise public awareness and mobilize communities to address the problem of drug abuse in targeted communities across the Nation. The program works to summon, focus, and coordinate church, public, and community leadership to launch local anti-drug campaigns. Anti-drug efforts are underway at 35 sites, with 10-15 additional sites to be added in the near future.

#### ***Grantee:***

Congress of National Black Churches  
1225 Eye Street NW., Suite 750  
Washington, DC 20005

#### ***Program Manager:***

Frank Smith

### **■ COUNTY-WIDE YOUTH GANG PREVENTION PROJECT**

This project will involve close coordination between three cities and a county government, five different police agencies, the Oregon National Guard, several school districts, several State and county social services agencies, and several cultural groups in Malheur County, Oregon, to agree on strategies and to commit to working together to implement the strategies on a long-term basis. The project will pilot and test certain demonstration programs that can be continued by community agencies with existing revenues.

#### ***Grantee:***

Malheur County, Oregon  
215 B Street, West  
Vale, OR 97918

#### ***Program Manager:***

Cora Roy

■ **DEVELOPMENT OF A JUVENILE JUSTICE PROGRAM FOR INDIAN CHILDREN**

This project established a Juvenile Justice (Probation) Program for Indian children in six county service areas of the Grand Traverse Band of Ottawa/Chippewa Indians. The program included 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.

***Grantee:***

Grand Traverse Band of Ottawa/Chippewa Indians  
Route 1, Box 135  
Suttons Bay, MI 49682

***Program Manager:***

Eugene Rhoden

■ **DRUG-ABUSE PREVENTION TECHNICAL ASSISTANCE VOUCHER PROGRAM**

Technical assistance funding in amounts up to \$10,000 has been awarded to 29 neighborhood organizations throughout the country through this program. Funds are used to establish or strengthen youth programs and spur activities designed to reclaim communities from violence and reduce delinquency. The emphasis of the program is on building the capacity of local groups to fight crime and on developing healthy, safe, and economically sound environments in urban neighborhoods.

***Grantee:***

National Center for Neighborhood Enterprise  
1367 Connecticut Avenue NW.  
Washington, DC 20036

***Program Manager:***

Travis Cain

■ **DUE-PROCESS ADVOCACY PROGRAM DEVELOPMENT**

Through this grant, OJJDP will support improved due process for youth who enter the juvenile justice system. A survey will be conducted to determine promising and cost-effective programs currently underway that both improve due-process protections and enhance the quality of legal representation afforded juveniles. A national strategy for improving due process in the juvenile justice system will be developed.

***Grantee:***

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street, NW., Suite 200-S  
Washington, DC 20036

***Program Manager:***

Betty Chemers

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

OJJDP, the National Highway Traffic Safety Administration, and the Extension Service of the Department of Agriculture work together to support this program. The program assists communities in developing a community-wide plan to confront youthful drug abuse and impaired driving due to alcohol use.

A Community Systemwide Response (CSR) process is advanced whereby juvenile court judges and Extension Service professionals guide key community leaders through a collective planning process. Local plans are devised to address the problem with prevention, intervention, and treatment services. The project promotes awareness of the CSR process, provides training and technical assistance for new community CSR coalitions, and assists with materials to support process evaluations. During Fiscal Year 1993, plans were devised for making the CSR process available in new jurisdictions.

***Grantees:***

Purdue University  
1161 AG Admin Bldg Room 214  
West Lafayette, IN 47907

***Program Manager:***

Sharon Cantelon

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

This program is a collaborative interagency effort funded by OJJDP and the National Highway Traffic Safety Administration. This program develops a model initiative to combat the problem of youths involved in delinquent drinking and driving offenses to be demonstrated at up to five sites. The model involves increased use of the arrest sanction and the adoption of uniform procedures for handling juveniles arrested for drunk driving.

In Fiscal Year 1993, the grantee conducted a telephone survey of police agencies to identify jurisdictions with systemwide juvenile impaired driving programs; initiated the development of two separate curricula, one for criminal justice agency executives and one for operational personnel; and conducted preliminary work to prepare for the selection of approximately five demonstration sites for phase-2 program activities.

***Grantee:***

Police Executive Research Forum  
2300 M Street NW., Suite 910  
Washington, DC 20037

***Program Manager:***

Sharon Cantelon

**■ ESTABLISHMENT OF A DAY TREATMENT PROGRAM**

This project enabled 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 provided 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

***Program Manager:***

Eugene Rhoden

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

This project is designed as a multi-faceted approach to reducing youth involvement in drugs, gangs, and crime. The Gainesville Housing Authority will hire two youth workers who will work with at-risk youth to prevent their dropping out of school and involvement in drugs and gangs. These workers expect to make contact with approximately 300 youth by working on the streets throughout Gainesville.

***Grantee:***

Gainesville Police Department  
P.O. Box 490  
Gainesville, FL 32602

***Program Manager:***

Cora Roy

■ **GANG/DRUG INTERVENTION COUNSELING COMPONENT**

This project provided personal and academic counseling to delinquent, gang-involved school dropouts to encourage them to re-enroll in school, a GED program, college, or vocational training. Each counselor conducted groups sessions for ten youths. Counselors were assisted by a college intern or a peer counselor who has completed the program.

***Grantee:***

Nuestro Centro  
1735 S. Ewing  
Grand Prairie, TX 75216

***Program Manager:***

Frank Smith

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

This multi-component anti-gang initiative targets primarily minority and female youth. The project, supported by State and local funds, includes a Youth Gang Unit that provides intensive supervision for youth on probation and coordinates efforts of agencies involved in gang suppression activities; law-related education for high-risk youth; a residential treatment program designed to reduce the number of youths committed to the State Training School; and support for the Portland House of Umoja, a residential facility.

Since the inception of the project, 102 youth have been selected into the program; 73 have been enrolled in pregnancy and parenting training; 74 families have received health services; 57 youth re-enrolled in public school; 59 enrolled in alternative school; 33 entered continuing education; 58 were referred and 28 were selected for employment training; 11 completed training; 27 were hired and maintained a job while in this program; and 2 of 2 completed their restitution program requirement.

***Grantee:***

Multnomah County Juvenile Justice Division  
1401 N.E. 68th Avenue  
Portland, OR 97213

***Program Manager:***

Frank Smith

■ **HATE CRIME PREVENTION: A JUVENILE JUSTICE APPROACH**

OJJDP supports efforts to prevent and reduce the incidence of hate crimes by juveniles. In Fiscal Year 1993, OJJDP began a project to discover promising educational programs and curriculum materials and promising sentencing programs for hate-crime offenders that provide alternatives to incarceration. An assessment of these approaches will be conducted, and a curriculum appropriate for institutional and placement settings and for general educational settings will be developed.

***Grantee:***

Education Development Center, Inc.  
55 Chapel Street  
Newton, MA 02160

***Program Manager:***

Travis Cain

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

This project provided counseling and community support to Latino and other minority youth at imminent risk of entering the juvenile justice system. The project aimed 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.

**Grantee:**  
Latin American Youth Center  
3045 15th Street NW.  
Washington, DC 20009

**Program Manager:**  
Travis Cain

■ **HORIZONS PLUS**

The Horizon Plus project transmitted and reinforced 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.

**Grantee:**  
Window to the World, Inc.  
5300 Atlantic Avenue  
Virginia Beach, VA 23451

**Program Manager:**  
Eugene Rhoden

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

This program assists juvenile corrections administrators in planning and implementing educational services for detained and incarcerated juvenile offenders. The grantee has conducted an assessment of correctional education programs. Programs at six to eight sites will be analyzed, and specialized training and technical assistance materials will be developed to assist each site.

**Grantee:**  
National Office of Social Responsibility  
222 South Washington Street  
Alexandria, VA 22314

**Program Manager:**  
Frank Smith

■ **INCARCERATION OF MINORITIES PROGRAM**

Under this program of six grants, OJJDP is working to study and address the problem of the disproportionate representation of minority youth in the juvenile justice system. The five participating States are Arizona, Florida, Iowa, North Carolina, and Oregon. Portland State University is providing technical assistance.

Phase I of the project studied whether disproportionate incarceration of minorities in secure facilities was in fact existent in the site States and assessed its nature and extent. Phase II involves implementation program designs to respond to the identified problems. Each program design features an evaluation component, and operational manuals produced by the projects are expected to have broad applicability for other jurisdictions.

**Grantees:**  
Arizona Governor's Office for Children  
1700 W. Washington, Room 240  
Phoenix, AZ 85007

Florida Department of Health and Rehabilitation  
2811-C Industrial Plaza Drive  
Tallahassee, FL 32301

Iowa Department of Human Rights, Criminal and Juvenile Justice Planning  
Lucas State Office Building  
Des Moines, IA 50319

North Carolina Department of Human Resources  
Division of Youth Services  
705 Palmer Drive  
Raleigh, NC 27603

Oregon Community Children & Youth Services Commission  
530 Center Street, NE., Suite 300  
Salem, OR 97310

Portland State University  
P.O. Box 751  
Portland, OR 97207

**Program Manager:**  
Eugene Rhoden

■ **INTENSIVE COMMUNITY-BASED AFTERCARE PROGRAM**

This grant provides for the implementation of the model aftercare program developed by The Johns Hopkins University at eight demonstration sites. The sites, selected following a national competition, are Colorado, Michigan, Nevada, New Jersey, North Carolina, Pennsylvania, Texas, and Virginia. Sites are at varying stages of implementation and will receive training and technical assistance from the grantee.

**Grantee:**  
The Johns Hopkins University  
Charles and 34th Streets, Suite 317  
Baltimore, MD 21218

**Program Manager:**  
Jonathan Budd

■ **JUVENILE CORRECTIONS INDUSTRIES VENTURES**

This project provided 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 prototype using the customer model, and produced a dissemination strategy and training materials.

**Grantee:**  
National Office of Social Responsibility  
222 South Washington Street  
Alexandria, VA 22314

**Program Manager:**  
Frank Smith

■ **JUVENILE RISK ASSESSMENT SYSTEM**

This project developed and implemented 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.

**Grantee:**  
Los Angeles County Probation Department  
9150 East Imperial Highway  
Downey, CA 90242

**Program Manager:**  
Frank Smith

■ MESQUITE GANG PREVENTION PROGRAM

This project enabled 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 included youth support groups, parental education groups, mentorships, weekend camps, and community service.

*Grantee:*

City of Mesquite  
P.O. Box 850137  
Dallas, TX 75185

*Program Manager:*

Travis Cain

■ MOBILE PRECINCT: AN ANTI-CRIME CONCEPT

Through this project, OJJDP funds the implementation of a community-based crime prevention demonstration project by the Big Spring Police Department. The program focuses on community policing; establishing mobile precinct substations; organizing the community in creating safehouse networks for youth; and coordinating specialized diversion services for at-risk youth who have been involved with the law.

In Fiscal Year 1993, the mobile precinct was established in five different locations. Contacts were made with over 2,000 youth, 14 community organizations and every school in the grant area. A door-to-door canvass was conducted to explain the program to all residents. Residents were advised of the program's intent to make the affected area more self-reliant in handling interpersonal problems before police intervention became necessary. The project provided assistance with day care programs, after school programs and week-end projects for youth.

*Grantee:*

Big Spring Police Department  
310 Nolan Street  
Big Spring, TX 79720

*Program Manager:*

Cora Roy

■ NATIVE AMERICAN ALTERNATIVE COMMUNITY-BASED PROGRAM

Through this program, the National Indian Justice Center provides technical assistance to the tribal justice systems at four sites to assist the development of community-based programs for Native American youth. Building on past OJJDP initiatives on intensive supervision and community-based aftercare, the effort will develop alternative programs for adjudicated delinquents and re-entry programs for those returning from institutional placement. The programs will incorporate cultural elements from traditional programs used for Native American youth offenders. Each of the sites receives funding for their programs as well as training and technical assistance.

*Grantees:*

National Indian Justice Center, Inc.  
7 Fourth Street, Suite 46  
Petaluma, CA 94952

Red Lake Band of Chippewa Indians  
P.O. Box 550  
Red Lake, MN 56671

Pueblo of Jemez  
P.O. Box 100  
Jemez Pueblo, NM 87204

Gila River Indian Community  
P.O. Box 97  
Sacaton, AZ 85247

The Navajo Nation  
P.O. Drawer E  
Window Rock, AZ 86515

*Program Manager:*

Eugene Rhoden

■ PARTNERS IN EXCELLENCE

The New Community Partners in Excellence program will provide a supportive infrastructure to support mentors and their young proteges. Training for mentors and orientation for youths will greatly increase the chances of positive mentoring relationships. An on-going schedule of group activities for mentors and proteges will make it easier for timid or reluctant pairs to become accustomed to each other, for each partner to learn what the other enjoys and does not enjoy, and to prevent the pairs from feeling isolated. The goal of this program is to foster strong mentoring relationships between at-risk and disadvantaged youths, primarily minority males, and responsible, caring adults from the law enforcement community. The program hopes to recruit 100 youths ages 11 to 19. Activities will include 4 acquaintance receptions, 12 rap (discussion) sessions, 12 workshops, 4 field trips, 4 motivational retreats, and 4 weekend experiences.

**Grantee:**

New Community Corporation  
233 W. Market Street  
Newark, NJ 07103

**Program Manager:**

Cora Roy

■ POST-ADJUDICATION NON-RESIDENTIAL 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 sites in Arizona, California, Delaware, Michigan, Missouri, and Washington, D.C.

**Grantee:**

National Council on Crime and Delinquency  
685 Market Street, Suite 620  
San Francisco, CA 94105

**Program Manager:**

Frank Smith

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

This project conducted research into effective responses to illegal drug use, sexual exploitation, and AIDS among runaway and homeless youth; developed and tested prototype response programs; and disseminated the results.

**Grantee:**

Education Development Center, Inc.  
55 Chapel Street  
Newton, MA 02160

**Program Manager:**

Eugene Rhoden

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

This project introduced 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.

**Grantee:**  
Red Lake Tribal Council  
P.O. Box 550  
Redlake, MN 56671

**Program Manager:**  
Eugene Rhoden

■ **PROJECT FOR GANG AND DRUG PREVENTION**

This grant supports an after-school learning center program to prevent school dropout and gang recruitment while increasing educational outcomes and future employability. The program trains mentors who seek to establish positive relationships with at-risk youth by providing remedial education and encouraging activities at a local recreation center as a potential intervention for reducing crime and drug abuse.

In Fiscal Year 1993, the project assisted 47 young people on a one-on-one computer assisted tutorial program. Twenty children were enabled to participate in camping experiences. Six training sessions, followed with ongoing on-the-job training, were conducted for tutors. Forty-one tutor/mentors participated in the project.

**Grantee:**  
Urban Discovery Ministries, Inc.  
8120 Granby Street  
Norfolk, VA 23505

**Program Manager:**  
Cora Roy

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

This project developed, implemented, and replicated 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 (Albuquerque, NM; Bronx, NY; Chicago, IL; Hayward, CA; New York, NY; Ponce, PR; San Antonio, TX; San Jose, CA), training and technical assistance was provided to family therapists and community-based organizations serving Hispanic families. All eight sites participated in an evaluation of the Structural Family Therapy Model and the refining of the program products, a training manual and an operation manual.

**Grantee:**  
National Coalition on Hispanic Mental Health  
1501 16th Street NW.  
Washington, DC 20036

**OJJP Program Manager:**  
Travis Cain

### ■ RACE AGAINST DRUGS

This grant supports a unique drug awareness, education, and prevention campaign designed to help young people understand the dangers of drugs and make a decision to live a nonimpaired lifestyle. The program receives assistance from 21 motor sports organizations and the cooperation of the FBI and the National Child Safety Council. Race Against Drugs (RAD) presents drug awareness and prevention activities at schools, malls, and motor sports events, and distributes posters, 21 television public services announcements, T-shirts, hats, decals, and products such as a middle-school-level Be A Winner Action Book, a RAD Coloring Book for grades K-4, and a RAD Adult Guide. RAD sponsors an Adopt-A-School Essay and Scholarship program.

Major events have been conducted in Seattle, Washington; Washington, DC; Richmond, Virginia; and Kansas City, Missouri. An estimated 25,000 youth 12-14 years old and their families have been reached by this program.

**Grantee:**

National Child Safety Council  
4065 Page Avenue  
P.O. Box 1368  
Jackson, MI 49204

**Program Manager:**

Travis Cain

### ■ REACHING AT-RISK YOUTH IN PUBLIC HOUSING

Through this grant, supported also by the Bureau of Justice Assistance and the U.S. Department of Housing and Urban Development, OJJDP works to establish Boys and Girls Clubs in public housing developments. At-risk youths 7-17 years of age receive needed services at the clubs, and are influenced to avoid drugs, gangs, and delinquency.

During Fiscal Year 1993, Boys and Girls Clubs of America recruited over 1,475 at-risk youth through this program, and established 10 clubs in public housing developments. The new clubs were begun in Harlingen, Texas; Oakland, California; Brockton, Massachusetts; Santa Fe, New Mexico; Union County, New Jersey; Reading, Pennsylvania; McKinney, Texas; Salt Lake City, Utah; Jacksonville, Florida; and Troy, New York.

**Grantee:**

Boys and Girls Clubs of America  
771 First Avenue  
New York, NY 10017

**Program Manager:**

Travis Cain

### ■ RURAL DELINQUENCY/DRUG PREVENTION MENTORING DEMONSTRATION

This project recruited and trained adult and youth volunteers to act as mentors for economically disadvantaged youth in rural Mississippi. The project was 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

**Program Manager:**

Eugene Rhoden

**■ SATELLITE PREP-SCHOOL PROGRAM**

Following an initial planning and development phase, the Wells Prep School opened on the premises of the Ida B. Wells Housing Development on September 14, 1992. The school is based on the educational philosophy, curriculum, and teaching techniques of the Marva Collins Westside Preparatory School. Wells Prep currently provides kindergarten through second grade instruction to 80 students, with plans to add additional grades each year. The program is a collaborative project involving OJJDP and the Chicago Housing Authority, with Westside Preparatory School and Training Institute providing training.

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.

***Grantees:***

Chicago Housing Authority  
22 West Madison Street  
Chicago, IL 60602

Jay, Gregory and Associates, Inc.  
400 Renaissance Center, Suite 2260  
Detroit, MI 48243

Westside Preparatory School  
4146 West Chicago Avenue  
Chicago, IL 60651

***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: pre-school 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.

***Grantee:***

Crime Prevention Association  
311 South Juniper Street  
Philadelphia, PA 19107

***Program Manager:***

Travis Cain

■ **SEEDS OF SUCCESS**

This project is a collaborative effort to provide youthful offenders with employment in the production of California native plants to be used for ecological restoration, habitat mitigation, and landscaping purposes. The goals of the project are to build skills and work habits of Log Cabin Ranch residents and help program graduates find meaningful work and avoid criminal activities after re-entry into their communities. The objectives of the project are to (1) prepare and operate a native-plant propagation and maintenance facility that will focus on resident training and that is profitable by the end of the first year; (2) select up to 25 Log Cabin Ranch residents at a time to be trained and employed in the propagation and maintenance of native plants; (3) forge a memorandum of understanding between the San Francisco Juvenile Probation Department, the Youth Guidance Center Improvement Committee (the Log Cabin Market Garden Program), the San Francisco Conservation Corps, San Francisco State University, and the City College of San Francisco; (4) obtain meaningful employment for 50 graduates of the Log Cabin Ranch who have successfully completed their paid work experience; and (5) provide a basis for a demonstration model of community collaboration in the cause of finding economically feasible ways to promote environmental restoration and stimulate new jobs and careers for culturally disadvantaged youth.

**Grantee:**

San Francisco State University  
1600 Holloway Ave.  
San Francisco, CA 94132

**Program Manager:**

Jonathan Budd

■ **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, family and youth services to enable these agencies to share information about juveniles who repeatedly commit serious crimes.

**Grantee:**

Public Administration Service  
8301 Greensboro Drive, Suite 420  
McLean, VA 22102

**Program Manager:**

Robert Heck

■ **TARGETED OUTREACH: GANG PREVENTION AND INTERVENTION**

This grant assists local Boys and Girls Clubs nationwide in developing programs to prevent young people from joining gangs and intervenes with gang members in the early stages of involvement with gangs. Positive programs of activities are offered as alternatives to the lure of the gang.

Targeted Outreach now operates at 57 sites. During Fiscal Year 1993, more than 1,000 youth ages 7-17 were recruited into the prevention programs, and 140 youth who were fringe members of gangs were recruited into the programs at the early-intervention sites. Boys and Girls Clubs plan to implement 20 new prevention programs and 4 new intervention programs.

**Grantee:**

Boys and Girls Clubs of America  
771 First Avenue  
New York, NY 10017

**Program Manager:**

Travis Cain

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

This national program works to harness the energies of young people toward constructive activities and to reduce crime and violence in their schools and communities. A specialized curriculum is used in conjunction with the regular social studies units in the eighth and ninth grades. The lessons educate students regarding crime prevention, the criminal and juvenile justice process, and the nature and impact of crime. Students are challenged to undertake projects to prevent crime in their community. The program has been used in secure juvenile facilities, court probation programs, and in rural and Native-American contexts.

During Fiscal Year 1993, a technical assistance center was established to serve as a formal clearinghouse to disseminate program information, make training accessible, and assist communities in starting the program. Seventeen individuals from a variety of communities and disciplines were trained to serve as trainers and technical assistance providers assistance to communities implementing the program. The program is estimated to have served 500,000 youth in over 400 schools, juvenile justice, public housing, and community-based settings across the country.

***Grantee:***

National Crime Prevention Council  
1700 K Street NW., 2nd Floor  
Washington, DC 20006

***Program Manager:***

Travis Cain

**■ VOLUNTEER SPONSOR PROGRAM**

This project 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.

***Grantee:***

Virginia Juvenile and Domestic Relations District Court  
4000 Chain Bridge Road, Suite 2200  
Fairfax, VA 22030

***OJJDP Program Manager:***

Cora Roy

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# **CHAPTER 5**

## **TRAINING AND**

## **TECHNICAL ASSISTANCE**

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The Training and Technical Assistance Division seeks to strengthen the essential components of the juvenile justice system including juvenile courts and court personnel, law enforcement, detention and corrections, the network of youth service providers, and child advocacy organizations by providing training, technical assistance, and state-of-the-art information on trends, new approaches, and innovative techniques. To carry out its mission, the division:

- Analyzes the training needs of professionals and volunteers working in the juvenile justice system, and develops and implements curricula to meet these needs.
- Conducts training programs and technical assistance for Federal, State, and local governments; private agencies; professionals; volunteers; and others who serve the juvenile justice system, including law enforcement, the judiciary, corrections, education, and community organizations.
- Provides needs assessments for community planning concerning gang and drug problems in order to develop effective intervention strategies.

The Training and Technical Assistance Division assists the State Relations and Assistance Division and the Special Emphasis Division in implementing the State formula grant program and in replicating other programs nationwide by providing structured training and technical assistance.

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.

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## **FUNDED PROJECTS**

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- **CHILD ABUSE PROSECUTION TRAINING AND TECHNICAL ASSISTANCE**

This project will support programs of the National Center for the Prosecution of Child Abuse.

The Center aims to improve the quality of child-abuse prosecution by assisting elected and appointed prosecutors at the Federal, State, and local levels. The Center's services to prosecutors include the provision of training, technical

## 48 ■ Chapter 5

assistance, and publications in the subject area. Workshops, conferences, and informational materials made possible by this award will also benefit law enforcement, social workers, therapists, and other personnel handling child-abuse cases, in addition to prosecutors.

**Grantee:**

American Prosecutors Research Institute  
99 Canal Center Plaza, Suite 510  
Alexandria, VA 22314

**Program Manager:**

Peter Freivalds

■ **COURT-APPOINTED SPECIAL ADVOCATES FOR ABUSED AND NEGLECTED CHILDREN**

The National Court Appointed Special Advocates Association conducts this project to help communities begin, expand, or enhance advocacy programs for abused or neglected children whose cases come before juvenile and family courts. A Court-Appointed Special Advocate (CASA) is a trained volunteer who represents the child's interests before the court. The CASA gets involved in the case, seeks to understand the child's point of view, monitors case activity, and is often called upon to make recommendations on what course of action will most benefit the child.

During Fiscal Year 1993, the number of CASA programs nationwide increased from 520 to 549. There are now approximately 33,000 CASA volunteers serving about 116,000 children. The project helps existing local programs build their volunteer networks and program staffs, and produces training manuals, public service announcements, a quarterly newsletter, and other products. CASA programs now exist in all 50 States.

**Grantee:**

National Court Appointed Special Advocate Association  
2722 Eastlake Avenue East, Suite 220  
Seattle, WA 98102

**Program Manager:**

Lois Brown

■ **IMPROVING CONDITIONS OF CONFINEMENT: TRAINING FOR JUVENILE CORRECTIONS AND DETENTION STAFF**

This program is intended to provide key guidance to the juvenile justice system in improving conditions of juvenile confinement. It operates through an interagency agreement between OJJDP and the National Institute of Corrections (NIC). The program provides a specialized training curriculum geared to the needs of juvenile corrections and detention administrators and mid-level managers. NIC offers training at the National Academy of Corrections on the following topics: leadership development, change management, legal issues, cultural diversity, gang activity, and handling the serious juvenile offender. In addition to training classes, the grant provides for workshops, conferences, audio-conferences, and technical assistance delivery.

During Fiscal Year 1993, the program provided 11 training seminars serving a total of 310 professional staff. Technical assistance was provided to agencies in nine States. Over the past three years almost 1,000 professionals from all 50 States have been served through this project.

**Grantee:**

National Institute of Corrections  
320 First Street NW.  
Washington, DC 20534

**Program Manager:**

Frank Porpotage

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

This project develops model approaches for juvenile and family courts to implement in order to improve their handling of child abuse and neglect cases. Models are being developed to help State court systems more effectively determine whether child service agencies have made "reasonable efforts" to prevent placement of children in foster care, and whether reasonable efforts have been made to reunite families after foster care placement. Efforts are being developed to improve information sharing regarding these cases among juvenile justice system agencies. Program models will be tested at sites in both rural and urban settings.

The project is developing a training curriculum for judges and other juvenile justice professionals. A model information system for tracking abuse and neglect cases has been developed and is being tested. The project has produced draft manuals that detail Victim Resource Guidelines related to youth in child abuse and neglect cases, adjudication hearings, and disposition hearings. All materials will be completed by late 1994.

***Grantee:***

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P.O. Box 8970  
Reno, NV 89507

***Program Manager:***

Frank Porpotage

**■ IMPROVING LITERACY SKILLS OF  
INSTITUTIONALIZED JUVENILE DELINQUENTS**

To help confined juvenile delinquents develop the basic skills needed for a responsible life, OJJDP works through two technical assistance providers to improve the literacy skills of institutionalized youth. Literacy experts from the Mississippi University for Women and the Nellie Thomas Institute for Learning train correctional instructors to provide intensive, systematic phonics instruction within institutional settings. Guidance is given to correctional administrators in using a full phonics curriculum, and follow-up technical assistance is provided to monitor teaching instruction in the classroom.

During Fiscal Year 1993, the two grantees each provided training to teachers in juvenile facilities in five States. Offender reading gains of at least seven months were documented following approximately 30 hours of classroom instruction. In one followup study, standardized testing of youth at five facilities showed a two-grade-level advance in both reading skills and reading comprehension after 30 hours of instruction.

***Grantee:***

Mississippi University for Women  
Division of Education  
P.O. Box 2280 W.  
Columbus, MS 39701

Nellie Thomas Institute of Learning  
411 Pacific Street, Suite 320  
Monterey, CA 93940

***Program Manager:***

Frank Porpotage

## 50 ■ Chapter 5

### ■ IMPROVING READING INSTRUCTION FOR JUVENILE OFFENDERS

The goal of this project is to reduce recidivism and increase employment opportunity for juvenile offenders 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) a national survey of reading teachers serving incarcerated juveniles to determine the methods and theories used to teach word recognition; (2) an inservice program for reading teachers that will provide them an understanding of the sound/symbol system of English spelling; (3) analysis of the extent to which reading teachers have changed their perceptions of the phonetic nature of English spelling as a result of the inservice program; and (4) dissemination of 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.

During Fiscal Year 1993, all components were completed. Two reports are available: Reduced Recidivism and Increased Employment Opportunity through Research-Based Reading Instruction and Reading and Instruction in Juvenile Correctional Institutions: A Profile Based upon a National Survey of Reading Teachers Serving Juvenile Offenders. Additionally, two video presentations were produced by the grant; Retarding America: The Imprisonment of Potential, and Decoding the Code.

***Grantee:***

Michael Stuart Brunner  
5390 Creswell Avenue  
Boise, ID 83704

***Program Manager:***

Frank Porotage

### ■ INNOVATIVE APPROACHES IN LAW-RELATED EDUCATION

To advance innovative approaches to disseminate law-related education, OJJDP began funding two new programs in Fiscal Year 1993. In the State of Maryland, the Maryland State Public School System will target all State education departments and all elementary, middle, and high schools for adopting wider use of curriculum materials. In Boulder, Colorado, policymakers, educators, youth workers, and the general public will benefit from a community-wide discussion of underlying causes of teen violence, the nature and scope of local problems, and preventive applications of law-related education.

***Grantees:***

Boulder County Board of County  
Commission  
P.O. Box 471  
Boulder, CO 80306

Professional Development & Training  
5401 Wilkens Ave.  
Baltimore, MD 21228

***Program Manager:***

Robert Lewis

### ■ 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. The training emphasizes a family-based approach to dealing with the problems of children in trouble and helps improve juvenile and family dynamics in relation to problems such as substance abuse and its effect on children.

In Fiscal Year 1993, more than 15,245 juvenile court judges and other juvenile justice professionals benefited from 94 separate training events sponsored or assisted by the grantee.

Training programs were conducted in aftercare, national policy development, juvenile sex offenders, minority issues, and probation, as well as legal issues affecting the court's processing of juveniles.

**Grantee:**

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P.O. Box 8970  
Reno, NV 89507

**Program Manager:**

Frank Porpotage

■ **JUVENILE JUSTICE PROSECUTION PROJECT**

This project promotes greater district attorney involvement in the juvenile justice system and helps them develop appropriate policies for managing and prosecuting juvenile cases. The project provides policy development workshops for chief prosecutors and for juvenile unit chiefs in district attorney offices.

In Fiscal Year 1993, the project conducted a strategic planning workshop for chief prosecutors and presented a management workshop for juvenile unit chiefs. A workbook has been compiled for each seminar presented and the project publishes a quarterly newsletter dealing with juvenile justice issues.

**Grantee:**

National District Attorneys Association  
99 Canal Center Plaza, Suite 510  
Alexandria, VA 22314

**Program Manager:**

Peter Freivalds

■ **JUVENILE JUSTICE TRAINING FOR LOCAL LAW ENFORCEMENT**

This project provides six specialized training courses designed to help law enforcement professionals and other policymakers improve the local juvenile justice system.

■ Police Operations Leading to Improved Children and Youth Services (POLICY) has two components: POLICY I introduces law enforcement executives to management strategies to integrate juvenile services into the mainstream of their operations; POLICY II helps mid-level managers build on these strategies and demonstrates step-by-step methods to improve police productivity in the juvenile justice area.

■ The Child Abuse and Exploitation Investigative Techniques Program provides law enforcement officers with state-of-the-art approaches for building a case against individuals charged with child abuse, sexual exploitation, or child abduction.

■ Managing Juvenile Operations provides a series of training classes for police executives that demonstrate effective methods to increase departmental efficiency and effectiveness by integrating juvenile services into the mainstream of police activity.

■ School Administrators for Effective Police, Probation, and Prosecution Operations Leading to Improved Children and Youth Services (SAFE POLICY) brings together the chief executives of schools, law enforcement, prosecution, and probation agencies to promote interagency cooperation and coordination in dealing with youth-related problems.

## 52 ■ Chapter 5

- Gang and Drug POLICY is an intensive workshop for teams of participants who represent the policymaking levels of their agencies and communities. Recognizing that each community is unique in makeup, the program's goal is for each policymaking team to participate in a cooperative interagency process and develop a concrete plan to improve the quality of gang and drug prevention, intervention, and suppression strategies in their jurisdictions.
- Serious Habitual Offender Comprehensive Action Program (SHOCAP). SHOCAP provides training and technical assistance to local communities to increase cooperation among police, probation officers, prosecutors, courts, corrections, parole officers, detention facilities, schools, and family and youth services. By enabling these agencies to share more information about juveniles who repeatedly commit serious crimes, communities can make more informed decisions regarding such youths.

Technical assistance was provided to three weed-and-seed sites (San Diego, CA; Tampa, FL; and Washington, DC) and technical assistance on gang and drug problems was provided to Washington, DC, and St. Thomas, VI. The curricula for Policy II and Safe Policy were updated during FY 1993, and several hundred persons were trained in the Child Abuse and Exploitation Investigative Techniques Program. The Serious Habitual Offender Comprehensive Action Program (SHOCAP) was added to the Law Enforcement Training Curriculum, and training was conducted in Portland, ME.

***Grantee:***

Federal Law Enforcement Training Center  
U.S. Department of Treasury  
Glynco, GA 31524

***Program Manager:***

Ronald Laney

■ **JUVENILE RESTITUTION: BALANCED AND RESTORATIVE JUSTICE**

OJJDP works to upgrade the development of juvenile restitution programs nationwide and advance the implementation of new programs through this grant. OJJDP developed the program based on practitioner recommendations received during a workshop conducted for that purpose. The grantee will develop a training and technical assistance strategy, training materials, and materials on program models and components. Specific restitution program components to be addressed include community service, victim reparation, victim-offender mediation, offender employment and supervision, employment development, and any program elements accentuating community protection, accountability, and offender competency development.

During Fiscal Year 1993, program implementation efforts were aided at three sites.

***Grantee:***

Florida Atlantic University  
Division of Sponsored Research  
500 NW. 20th Street  
Boca Raton, FL 33431

***Program Manager:***

Peter Freivalds

**■ LAW-RELATED EDUCATION IN JUVENILE JUSTICE SETTINGS**

This new program will assist the States of New York and Virginia in the use of law-related curriculums within the juvenile justice system. The program is designed to promote greater awareness of law-related education (LRE) among juvenile justice professionals and the general public, provide training and technical assistance to teachers in the juvenile justice system, and adapt LRE lessons to the needs of youths under the supervision of the juvenile court.

***Grantees:***

American Correctional Association  
8025 Laurel Lakes Court  
Laurel, MD 20707

Virginia Commonwealth University  
MCV Box 568  
Richmond, VA 23298

***Program Manager:***

Robert Lewis

**■ LAW-RELATED EDUCATION PROGRAM**

This program involves the efforts of five grantees in the development of educational programs to prevent delinquency by teaching young people about fundamental aspects of the Nation's legal system. Central to this program is the development and dissemination of curriculum materials. Students in grades K-12 benefit from these courses.

The grantees support law-related education by providing technical assistance, training for teachers and school administrators, national conferences, and producing and disseminating publications and newsletters. Grantees are encouraged to place emphasis on developing programs in urban schools serving at-risk youth. During 1993 this program has served 991,613 students (K through 12th grade) and trained 15,754 teachers and administrators.

***Grantees:***

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street, NW., Suite 200-S  
Washington, DC 20036

Center for Civic Education  
Law in a Free Society  
5146 Douglas Fir Road  
Calabasas, CA 91302

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

Constitutional Rights Foundation  
601 South Kingsley Drive  
Los Angeles, CA 90005

Phi Alpha Delta Public Service Center  
1511 K Street, NW., Suite 611  
Washington, DC 20005

***Program Manager:***

Robert Lewis

## **54 ■ Chapter 5**

### **■ NATIONAL NETWORK OF CHILDREN'S ADVOCACY CENTERS**

Local Children's Advocacy Centers involved in the investigation and prosecution of child abuse will receive assistance through this OJJDP grant. Fifteen sites nationwide will receive funds to develop and implement training programs, provide technical assistance, and advance information sharing.

#### ***Grantee:***

National Network of Children Advocacy Centers  
107 Lincoln Street  
Huntsville, AL 35801

#### ***Program Manager:***

Lois Brown

### **■ NATIONAL SCHOOL SAFETY CENTER**

The National School Safety Center (NSSC) provides training and technical assistance on school safety to elementary and secondary schools across the Nation to help them identify and implement effective methods to diminish crime, violence, and illegal drug use on school campuses. NSSC disseminates information, including monographs, films and its bulletin, School Safety. The project is jointly funded by OJJDP and the U.S. Department of Education.

During Fiscal Year 1993, NSSC responded to 5,837 requests for information and disseminated 23,433 copies of publications, resource documents and training films. Staff conducted 69 State, regional, and local training programs nationwide benefitting over 9,000 participants. NSSC assisted OJJDP in organizing the conference Safeguarding Our Youth: Violence Prevention for Our Nation's Children, held in Washington, DC, on July 20-21, 1993.

#### ***Grantee:***

National School Safety Center  
Pepperdine University  
24255 Pacific Coast Highway  
Malibu, CA 90265

#### ***Program Manager:***

Lois Brown

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

OJJDP supports efforts to prevent unnecessary foster care placement of abused and neglected children whenever possible. This project educates judges and other professionals regarding the mandates of Public Law 96-272, the Adoption Assistance and Child Welfare Act of 1980, and disseminates recommendations on practices for improving court services to children and families. The Act mandates that there be "reasonable efforts" to prevent unnecessary placement of children outside their homes. When family reunification is impossible, judges are to ensure permanent adoptive homes whenever possible.

During Fiscal Year 1993, the project funded continued training and technical assistance through the National Council of Juvenile and Family Court Judges (NCJFCJ). Judicial and interdisciplinary training was provided at State training conferences and national conferences. In Fiscal Year 1994, NCJFCJ will complete and publish the document, Protocol for Making Reasonable Efforts to Preserve Families in Juvenile Justice Cases.

#### ***Grantee:***

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P. O. Box 8970  
Reno, NV 89507

***Program Manager:***

Lois Brown

**■ PREVENTION OF DELINQUENCY THROUGH  
CHILD-CENTERED COMMUNITY-BASED POLICING**

Children who are victims of violence or who witness violence tend to accept its presence in their lives as appropriate and begin to emulate violent role models. OJJDP will work with the New Haven Police Department and Yale University's Child Study Center to document and subsequently to replicate a new strategy designed to better attune law enforcement personnel to the impact of violence on children.

The program includes training in principles of child development for new police recruits and clinical fellowships for veteran officers, plus a 24-hour mental health consultation service for officers responding to calls involving children and violence. Training and technical assistance products with broad applicability will be developed. The program is implemented in the framework of community-oriented policing.

***Grantee:***

Yale University  
P.O. Box 2503A  
Yale Station  
New Haven, CT 06520

***Program Manager:***

Peter Freivalds

**■ PRIVATE SECTOR OPTIONS FOR JUVENILE  
CORRECTIONS**

This project 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, selection of

the States to receive assistance, development of written and audiovisual materials to assist State directors, and provision of individual and group technical assistance.

***Grantee:***

American Correctional Association  
8025 Laurel Lakes Court  
Laurel, MD 20707

***Program Manager:***

Frank Porpotage

**■ PROFESSIONAL DEVELOPMENT FOR YOUTH  
WORKERS**

OJJDP is working through the grantee and the National Network of Runaway and Youth Services to develop a training program to enhance the professional skills of youth workers who serve high-risk youth in community-based agencies. The project will assess training needs, develop an inventory of existing training programs, develop curriculum components, and design an implementation strategy for the training. The curriculum will be tested at several sites.

***Grantee:***

Academy for Educational Development  
1255 23rd Street NW.  
Washington, DC 20037

***Program Manager:***

Lois Brown

**■ SUPPORT TO NPS, CCDC COUNSELORS FOR AT-RISK MINORITY YOUTH**

This project was designed to attract, prepare, and train minority and female inner-city high school students to take conservation jobs with the National Park Service in the future. In cooperation with the U.S. Department of Labor's Private Industry Councils, under the Job Training Partnership Act of 1992, the National Park Service enrolled students in the project's Conservation Career Development Corps (CCDC) to work at national parks through the country.

***Grantee:***

National Park Service  
P.O. Box 37127  
Washington, DC 20013-7127

***Program Manager:***

Lois Brown

**■ TECHNICAL ASSISTANCE TO JUVENILE COURTS**

This project provides information and technical assistance to juvenile courts to improve their effectiveness and efficiency. In response to requests from the field, project staff disseminates informational materials 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 a problem has been successfully resolved.

In Fiscal Year 1993, the project responded to over 400 requests for technical assistance from all 50 States, as well as the District of Columbia. Three were requests for on-site or cross-site assistance. Special projects completed include development of a workplan for a desktop guide for juvenile probation administrators, completion of a survey of juvenile probation of-

ficers to provide a comparative analysis of characteristics and issues facing the profession, and the development of a mechanism to enhance the ability to monitor and respond to emerging issues in local juvenile justice arena.

***Grantee:***

National Council of Juvenile and Family Court Judges  
University of Nevada, Reno  
P.O. Box 8970  
Reno, NV 89507

***Program Manager:***

Frank Porpotage

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

This project conducted a feasibility study for using various telecommunication technologies in the activities of OJJDP and pilot-tested the recommended strategies in two demonstrations. One demonstration featured findings of the OJJDP study Conditions of Confinement: Juvenile Detention and Corrections Facilities and used audio, graphics, and a live satellite teleconference. The teleconference was aired on September 17, 1993 to over 141 sites with over 4,000 participants. OJJDP received the 1993 award for "innovative approaches" to training for the production and teleconference by the International Juvenile Justice Trainers Association.

***Grantee:***

Eastern Kentucky University  
Coates Box 3A  
Richmond, KY 40475

***Program Manager:***

Frank Porpotage

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

This project is intended to develop and implement prototype 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 facilities 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 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

***Program Manager:***

Peter Freivalds

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

This project, implemented by the National Probation and Parole Association, works to improve the skills of those who must identify and treat drug and alcohol-involved youth in the juvenile justice system. A drug-identification training curriculum for juvenile justice program managers and practitioners has been designed and tested.

During Fiscal Year 1993, training and technical assistance was provided to five demonstration sites to assist development of drug identification, drug testing, and intervention programs. Evaluations will be conducted at the demonstration sites. The project published a manual for juvenile justice trainers and program managers entitled *Identifying and Intervening with Drug Involved Youth: Participant Manual and Program Development Workbook*.

***Grantee:***

Council of State Governments  
P.O. Box 11910  
Iron Works Pike  
Lexington, KY 40578

***Program Manager:***

Peter Freivalds

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

Through this grant, the American Correctional Association provides training and technical assistance to juvenile justice professionals in the areas of probation, detention, corrections, and community residential and aftercare programs. The grantee conducts workshops, conferences and teleconferences, develops publications and resource materials, and responds to information requests.

During Fiscal Year 1993, the grantee conducted 7 on-site technical assistance visits, responded to 369 telephone requests for information, and provided 162 document resource packages to juvenile justice professionals. Four regional workshops were conducted, including two on behavior management and two on peer mediation. Two national conferences were conducted, one dealing with literacy programs and one addressing day treatment programs. The grantee conducted the National Juvenile Corrections and Detention Forum in Austin, Texas in April 1993, where juvenile corrections administrators discussed policy implications of the survey research on "Conditions of Juvenile Confinement."

***Grantee:***

American Correctional Association  
8025 Laurel Lakes Court  
Laurel, MD 20707

***Program Manager:***

Frank Porpotage

■ **TRAINING FOR JUVENILE DETENTION CENTER CARE-GIVERS**

Detention center personnel will receive needed training specific to their needs as a result of this grant. The project will develop new curriculum materials and support the development of the Desktop Guide to Detention.

***Grantee:***

National Juvenile Detention Association  
Eastern Kentucky University  
217 Perkins Building  
Richmond, KY 40475

***Program Manager:***

Frank Porpotage

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

This project is intended to improve the effectiveness of police and other juvenile justice agency personnel who work with minority group suspects and offenders. It will further help to improve the policies governing police and juvenile court and corrections personnel handling of minority youth in the purview of the juvenile justice system.

During Fiscal Year 1993, the American Correctional Association assessed training needs and existing training resources in the areas of cultural and ethnic differences. The project is developing and testing a training program in the cultural/ethnic differences area. The training programs will be provided to juvenile agencies nationwide. Materials available, or being developed, include a preliminary report on training issues pertaining to cultural diversity, and the draft report: Training in Cultural Differences Curriculum for Law Enforcement/Juvenile Justice Practitioners. The completed curriculum will be the final product of this project.

***Grantee:***

American Correctional Association  
8025 Laurel Lakes Court  
Laurel, MD 20707

***Program Manager:***

Peter Freivalds

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# **CHAPTER 6**

## **MISSING AND**

## **EXPLOITED CHILDREN**

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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, significant 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 1993 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. Plans for OJJDP's Missing Children Program for Fiscal Year 1994 include: foster an in-depth program of research to increase knowledge of all aspects of missing and exploited children issues, including child sexual exploitation; continue to support the development of State missing children clearinghouses and nonprofit organizations; continue development of the National Center for Missing and Exploited Children; and continue to support technological advances to aid information sharing that will lead to the recovery of missing children.

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## **THE NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN**

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The National Center for Missing and Exploited Children (NCMEC) assists OJJDP in conducting many of its statutorily mandated activities. NCMEC uses advanced technology to operate an information hotline, publicizes the missing children issue, and provides case assistance

services to help in the recovery of missing children. The Center provides training and technical assistance to justice professionals, State clearinghouses, and child-serving organizations nationwide. The broad range of services provided by the Center during Fiscal Year 1993 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 680,000 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 91,911 hotline calls were received. During an average week-

day, approximately 585 calls were received, of which over 250 received case assistance services. During Fiscal Year 1993, 800-line toll free service was extended into Mexico, and NCMEC is establishing a working relationship with a law enforcement agency in Mexico. Two non-profit missing children organizations now use the Hotline in lieu of their own 800 number.

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 6-1: Total Hotline Calls for Service**

Type of Call	Fiscal Year 1993 Totals
Nonfamily Abductions	77
Family Abductions	585
Runaways	3,087
Thrownaways	No Known Intakes
Lost, Injured, Otherwise Missing	104
Subtotal	3,853
Citizens' Leads	7,762
Child Sexual Exploitation	227
Child Pornography Tipline	10
Information Requests	80,059
Total Calls for Service	91,911

The nonfamily abductions category includes strangers, acquaintances, babysitters, or unknown cause cases. Family abductions include parents, grandparents, aunts or uncles, and older siblings. Runaways include runaways absent over 30 days or endangered in their absence. Calls regarding runaways are transferred to the National Runaway Switchboard (1-800-621-4000).

### **Case Assistance**

NCMEC staff process information submitted by callers and store data in a case management data base. Information must meet NCMEC-established protocols before being assigned for followup. During Fiscal Year 1993, assignments to NCMEC case managers totalled 2,784 cases and 8,037 leads and sightings. Fifteen leads on child pornography cases were passed on to the U.S. Custom Service's Child Pornography Tipline. NCMEC performed 241 data-base queries at the request of law enforcement agencies during the fiscal year. NCMEC maintains a contact list of over 900 units within law enforcement agencies who work to address issues of child abuse and exploitation.

Over 400 organizations are active private-sector participants in the NCMEC photo distribution system. Released information usually includes pictures of the child and abductor, a description of physical and behavioral characteristics, and information regarding the disappearance. During Fiscal Year 1993, 55 cases were selected for the ADVO Child of the Week, prepared for media release, and disseminated. A total of 316 new cases were prepared for photo distribution. A total of 237 missing children are known to have been recovered as a direct result of the use of photo distribution nationally. Thirty-two of these recoveries occurred in Fiscal Year 1993.

During Fiscal Year 1993, NCMEC made new strides in the use of technology to transmit case summaries more quickly to a vast network of concerned professionals. Case information in-

cluding photos of all media-ready cases have been digitized, enabling missing child posters to be created and transmitted instantly by fax or modem.

NCMEC has moved to expand its computerized age-progression photo laboratory capabilities. Through a combination of science and art, the photos of children who have been missing for some time are computer-enhanced so that the child can be shown as he or she might look at the present time. Age-progression of 89 cases was accomplished during the fiscal year. Five new age progression sites are being established throughout the country. NCMEC provided training to professionals from the sites during the fiscal year. When fully implemented, this expansion will yield five completed age progressions per month per site.

When missing children are recovered, NCMEC works to guide their families to the appropriate services. American Airlines provided free transportation to assist in the recovery of children on 51 one occasions, while Greyhound Bus Lines provided this service on 23 occasions.

### **Assisting State and Local Efforts**

NCMEC, State missing child clearinghouses, and local nonprofit missing child organizations (NPO's) must work together to advance a co-operative response to the problems of missing and exploited children at a national level. NCMEC and these local organizations keep in touch through phone and personal contacts, sharing information electronically, and participating in conferences and training events.

NCMEC works with a network of clearinghouses in 43 States, the District of Columbia, and Canada and assists States considering the establishment of clearinghouses. During Fiscal Year 1993, over 3,800 phone contacts occurred between NCMEC and State clearinghouse personnel, and over 100 personal contacts occurred with State clearinghouse personnel in the field or during visits at NCMEC. NCMEC

maintains contact by means of a monthly bulletin and attends meetings of regional coalitions of clearinghouses.

Through the use of an electronic bulletin board, State clearinghouses can access NCMEC case information quickly. Computer hardware, software, technical assistance and training are provided to State clearinghouses. Representatives from 35 States received training in use of the electronic bulletin board. Nearly all State clearinghouses are now on-line with NCMEC and use the bulletin board on a daily basis for information retrieval and exchange. At the close of Fiscal Year 1993, information on 679 different cases, with photos and biographies, was available on Compuserve.

NCMEC works with nonprofit organizations (NPO's) who provide a variety of valuable services to missing children and their families. NCMEC maintains regular contact with a network of 33 NPO's in the U.S., 3 in Canada, and 2 in Europe that meet established criteria. During Fiscal Year 1993, nearly 3,000 phone contacts were made with NPO's, plus numerous personal contacts. A monthly bulletin to NPO's is disseminated.

Over 50 percent of the NPO's participated in a series of quarterly training workshops sponsored by OJJDP and conducted by the National Victim Center during Fiscal Year 1993. At one such event in July 1993, 21 organizations formed America's Association of Missing and Exploited Children Organizations (AAMECO), a cooperative alliance. AAMECO will work to establish membership criteria for missing children organizations, standards of conduct, a code of ethics, and organizational standards. These organizations will work together to promote legislation and establish better communications between NPO's.

### **Training and Technical Assistance**

An ambitious program of training and technical assistance delivery is provided by NCMEC staff

on all aspects of the missing children issue. During Fiscal Year 1993, NCMEC staff provided training to 4,346 law enforcement professionals. Training sessions were presented to Federal, State, and local professionals, and some officials from other countries. Topics included missing children generally, case management and investigation techniques, computer age-progression techniques, prevention of child abductions, and child sexual exploitation.

In cooperation with Mead-Johnson Nutritionals, a leading health-care manufacturer, NCMEC provides training to nurses and other hospital personnel to advise them on how to prevent the abduction of infants from hospitals. Studies suggest that the training helps. Data from an OJJDP research project show that the incidence of abductions decreased 55 percent in 1992. During Fiscal Year 1993, 2,341 health care professionals from 40 different hospitals received NCMEC training.

NCMEC is a recognized authority on the legal and legislative aspects of the missing and exploited children issue. Legal technical assistance was provided to law enforcement agencies, attorneys and parents on 567 occasions during Fiscal Year 1993. In addition, State legislators, members of Congress, court staff, and others turn to NCMEC for assistance with legislative matters. Such requests for technical assistance involve questions about child molestation statutes, possession of child pornography, sex offender registration, background checks, and international abductions. NCMEC responded to 171 inquiries regarding legislation during Fiscal Year 1993.

NCMEC legal personnel further provide training, represent NCMEC at conferences, support publication of NCMEC law-related documents such as Selected State Legislation, submit amicus curiae briefs, monitor changes in laws, and handle requests for research information. 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 cases of international abduction.

### **Project ALERT**

NCMEC's Project ALERT (America's Law Enforcement Retiree Team), recruits retired police officers to assist local agencies in the search for missing children. Begun in Fiscal Year 1992, the program is an innovative, cost-effective way to build a national network of consultants who can provide the expert skills and experience needed in a missing child case investigation. Project ALERT consultants are trained and prepared to assist local case investigators at their request, and raise community awareness and promote efforts to prevent abductions. ALERT

volunteers, who serve without pay, may receive compensation for travel and expenses.

Since its inception, hundreds of inquiries have been received, from those applying to become ALERT volunteers, and from local jurisdictions seeking ALERT services. NCMEC and its co-grantee Public Administration Service developed an intensive 40-hour training course for ALERT volunteers. During Fiscal Year 1993, 45 ALERT volunteers were trained and certified, and 30 ALERT assignments were made. These range from assisting local nonfamily abduction investigations, to making presentations to professional groups regarding missing children. Thirteen different national law enforcement agencies and associations have endorsed Project ALERT.

## **FUNDED PROJECTS**

### **■ ACCESS TO NATIONAL LAW ENFORCEMENT TELECOMMUNICATIONS SYSTEM (NCIC)**

Access to the FBI's National Crime Information Center (NCIC) is provided to the National Center for Missing and Exploited Children (NCMEC) through this project. NCIC access enables the Center to validate missing children entries, check and confirm Unlawful Flight to Avoid Prosecution (UFAP) warrants, and send important messages to law enforcement agencies on missing children issues through the File 20 message outlet.

#### ***Grantee:***

U.S. Department of Justice  
Washington, DC 20530

#### ***Program Manager:***

Robert Heck

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

This project conducted additional analysis of NISMART data to increase knowledge and understanding about runaway and throwaway youth and their families. The analysis considered the following issues: (1) implications of definitions of runaways and throwaways chosen by NISMART for numbers and incidence rates, (2) implications of variations in time elapsed between runaway/throwaway 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 addressed two additional objectives: to disseminate information to a broad range of interested organizations and individuals 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

***Program Manager:***

Pamela Cammarata

**■ CRIMINAL JUSTICE RESPONSE TO PARENTAL ABDUCTION CASES**

In Fiscal Year 1993, OJJDP began a study to better understand how cases of parental abductions are handled by the criminal justice system. The project will examine how case decisions are made, how cases are processed, and how some promising programs operate in addressing these cases.

Sites for the study will be selected based on a national survey of prosecutors and law enforcement agencies. Analysis of case-processing methods and specific cases will be conducted. The two-year project will culminate in a comprehensive report geared to the needs of local criminal justice professionals and policymakers, and several other informative reports.

***Grantee:***

American Bar Association  
Center on Children and the Law  
1800 M Street NW., Suite 200-S  
Washington, DC 20036

***Program Manager:***

Pamela Cammarata

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

This project identifies various practices used to screen childcare and juvenile service workers and examines the effectiveness of these practices. The grantee has conducted a national survey of child- serving agencies and organizations and will produce a directory detailing staffing levels and children served by these entities. A national review of State laws and licensing regulations that mandate background checks is being completed.

The study will further include a mail survey to identify the nature and costs of various screening practices used nationally. A site-specific study will closely examine the effectiveness of screening procedures. The project will provide recommendations for a national approach to screening.

***Grantee:***

American Bar Association  
Fund for Justice and Education  
1800 M Street, NW., Suite 200-S  
Washington, DC 20036

***Program Manager:***

Jeffrey Slowikowski

■ **EXAMINING THE RELATIONSHIP BETWEEN CHILD ADOLESCENT ABDUCTIONS**

One hundred juvenile sex offenders between the ages of 12 and 19 will be studied under this project. The relationship between their experiences as juveniles and the modus operandi of adult sexual offenders will be examined.

The grantee will conduct this study in conjunction with a larger study funded by the National Institute of Mental Health. Data will be collected from sites in six States.

***Grantee:***

Children's Hospital Research Foundation  
700 Children's Drive  
Columbus, OH 43205

***Program Manager:***

Marilyn Landon

■ **FAMILIES OF MISSING CHILDREN: PSYCHOLOGICAL CONSEQUENCES AND PROMISING INTERVENTIONS**

This project will resurvey the respondents to the recently completed four-year OJJDP study of 280 families who experienced a family abduction, non-family abduction, or a runaway child episode. By measuring levels of psychological distress in the families, researchers hope to ascertain which families best cope with this serious distress over time and how they might best be assisted in coping with this trauma. Valuable data is expected to be gained by re-contacting these families, some of whom have recovered their children since the original survey.

***Grantee:***

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

***Program Manager:***

Eric Peterson

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

This project analyzed 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 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.

***Grantee:***

University of New Hampshire  
Family Research Laboratory  
Durham, NH 03824

***Program Manager:***

Joseph Moone

■ **FUNDING SUPPORT FOR SPECIFIC PROGRAM DEVELOPMENT FOR STATE CLEARINGHOUSES FOR MISSING CHILDREN**

OJJDP will assist the Missing Person Information Clearinghouse run by the State of Iowa's Division of Criminal Investigation to implement this training program. The project will research, produce, and disseminate a law enforcement manual describing Federal and State laws pertaining to missing children, and will conduct training sessions in various communities throughout Iowa.

***Grantee:***

Iowa Division of Criminal Investigation  
Wallace State Office Building  
Des Moines, IA 50319

***Program Manager:***

Darlene Brown

■ **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 children and their families after their recovery, conducting prevention efforts, and other activities. Eight organizations received funding during Fiscal Year 1993 under this program.

***Grantees:***

Counseling Service of Addison County  
89 Main Street  
Middlebury, VT 05753

D.C. Center for Child Protection and Family  
714 G Street SE.  
Washington, DC 20003

Exploited Children's Help Organization  
720 W. Jefferson Street  
Louisville, KY 40202

Find The Children  
11811 West Olympic Boulevard  
Los Angeles, CA 90064

Our Town Family Center  
P.O. Box 26665  
Tucson, AZ 85726

Paul and Lisa, Inc.  
P.O. Box 348  
70 Essex Street  
Westbrook, CT 06498

South Bay Community Services  
315 Fourth Avenue, Suite E  
Chula Vista, CA 91910

Vanished Children's Alliance  
1407 Parkmoor Avenue, Suite 200  
San José, CA 95126

***Program Manager:***  
Robert Lewis

**■ INVESTIGATION AND PROSECUTION OF PARENTAL ABDUCTION CASES**

This project works to improve the skills and effectiveness of local prosecutors and investigators in handling cases involving noncustodial parents who abduct their children. The project identifies the legal and social issues in these cases, analyzes and summarizes existing research in this area, and educates local prosecutors and law enforcement agencies concerning significant aspects of the prosecution and management of parental abduction cases. In Fiscal Year 1993, the project prepared two documents: Investigation and Prosecution of Parental Abduction Handbook and a Training Curriculum for Prosecutors.

***Grantee:***

American Prosecutors Research Institute  
99 Canal Center Plaza, Suite 510  
Alexandria, VA 22314

***Program Manager:***

Peter Freivalds

**■ INVESTIGATIVE CASE MANAGEMENT FOR MISSING CHILDREN HOMICIDES**

Local jurisdictions must respond quickly and efficiently to cases of child homicide and child abduction if perpetrators are to be caught. OJJDP began a program in Fiscal Year 1993 to improve case management and investigation techniques in the State of Washington and provide materials for use on a national scale.

This project will create a resource management guide, provide training and technical assistance, and develop the use of NCMEC's Project Alert volunteers. Project Alert coordinates the efforts of retired law enforcement investigators in assisting local investigations of missing children cases.

***Grantee:***

Attorney General of Washington  
9th & Columbia Bldg. Suite 260  
Olympia, WA 98504

***Program Manager:***

Pamela Cammarata

**■ ISSUES IN RESOLVING CASES OF INTERNATIONAL PARENTAL ABDUCTIONS OF CHILDREN**

This study will examine the problems, both institutional and cultural, encountered by a parent residing in the United States who seeks the recovery of a child taken or retained by the other parent across an international border in breach of rights of custody or of access. The grantee will develop approaches and programs to overcome these problems.

During the project, interviews will be conducted with families involved in such cases. An advisory group will help in developing methods of investigation and problems of case analysis. The project will assess the value of the Hague Convention Treaty in obtaining the return of the child when the foreign country is party to the convention and when it is not. The project will produce a final report applicable to all professionals who work with missing children.

***Grantee:***

American Bar Association  
Center for Children and the Law  
Fund for Justice and Education  
1800 M Street NW., Suite 200-S  
Washington, DC 20036

***Program Manager:***

Eric Peterson

**■ LAW ENFORCEMENT TRAINING AND TECHNICAL ASSISTANCE**

This contract provides three specialized training courses designed to help law enforcement, social services, prosecutors, and other professionals improve their skills for investigating and handling missing and exploited children cases.

- The Child Abuse and Exploitation Investigative Techniques training program provides students responsible for cases involving missing, exploited and abused children with state-of-the-art investigative techniques. The training provides valuable information on the recognition of physical and sexual abuse, evidence collection and preservation, the proper investigative response in missing and abuse cases, interviewing victims and offenders, and legal issues.
- The Missing and Exploited Children training program provides advanced investigative techniques, principles, and concepts to experienced child abuse and exploitation investigators.
- The Child Abuse and Exploitation Team Investigative Process training program promotes the development of a community-based interdisciplinary team process for the effective investigation and prosecution of child abuse and exploitation.

***Grantee:***

Fox Valley Technical College  
Criminal Justice Department  
1825 North Bluemound Drive  
Appleton, WI 54913

***Program Manager:***

Ron Laney

**■ MISSING ALZHEIMER PATIENTS ALERT PROGRAM: SAFE RETURN**

This project is establishing a national program to facilitate the identification and safe return of missing persons afflicted with Alzheimer's Disease and related disorders. In the early stages of this 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.

This program is establishing a central registry of computerized information on memory-impaired persons and a national toll-free telephone line to access the registry; creating an identification system using ID jewelry and clothing labels purchased and distributed through a central service; and producing educational materials for use and distribution by participating chapters of the Alzheimer's Disease and Related Disorders Association.

***Grantee:***

Alzheimers Disease and Related Disorders Association  
919 N. Michigan Avenue, Suite 1000  
Chicago, IL 60611

***Program Manager:***

Robert Lewis

■ **MISSING AND EXPLOITED CHILDREN  
COMPREHENSIVE ACTION PLAN (M/CAP)**

This program establishes community-based, multi-agency case and services management programs for missing children and their families. Host sites receive technical assistance provided by the Public Administration Service (PAS) for up to three years. M/CAP programs conduct a number of services, including: developing guidelines for reporting and investigating missing and exploited children cases, conducting training for youth serving agencies to promote awareness of child abduction and exploitation, developing policies and procedures for background checks of prospective child services workers, developing methods for the exchange of pertinent agency information, and developing school policies for examining school transfer records that might conceal abducted children.

During Fiscal Year 1993, M/CAP programs were implemented at six new sites, bringing to ten the total number of programs. Two dozen additional sites are considering implementing M/CAP, with a number of these conducting jurisdictional self-assessments. A video teleconference presenting findings from M/CAP crime analysis efforts was conducted on July 22, 1993, and another is planned for early 1994.

**Grantee:**  
Public Administration Service  
8301 Greensboro Drive, Suite 420  
McLean, VA 22102

**Program Manager:**  
Ronald C. Laney

■ **MISSING CHILDREN DATA ARCHIVE**

There exists a great need to efficiently manage available data on missing children cases. Through this project, OJJDP will work collaboratively with the University of Michigan to assess, process and archive missing children research data sets, and make them available for further analysis.

**Grantee:**  
University of Michigan  
P.O. Box 1248  
Ann Arbor, MI 48106

**Program Manager:**  
Joseph Moone

■ **MISSING CHILDREN FIELD-INITIATED PROGRAM  
(METRO-DADE)**

The grantee will conduct a county-wide public information and education campaign to help prevent children from becoming runaways or throwaways or from being exploited. The campaign promotes awareness of the need to prevent children from becoming runaways and throwaways and the factors that place children at risk of becoming runaways and throwaways. Program activities include the production and distribution of education and prevention materials, the conduct of media campaigns, and other outreach efforts.

**Grantee:**  
Metro Dade County  
111 NW. 1st Street, Suite 2620  
Miami, FL 33128

**Program Manager:**  
Robert Lewis

## 70 ■ Chapter 6

### ■ MISSING CHILDREN FIELD-INITIATED PROGRAM (MONTANA)

This project addresses the problems of missing children, child exploitation, and child abuse and neglect throughout Montana by assisting the efforts of community-based prevention agencies. The grantee will work in partnership with the statewide Prevention Assistance Team (PAT) and local communities across the State by funding various innovative prevention demonstration programs. Assistance will go to program efforts that provide a model for identifying high-risk families; provide a model for education and prevention that involves community residents while maximizing resources; provide a model for the aid and treatment of children and families that are victims of abduction, sexual exploitation, abuse, and neglect; and provide a model for community partnerships resulting in continued funding and support.

#### *Grantee:*

Montana Board of Crime Control  
303 North Roberts  
Helena, MT 59620

#### *Program Manager:*

Robert Lewis

### ■ MODEL SENTENCING AND CUSTODY GUIDELINES IN PARENTAL ABDUCTION CASES

A new Fiscal Year 1993 grant to the American Prosecutors Research Institute will fund development of guidelines for judges and prosecutors to help them deal more effectively with cases of parental abduction. The guidelines will be designed to promote greater effectiveness in the handling of these cases and more informed decisions regarding post-abduction custody.

#### *Grantee:*

American Prosecutors Research Institute  
99 Canal Center Plaza, Suite 510  
Alexandria, VA 22314

#### *Program Manager:*

Leonard Johnson

### ■ MODEL TREATMENT & SERVICES APPROACHES FOR MENTAL HEALTH PROFESSIONALS WORKING WITH FAMILIES OF MISSING CHILDREN

OJJDP will work through this grant to develop more effective approaches to guide mental health professionals who work with families of missing children. The project will conduct an assessment of current treatment approaches, conduct interviews to determine the effects of abductions on victims and their families, and develop and test model treatment programs. Products of the project will include program manuals and a training curriculum.

#### *Grantee:*

Western Center for Child Protection  
350 S. Center Street, Suite 403  
Reno, NV 89502

#### *Program Manager:*

Peter J. Freivalds

### ■ NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN RESOURCE CENTER

This project provides a national clearinghouse for information on missing and exploited children and technical assistance in recovery operations to government agencies, private organizations, and individuals, in response to the congressional mandate in the Missing Children's Act (Title IV). The grantee, the National Center for Missing and Exploited Children (NCMEC), has 16 toll-free telephone lines operating 24 hours a day to handle requests for information in any of 43 languages. Incoming calls are electronically formatted and checked instantaneously against NCMEC's case-history data base. A case-management system provides followup, locating and reuniting assistance to law enforcement and families.

For law enforcement agencies, NCMEC provides one-minute response on high-quality photo-fax images of missing children; state-of-the-art age-progression imaging services for photos of long-term missing children; and training in investigating missing children cases. NCMEC has developed and distributed over 5 million publications to assist all service agencies involved in preventing abductions, and locating missing children.

***Grantee:***

National Center for Missing and Exploited Children  
2101 Wilson Boulevard, Suite 550  
Arlington, VA 22201

***Program Manager:***

Robert Heck

**■ OBSTACLES TO THE RECOVERY AND RETURN OF PARENTALLY ABDUCTED CHILDREN**

Following on the major project report, Obstacles to the Recovery and Return of Parentally Abducted Children, the grantee will develop training and technical assistance materials to be used in implementing the recommendations. Project products will address Federal and State laws regarding parental abductions, propose model State statutes, and ways to expand access to affordable legal assistance for custodial parents seeking the return of a missing child. The products will assist various audiences, including: family court judges, attorneys, social service providers, State missing children clearinghouse personnel, law enforcement investigators, and parents. Cooperative arrangements for dissemination of the materials will be devised.

***Grantee:***

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street, NW., Suite 200-S  
Washington, DC 20036

***Program Manager:***

Lois Brown

**■ ON-LINE MISSING & UNIDENTIFIED PERSONS SYSTEM (MUPS) USERS TRAINING**

OJJDP will assist the California Bureau of Criminal Identification and Information to implement this training program. The project will research, produce, and disseminate a law enforcement manual describing Federal and State laws pertaining to missing children, and will conduct training sessions in various communities throughout California.

***Grantee:***

California Department of Justice  
P.O. Box 944256  
Sacramento, CA 94244

***Program Manager:***

Darlene Brown

■ **OUTREACH PROGRAM**

OJJDP will assist the Missing and Exploited Children Clearinghouse run by the State of New York's Division of Criminal Justice Services to implement this training program. The project will research, produce, and disseminate a law enforcement manual describing Federal and State laws pertaining to missing children, and will conduct training sessions in various communities throughout New York.

**Grantee:**

New York Division of Criminal Justice Services  
Executive Park Tower  
Albany, NY 12203

**Program Manager:**

Darlene Brown

■ **OVERCOMING CONFIDENTIALITY BARRIERS TO FIND MISSING CHILDREN**

Law enforcement officials attempting to locate missing children face a number of barriers concerning the confidentiality of records. School and hospital records as well as information held by other public and private agencies are often difficult to obtain. This project identifies the confidentiality barriers and makes recommendations on how these can be overcome.

Project researchers reviewed Federal and State confidentiality laws and court rules, identified court decisions and agency policies and practices, studied codes of professional ethics that affect the release of records and other information, and prepare a law enforcement guide for use of agency records in investigations. During Fiscal Year 1993, a symposium of leading professionals was held to allow for review of the research findings and discussion of options.

**Grantee:**

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street NW., Suite 200-S  
Washington, DC 20036

**Program Manager:**

Pamela Cammarata

■ **PLANNING OF SECOND NATIONAL INCIDENCE STUDY OF MISSING, ABDUCTED, RUNAWAY, AND THROWAWAY CHILDREN (NISMART II)**

This grant assists OJJDP in its planning for periodic national studies of the incidence of missing and abducted children, as mandated by the JJDP Act. Three major goals of the grant are (1) to build upon and improve NISMART I; (2) 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) and to provide plans for NISMART II and long-term recommendations for future studies.

The project has conducted a detailed assessment and critique of NISMART I; a survey of key professionals 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.

**Grantee:**

James Collins  
Research Triangle Institute  
3040 Cornwallis Road  
P.O. Box 12194  
Durham, NC 27709-2194

**Program Manager:**

Pamela Cammarata

■ **PREVENTION OF PARENT OR FAMILY ABDUCTION OF CHILDREN THROUGH EARLY IDENTIFICATION OF RISK FACTORS**

OJJDP is concerned to implement new strategies that show promise for preventing children from becoming missing. This project identifies risk-factors likely to result in the parental abduction of a child and recommends promising preventive interventions. A training curriculum for use with parents will be developed and tested. Technical assistance materials developed by the project will be disseminated to judges, attorneys, social services, and law enforcement professionals.

*Grantee:*

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street, NW, Suite 200-S  
Washington, DC 20036

*Program Manager:*

Eric Peterson

■ **PROGRAM TO INCREASE UNDERSTANDING OF CHILD SEXUAL EXPLOITATION**

This study develops research on juvenile victims of sexual exploitation, including those exploited by prostitution and pornography. The project seeks to better understand which children are most vulnerable to sexual exploitation, the process by which they become involved in prostitution and pornography, the prior contacts with social service and justice agencies, how the system now responds to their victimization, and how the problem might be more effectively addressed.

The project will survey 300 youth-serving professionals to examine obstacles and impediments to investigation, prosecution, and service delivery. The grantee will produce a compendium of Federal and State laws and pertinent

case laws used in the prosecution and punishment of those who sexually exploit children.

Other efforts include 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 cases that involve sexual exploitation with cases that do not.

*Grantee:*

Education Development Center, Inc.  
55 Chapel Street  
Newton, MA 02160

*Program Manager:*

Jeffrey Slowikowski

■ **PROVIDE AUTOMATED LEGAL RESEARCH SERVICES FOR FISCAL YEAR 1993 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.

*Grantee:*

U.S. Department of Justice  
Washington, DC 20530

*Program Manager:*

Robert Heck

■ **REMEMBER, THEY'RE CHILDREN: USING VIDEO TO TRAIN LAW ENFORCEMENT PERSONNEL**

A comprehensive video training curriculum will be developed and disseminated under a Fiscal Year 1993 grant to the University of Southern Maine. The series will be developed to help law enforcement investigators minimize any negative impact their efforts might have on maltreated children. Small departments across the Nation are expected to benefit from the video series.

*Grantee:*

University of Southern Maine  
246 Derring Ave.  
Portland, ME 04102

*Program Manager:*

Frank Porpotage

■ **SERIAL CHILD ABDUCTORS WHO HAVE MURDERED AND KIDNAPPERS OF NEWBORNS**

This project produced 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.

*Grantee:*

FBI Academy  
Quantico, VA 22135

*Program Manager:*

Robert Heck

■ **STATE CLEARINGHOUSE TECHNICAL ASSISTANCE**

This project provides training and technical assistance to State missing and exploited children clearinghouses. 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. In Fiscal Year 1993, NCMEC exchanged 500 technical assistance calls with State clearinghouses regarding missing children issues. Also, copies of over 200 posters of missing children were distributed to the State clearinghouses, and 20 State clearinghouses were trained and provided with hardware and software that will allow them to share information from the NCMEC data base.

*Grantee:*

National Center for Missing and Exploited Children  
2101 Wilson Boulevard, Suite 550  
Arlington, VA 22201

*Program Manager:*

Robert Heck

■ **STRANGER ABDUCTIONS OF CHILDREN: ANALYSIS OF A NATIONAL SURVEY**

This study will conduct analysis of data from the National Youth Victimization Prevention Study in order to better understand stranger abductions and how they can be prevented. Among other issues, this project will research what makes children vulnerable to abductions, estimate annual occurrences of abduction attempts, and examine the psychological impact of abduction attempts and incidents. Results of this study will inform development of future NISMART projects.

**Grantee:**

University of New Hampshire  
Office of Sponsored Research  
Service Building, Room 111  
51 College Road  
Durham, NH 03824

**Program Manager:**

Marilyn Landon

■ **SYMPORIUM ON INTERNATIONAL CHILD ABDUCTION**

In conjunction with other Federal agencies and NCMEC, OJJDP supported the Symposium on International Child Abduction held in Washington, DC, on September 30 through October 1, 1993. Attending the symposium were over 400 lawyers, judges, prosecutors, law enforcement personnel, and State missing children clearing-house staff. The symposium was designed to educate those involved in missing children cases on all information useful in aiding the return of an internationally abducted child. A report of the proceedings will be disseminated.

**Grantee:**

American Bar Association  
Center on Children and the Law  
Fund for Justice and Education  
1800 M Street, NW., Suite 200-S  
Washington, DC 20036

**Program Manager:**

Douglas Dodge

■ **TESTING INCIDENT-BASED REPORTING SYSTEMS FOR STUDYING CHILD ABDUCTIONS**

This project is studying the feasibility of using data from the FBI's National Incidence Based Reporting System (NIBRS) to study and estimate the incidence of nonfamily child abductions. Data on attempted abductions, completed abductions, and related child victimizations will be examined. If the data proves useful for esti-

mating purposes, a plan and methodology will be developed for routine use of NIBRS.

**Grantee:**

Research Triangle Institute  
3040 Cornwallis Road  
P.O. Box 12194  
Durham, Park, NC 27709-2194

**Program Manager:**

Joseph Moone

■ **TO DEVELOP AND EXPAND THE CHILD FIND MEDIATION PROGRAM**

This project supports the expansion of the Child Find Mediation Program, an abduction-prevention program aimed at parents who are contemplating abducting their own children. The program expansion will include (1) marketing existing television and radio public service announcements using the support of the Ad Council and an ad agency; (2) increase the level of referrals with a new print ad targeted to three new audiences: CEO's and human resource managers, social service and church managers, and health care professionals; (3) train and retrain Child Find 800-line phone screeners; (4) train the Child Find Mediation coordinator in the basics of professional mediation through an accredited program sponsored by the Academy of Family Mediators; and (5) sponsor a three-day workshop for eight core mediators and two Child Find staff to create outlines of successful and unsuccessful dispute resolution processes and develop written materials to train mediators.

**Grantee:**

Child Find of America, Inc.  
7 Innis Avenue, Box 277  
New Paltz, NY 12561

**Program Manager:**

Robert Lewis

## **76 ■ Chapter 6**

### **■ TRAINING AND TECHNICAL ASSISTANCE FOR NONPROFIT MISSING AND EXPLOITED CHILDREN'S ORGANIZATIONS**

A number of nonprofit organizations nationwide provide assistance in the recovery of missing and exploited children, the prevention of child abductions, and services to victims and their families. To increase the capacity of these organizations, the grantee provides four regional workshops for directors and staff, and develops training curriculums and other materials.

***Grantee:***

National Victim Center  
2111 Wilson Blvd., Suite 300  
Arlington, VA 22201

***Program Manager:***

Robert Lewis

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# **CHAPTER 7**

## **INFORMATION DISSEMINATION**

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OJJDP's Information Dissemination and Planning Unit serves as a clearinghouse and information center for the preparation, publication, and dissemination of information regarding juvenile delinquency, including State and local juvenile delinquency prevention and treatment programs and other pertinent data and information. The unit coordinates program planning efforts to ensure that OJJDP activities and policies are consistent and coordinated.

OJJDP initiated several new initiatives in Fiscal Year 1993 intended to increase recognition and usage of agency-sponsored program information among juvenile justice and youth-serving professionals. First, OJJDP introduced a new publication, *Juvenile Justice*. This journal advances OJJDP's mandate to disseminate information regarding juvenile delinquency prevention programs. Each issue highlights OJJDP program priorities, summarizes agency-sponsored research and statistics initiatives, and announces the availability of publications, products and services. *Juvenile Justice* is distributed biannually to 15,000 juvenile justice professionals, policymakers, and other concerned citizens.

To further educate the juvenile justice community about agency initiatives, the OJJDP Summary Series was created. This series of publications presents findings from OJJDP-funded research, program, training, and statistics

projects in a concise, yet comprehensive, format and is intended for use by professionals responsible for enhancing juvenile justice policies and practices.

In Fiscal Year 1993, OJJDP established a new series of Fact Sheets that provide brief overviews of OJJDP initiatives in a timely fashion. Fact sheets produced during the fiscal year include:

- Children in Custody 1991: Public Facilities
- Children in Custody 1991: Private Facilities
- Conditions of Confinement in Juvenile Detention and Correctional Facilities
- Serious, Violent, and Chronic Juvenile Offenders: A Comprehensive Strategy
- Juvenile Victimization and Violent Offending

A partial listing of OJJDP publications produced in Fiscal Year 1993 follows.

- *Helping Victims and Witnesses in the Juvenile Justice System: A Program Handbook* offers guidance in establishing and operating victim/witness assistance programs in the juvenile justice system, describes model programs, and lists resources for additional information.

- Juvenile Court's Response to Violent Offenders: 1985-1989 analyzes violent offense referrals to juvenile courts by type of offense, disposition, and offender characteristics including gender, race, and age, from cases in 10 States for the years 1985 through 1989.
- A Model Programs Bulletin, The Gould-Wysinger Awards: Mark of Achievement recognizes 18 local programs for their exceptional achievement in advancing juvenile justice practice.
- Juvenile Court Statistics, 1989 analyzes juvenile court case records to form national estimates of juvenile court activity during 1989.
- The OJJDP Annual Report, 1992 describes various programs and initiatives funded by OJJDP and provides the most recent data regarding State compliance with the mandates of the JJDP Act.
- Minorities and the Juvenile Justice System (Full Report) discusses the role that minority status plays in case processing, examines trends in minority youth crime, reviews research literature, and analyzes data from two States to determine the extent of disparate treatment.

A full listing of OJJDP publications is available from the Juvenile Justice Clearinghouse (800-638-8736).

■ **JUVENILE JUSTICE CLEARINGHOUSE/NCJRS**

To assist the agency in fulfilling its mission to disseminate information on juvenile justice and delinquency prevention, OJJDP established the Juvenile Justice Clearinghouse (JJC) 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. It provides reference and referral services; maintains a toll-free 800 number staffed by juvenile justice information specialists; distributes OJJDP publications; and operates an electronic bulletin board of news and announcements from OJJDP.

In Fiscal Year 1993, JJC responded to over 8,800 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 50 OJJDP publications, brochures, program plans, JJC products, and resource materials; and distributed over 242,000 OJJDP publications.

***Contractor:***

Aspen Systems Corporation  
1600 Research Boulevard  
Rockville, MD 20850

***Program Manager:***

Catherine Doyle

**■ TECHNICAL ASSISTANCE AND SUPPORT TO OJJDP**

To assist OJJDP in complying with the annual reporting requirements of the JJDP Act, this project provides technical assistance and support to OJJDP in the information collection, writing, editing, and production of the OJJDP Annual Report and the OJJDP Missing Children Annual Report. The contractor produces the OJJDP Source Book, a listing of all OJJDP active grants.

During Fiscal Year 1993, the contractor operated the National Youth Gang Information Center (NYGIC). The NYGIC effort gave assistance to communities and justice system professionals nationwide by providing practical information to guide development of effective responses to community gang problems. During Fiscal Year 1993, NYGIC responded to 1,982 information requests; added 1,800 users to its data base of gang-related professionals; developed a product list of 148 documents available in hard copy and made 94 percent of the documents available on disk; disseminated 2,763 documents and 2,992 disks; built a collection totaling over 1,000 gang-related documents; disseminated materials at 6 conferences and provided conference support to 10 additional conferences; published two issues of *Gang Update*; and provided editorial support for the OJJDP publication, *Crime by Youth Gangs and Groups in the United States*, and numerous other documents.

***Contractor:***

Digital Systems Research, Inc.  
4301 North Fairfax Drive, Suite 725  
Arlington, VA 22203

***Program Manager:***

Catherine Doyle

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# **CHAPTER 8**

## **EXEMPLARY DELINQUENCY PREVENTION PROGRAMS**

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### **1993 Gould-Wysinger Awards**

The JJDP 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. In 1992, the Gould-Wysinger awards were inaugurated to honor James Gould and Deborah Wysinger, two OJJDP professionals who dedicated their lives to helping young people. This program recognizes exceptional achievements in advancing juvenile justice at the local level and enhances recognition of exemplary programs. In its inaugural year 18 winners were selected and described to fulfill this requirement.

For Fiscal Year 1993, each State and territory was invited to designate one program, funded in whole or in part with OJJDP funds, as its Gould-Wysinger award winner. The 1993 Gould-Wysinger awards represent national recognition of local achievement in improving the juvenile justice system and helping our Nation's youth. The 20 award winners continue to reflect a tradition of excellence.

### **■ ANGER MANAGEMENT PROGRAM**

Located in Bismarck, the Anger Management Program works with youth and their parents to help them control outbursts of angry, aggressive behavior. The 10-week training program reduces the frequency of aggressive or violent incidents by developing awareness of anger patterns of teaching new skills for handling anger-provoking situations. The curriculum includes separate groups for parents, junior and high school students, and fifth and sixth graders.

The program completed its first year of operation in 1991 and has served more than 150 adolescents and 160 parents. Young people enrolled in the program have reduced their involvement in aggressive and violent incidents. The program draws on the resources of virtually every youth-serving agency, public and private, that maintains a local staff. The State training school and a private residential facility have requested training in anger management so that they can incorporate a similar component in their programs.

#### ***Grantee***

Bismarck Police Youth Bureau  
700 South Ninth Street  
Bismarck, ND 58501

**■ BRIGHT FUTURE PROJECT**

This juvenile delinquency prevention project provides academic and social support to African-American youth age 5 to 15. Bright Future provides study resources to help youth complete their homework assignments. Reading and comprehension testing and prescribed tutoring are available for a limited number of youth. Decisionmaking rap sessions, discussions, and practice sessions are provided. Supervised opportunities allow youth to contribute to their community by participating in neighborhood improvement projects.

The program serves some 30 children per day during the school year. About 330 young people have taken advantage of the afterschool tutoring and resource center, and 22 young people have participated in the special testing and remediating program. Teachers note that the quantity and quality of schoolwork of participants have improved.

The program has gained the respect of the community, and the Neighborhood Association has become the center of community life largely as a result of this project.

***Grantee***

Memphis Area Neighborhood Watch  
37 West Fairway  
Memphis, TN 38109

**■ EARN-IT PROJECT**

Earn-It is a victim restitution program that serves as a sentencing alternative for juvenile court and the Juvenile Conference Committee. Juvenile offenders are referred to the program for monetary and community service work placements. Earn-It arranges the work placement in an area business, nonprofit agency, or municipality by matching the offender's strengths with the needs of the worksite and monitors the youth's performance.

Since 1988 Earn-It has worked with more than 400 juvenile offenders in 17 towns within the jurisdiction of the Keene District Court. Over 80 percent of the offenders have completed their court-ordered community service obligations and restitution to their victims. Participants have performed hundreds of hours of community service work and have given thousands of dollars to victims. The recidivism rate for youths completing the program is below 30 percent.

***Grantee***

Juvenile Conference Committee  
3 Washington Street  
Keene, NH 03481

**■ FREMONT COUNTY YOUTH SERVICES**

BEGUN IN 1983, THIS PROGRAM RECEIVED ITS first OJJDP funding in 1988. Its goals are to improve the efficiency and the effective use of the juvenile justice system and existing services in Fremont County, to develop programs to serve county youth, to assist the county in developing policies for secure detention of juveniles as well as for alternatives to detention in the county jail, and to reduce the liability of the board of commissioners and the sheriff regarding detention of juveniles prior to a court hearing. The program provides report/intake for law enforcement and the county attorney, a deferred prosecution program, a youth council coordinator, a work alternatives program, a sentencing alternatives program, presentence investigation for county courts, formal probation supervision, limited predispositional reports for juvenile court, home detention program supervision, 24-hour intake at county jails, youth advocacy, a cooperative agreement to provide staff-secure shelter care, and a jail removal transportation subsidy program.

Serving hundreds of children a year in a county of more than 9,000 square miles, the program has enabled the county to address the mandates of the Juvenile Justice and Delinquency Prevention Act.

### **Grantee**

Fremont County Youth Services  
Fremont County Court House  
Lander, WY 82520

### ■ GRAFFITI STREET

Graffiti Street is a teen talk show designed to prevent juvenile delinquency by improving communication and developing understanding between youth and adults. The format uses a teen panel, guest speakers, and guest performers. Participants represent a cross-section of the population. Popular with youth and adults, the show has received a national public broadcasting award.

### **Grantee**

WTJX-TV, Channel 12  
Barbel Plaza South  
St. Thomas, VI 00801

### ■ GRIFFIN ALTERNATIVE LEARNING ACADEMY

Griffin Alternative Learning Academy (GALA) diverts students from failing in school, being suspended, needing court intervention, or dropping out of school. The program focuses on disruptive, unsuccessful, disinterested, and otherwise problematic students at Griffin Middle School in Leon County. The objective is to mainstream or promote 75 percent of the at-risk students back into regular classes by providing individualized academic assistance and business mentoring.

Started in 1989, during the 1991-92 school year GALA exceeded its expected 30-percent level of participation by minority youth and economically disadvantaged juveniles. A project eval-

uation confirmed overall improvement in participants' grade-point averages, a decrease in the number of absences and suspensions, and a reduction in delinquency referrals. All participants were promoted to the next grade. Because of the success of the program, the Governor's JJDP Advisory Committee funded replications of the project in two other schools during the 1992-93 school year.

### **Grantee**

Leon County Schools  
2757 West Pensacola Street  
Tallahassee, FL 32304-2998

### ■ HOLLANDALE TEMPORARY HOLDING FACILITY

The Hollandale Temporary Holding Facility was established to provide a separate facility that meets all Federal and State standards for juveniles awaiting further action by a youth authority. Facility staff are on call 24 hours a day. Emergency care and crisis intervention include youth court counselors' services and referrals to a local community health service. The facility provides supervised educational and recreational activities while youth are awaiting disposition or placement.

Between September 1991 and August 1992, the facility held 156 juveniles who would otherwise have been placed in an adult jail or lockup — decreasing by 90 percent the number of juveniles held in adult jails and lockups in the six counties served.

### **Grantee**

City of Hollandale  
Hollandale Temporary Holding Facility  
P.O. Box 395  
Hollandale, MS 39748

### ■ HOME FOR THE PREVENTION OF JUVENILE DELINQUENCY

This program provides shelter and other support services to 28 girls, the majority of whom have been removed from their homes because of sexual abuse or abandonment. Most of the girls, who range in age from 4 to 18, have parents who are physically or mentally unable to care for them adequately. The program provides crisis intervention, counseling, tutoring, educational placement, community services, and recreational and social activities.

In the past year the program has acquired its own building, and the staff now includes a psychologist, a social worker, and four instructors.

#### *Grantee*

Santa Ana Institute for Juvenile Development  
P.O. Box 554  
Adjuntas, PR 00601

### ■ JUVENILE DETENTION CENTER, WESTERN NEBRASKA JUVENILE SERVICES

The Juvenile Detention Center was established to provide programming, intervention, and rehabilitation services for juveniles. A 20-bed facility serving Scotts Bluff County and the surrounding area, it is the only secure juvenile detention center in western Nebraska.

The Center has a transitional living program designed to provide juveniles with the knowledge, skill, and experience to live independently. A family preservation component encourages the family to cooperate in the reconciliation of the offender to the family unit. A substance abuse program provides intervention and treatment. An educational program offers four types of programs: class continuation, credit work, GED programs, and college. The Center offers a 4-H program, a craft program, and instruction in creative writing. Opportunities to attend church services are available.

As a result of the Center's programs, recidivism has been reduced by 50 percent. Acceptance of the Center has grown as other communities and counties increase their use of the facility.

#### *Grantee*

Juvenile Detention Center  
830 Kimball Avenue  
P.O. Box 206  
Gering, NE 69341

### ■ JUVENILE INTERVENTION PROJECT

The goals of the Juvenile Intervention Project are jail removal and deinstitutionalization of status offenders. A training program for sheriff's officers explains screening criteria and procedures. Officers who perform intake screening are trained to provide status offenders with appropriate services. The program contracts with a host home to ensure a bed is available for status offenders. Crisis intervention, temporary holding or attendant care, and volunteer tracking and mentoring are provided.

The program resulted in an immediate decrease in juvenile arrests and detention, and new patrol officers now participate in a special 4-hour field training program.

#### *Grantee*

Eagle County Sheriff's Department  
P.O. Box 359  
Eagle, CO 81631

### ■ JUVENILE WORK RESTITUTION

Located in Tuscaloosa, Alabama, this program instills a sense of personal accountability, improves behavior, and reduces recidivism. Jobs are created in the public and private sectors, and juvenile offenders are matched to an appropriate job. Offenders work to reimburse victims and provide community service.

In operation since 1987, the program has helped reduce minority overrepresentation in the State school and develop greater confidence in the juvenile justice system. Recidivism has been reduced by 10 percent.

**Grantee**

Tuscaloosa County Commission  
Director of Court Services  
6001 12th Avenue East  
Tuscaloosa, AL 35404

**■ KANSAS CHILDREN'S SERVICE LEAGUE,  
JUVENILE ASSESSMENT AND INTAKE SERVICE**

The Juvenile Assessment and Intake Service (JAIS), which serves Topeka and Shawnee Counties, protects children from unnecessary out-of-home placement and involvement with Social and Rehabilitation Services (SRS) and the juvenile court. The program advises SRS and the juvenile court about children who need special guidance, structure, or protection; reduces the number of children classified as Children-in-Need-of-Care who may be placed unnecessarily in locked detention; and assists law enforcement officers with decisions involving the placement of children.

Law enforcement officers, who provide all referrals to JAIS, increasingly use the service, and the number of contacts for information or referral has grown consistently. The rate of unnecessary placement of Children-in-Need-of-Services in locked detention has significantly decreased. In 1992 JAIS diverted 58 percent of youth for whom a diversion option was available from out-of-home placement.

**Grantee**

Mike Patrick  
2600 SE 23rd Street  
Topeka, KS 66611

**■ McALESTER ALTERNATIVE SCHOOL PROJECT**

The McAlester Alternative School Project was developed to provide education services to at-risk students in the McAlester Public School District. The school allows students to learn at their own pace in a more relaxed setting. It provides onsite child care for teen parents and teaches fundamentals of child care. Class sizes are small, and a counselor is available throughout the day to provide personal, crisis, and career counseling. Attendance is voluntary.

In 3 years the program has served 174 students; 58 have graduated from high school, and 27 have entered vocational-technical training programs. Twenty-one students have been able to continue their education because of the onsite child care, and 9 parent/students have graduated. Increases in staff size have allowed the school to serve even more students, and initial enrollment has grown from 40 to 75. The school has helped meet the needs of a community experiencing serious socioeconomic problems.

**Grantee**

McAlester Public Schools  
P.O. Box 1027  
McAlester, OK 74502-1027

**■ PARTNERSHIP FOR LEARNING, INC.**

Partnership for Learning (PFL) was established in 1991 to screen first-time juvenile offenders appearing before juvenile court in Baltimore City and to identify and assist offenders diagnosed as learning disabled. After first-time offenders have been identified, tested and interviewed, the requirements for participating in PFL are presented. Once an agreement has been executed, the child's case is postponed, and the child is matched with a tutor trained in a special reading and spelling program. Of the children matched with tutors, over 80 percent have successfully completed or are actively involved in the program and have not reoffended.

PFL is a joint project of the Office of the State's Attorney for Baltimore City, the Office of the Public Defender, the Department of Juvenile Services, the Maryland State Department of Education, the Baltimore City Department of Education, and the Maryland Associates for Dyslexic Adults and Youth. It has gained national and international attention as a cost-effective program that reduces the rate of recidivism among youthful offenders.

#### *Grantee*

Baltimore City State's Attorney's Office  
206 Clarence M. Mitchell, Jr., Courthouse  
110 North Calvert Street  
Baltimore, MD 21202

#### ■ PROJECT HELP

Project HELP (Helping Equip Little People) is an early intervention program that concentrates on delinquency prevention. The goals of the program are to promote wholesome values and moral living, impart work-readiness skills, develop social and cultural skills, give youth an opportunity to interact with positive adult role models, and involve parents in all phases of the program.

The program serves 20 youth age 6 to 10 who have exhibited behaviors that make them at-risk of entering the juvenile justice system. Volunteers, who are matched with an appropriate youth, work with program staff, parents, and youth to develop individual programs and create opportunities for leadership development.

To date, every parent of a child in the program has become involved, and three-quarters of the children have participated in the social and cultural enrichment programs. Everyone has participated in community service activities either through the schools, local civic groups, or the housing authority. Not one participant has become involved with the juvenile justice system.

#### *Grantee*

Wayne County Youth Outreach  
P.O. Box 1051  
Goldsboro, NC 27530

#### ■ PROSOCIAL GANG

This unique intervention program implements Aggression Replacement Training (ART) with gang members who are involved in delinquent behavior. The program is conducted at two Brooklyn sites — the Brownsville Community Neighborhood Action Center and Youth DARES. ART improves prosocial skills, moral reasoning, and anger control by channeling aggressive behavior into a positive force so gang members become a constructive influence in the community.

Four evaluations found that the ART program significantly improves the quality of the youths' interpersonal skills; enhances their ability to reduce and control anger; decreases the level of egocentrism and increases concern for the needs of others; substantially decreases anti-social behaviors; substantially increases prosocial behaviors; improves community functioning, especially with peers; and decreases criminal recidivism.

#### *Grantee*

New York State Division of Criminal Justice Services  
Executive Park Tower  
Stuyvesant Plaza  
Albany, NY 12203

#### ■ REGIONAL JUVENILE JUSTICE PROGRAM DEVELOPMENT

The Regional Juvenile Justice Program Development (RPD) program is an interagency approach to developing strategies for preventing and reducing juvenile delinquency in Snohomish

County. The major goal of the program is to implement the Juvenile Justice and Delinquency Prevention Act. Efforts continue to maintain local committee membership consistent with Section 223(a) A through E; encourage and assist compliance with Sections 223 (a) 12, 13, and 14; and monitor the local detention facility. Project staff develop and recommend procedures for coordination of local juvenile justice activities and work to ensure that duplication and conflict between agencies are minimized, service gaps are identified, and systemwide problems are addressed. The program serves as a resource for the State Advisory Group (SAG) in identifying technical assistance and training needs, providing information and assistance to local agencies to help them develop proposals responsive to SAG priorities, and reviewing and prioritizing proposals for SAG funding.

Other program activities include collecting data for a needs assessment to identify local juvenile justice needs. In addition, RPD was involved in developing a proposal to address the Target Site Program Area. One component, Neutral Zone, a collaborative effort to provide recreational services for high-risk youth, many of whom are involved in gangs, has been implemented.

### ***Grantee***

Northwest Youth Services  
P.O. Box 2717  
Everett, WA 98203

portive that participants come even when activities have not been scheduled. Since its inception in 1991, the project has built a community of trust among participants and their mentors. As a result, participants' family lives and academic performance have significantly improved.

### ***Grantee***

Jane Boyd Harambee House  
943 14th Avenue SE.  
Cedar Rapids, IA 52401

### **■ SEX OFFENDER ASSESSMENT**

The Sex Offender Assessment research project, which involves 76 youths and 45 parents, was created to improve the assessment and treatment of juvenile sex offenders and enhance understanding of the victimization process. The project evaluates how offenders attempt to gain a victim's trust; what types of nonsexual behaviors are engaged in prior to the abuse; and how enticements, bribes, threats, and coercion are used to obtain cooperation in sexual activity. The last part of the project is to disseminate the study findings to practitioners during a daylong, Statewide workshop.

Prior to the project, little research was available to guide the assessment and treatment of adolescent offenders. The results will provide professionals with critically needed information and will improve caretakers' ability to treat offenders and victims.

### ***Grantee***

Children's Hospital Research Foundation  
700 Children's Drive  
Columbus, OH 43205

### **■ RITES OF PASSAGE**

Rites of Passage was developed to address minority overrepresentation by reducing the delinquency rate among middle school African-American males from high-risk situations. The project involves tutoring, mentoring, crisis intervention, individual and family counseling, and recreational activities. Development of participants' self-esteem and personal responsibility are emphasized. The project is so safe and sup-

■ **STUDY OF SERIOUS JUVENILE OFFENDERS**

This comprehensive study of serious juvenile offenders defines the population of juveniles who have been convicted in circuit court by offense and service history, compares transferred and convicted juveniles to those retained in the juvenile justice system and committed to learning centers, identifies jurisdictional variation in the transfer option, evaluates which factors influence the decisionmaking process for transfer-eligible juveniles, and develops recommendations for policymakers. Study findings are available in a detailed report.

The project makes a substantial contribution toward developing an informational base from which legislators can draw in deciding juvenile justice issues. There is a commitment to continue this important research.

***Grantee***

Department of Criminal Justice Services  
805 East Broad Street, 10th Floor  
Richmond, VA 23219

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# **CHAPTER 9**

## **JUVENILES TAKEN INTO CUSTODY**

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The 1988 amendments to the JJDP Act established an annual requirement for the Administrator of OJJDP to submit to Congress a detailed summary and analysis of the most recent juvenile custody data regarding: the number and characteristics of juveniles taken into custody; the rates at which they are taken into custody; and the number of juveniles who died in custody and circumstances of their deaths. The legislation further required that this analysis of juvenile custody data be presented sepa-

rately for delinquent offenders, status offenders, and juvenile non-offenders and disaggregated by specific types of facilities (e.g., secure detention and correctional facilities, jails, lock-ups) and by selected youth characteristics (e.g., offense, race, sex, and age). The Juveniles Taken Into Custody: Fiscal Year 1993 Report (forthcoming), presents the results of this analysis. As required, a portion of the full report is included as a part of this annual report.

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## **RESPONDING TO THE CONGRESSIONAL MANDATE**

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In 1989, OJJDP recognized that fulfilling this mandate would be a significant challenge given that available data were insufficient to respond to the congressional mandate. In order to respond fully to the requirements of the Act and to upgrade knowledge of the Nation's most troubled and troublesome young people, OJJDP funded the Research Program on Juveniles Taken Into Custody (JTIC). The National Council on Crime and Delinquency (NCCD) was awarded a grant to work cooperatively with

OJJDP and the Bureau of the Census in developing a new data-collection system that would meet not only the congressional reporting requirements, but also the needs of State and local administrators and policymakers. A primary objective was to improve the comprehensiveness, precision, and policy relevance of data that are collected nationally. In achieving this objective, the need to develop better ways to use existing data available from State and local correctional agencies was recognized.

As the fifth in a series of required reports, the JTIC report for Fiscal Year 1993 provides a detailed summary and analysis of the most recent national data on juveniles taken into custody available from federally sponsored censuses. Designed to inform the Nation about youth in custody, this report presents the most current statistics on the number of juvenile admissions to and the number of juveniles in custody in public and private juvenile facilities, adult

jails, State correctional facilities, and police lockups. The report illustrates the limitations of existing data for meeting the Congressional requirements and demonstrates the need for improved data. It then presents a new national collection system designed to gather most of the statutorily required information on juveniles taken into custody, and reports on the data gathered from 47 States for calendar year 1992.

## DEFINING A RESEARCH AGENDA

The statutory requirements suggest a number of questions related to the confined youth population. Basic questions that should be answered by additional data on juveniles taken into custody are:

- How many juveniles are annually taken into custody and for what reasons?
- What kinds of facilities and how many are used to confine juveniles?
- What are the characteristics of youths taken into custody? (These include: age, race, sex, prior involvement with the juvenile justice system, education level, and use of illegal drugs.)
- How long are juveniles held in custody? Are the average lengths of stay different for juveniles with more serious offenses or with a prior delinquent record?

While these questions are straightforward, none can be answered completely from existing data. There are several reasons for this lack of basic information on juveniles. First and foremost, the complexity and decentralization of the juvenile justice system make comprehensive data collection very difficult. Flowing from this decen-

tralization are differences in the definition of a "juvenile" used by current Federal data-collection efforts, many of which rely on varying State definitions. The many factors to be considered in constructing a definition of both the population and facilities within the scope of the statutory requirements present considerable challenges in the implementation of a system that is both responsive to Congress and meaningful to the field. Another factor is the large number of custodial facilities, both juvenile and adult, that may confine youths.

As indicated in Table 9-1, almost 12,000 facilities exist nationwide that may hold juveniles (nonoffenders, status offenders, and delinquent offenders) in custody, including secure juvenile detention and correctional facilities, State prisons, adult jails and lockups as well as other public and private juvenile custody facilities. It is estimated that these facilities together process more than 900,000 juvenile admissions annually. While most facilities record specific demographic, legal, and other information for administrative or operational purposes, no mechanism currently exists to collect and synthesize these data on a national level for research, policy, or program development purposes.

For the most part, existing Federal censuses and surveys, including OJJDP's Children in Custody series, the Bureau of Justice Statistics' (BJS) Censuses of Jails and Adult Prisons, and the Law Enforcement Management and Administrative Statistics (LEMAS) survey collect basic admission counts, which are the only measures available on the number of juveniles taken into custody over a given 12-month period. Details on characteristics of the juveniles in custody collected in these statistical series are usually limited to summary data for the resident population on the date of the census. With few exceptions, data are not available in a way that permits descriptions of the population by multiple characteristics. For example, reporting such statistics as the number of females by age, race, and offense is not possible. Thus, the existing data limit the ability to analyze and interpret the summary findings to meet the questions posed above.

Available national data consist of the number of juvenile admissions processed annually and 1-day counts. Because admission statistics involve a count of transactions, rather than individual juveniles, and may include both readmissions and transfers of juveniles from one facility to another, using admission statistics will result in an overestimation of the number of juveniles taken into custody in a year. Data used to address the statutory requirements regarding the detailed characteristics of juveniles taken into custody annually are limited to aggregate facility data collected on a single day. Because the facility, rather than the juvenile, is the unit of analysis, available data cannot produce estimates on many of the combined measures specified in the JJDP Act. For example, aggregate data for juveniles held on the census dates are reported for offense by gender, but not by age or race, as required by the Act.

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## **THE STATE JUVENILE CORRECTIONS SYSTEM REPORTING PROGRAM**

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In response to the lack of individual-based data on juveniles taken into custody required to meet the statutory reporting requirements, NCCD, in cooperation with the Bureau of the Census and OJJDP, developed the State Juvenile Corrections System Reporting Program (SJCSRP) in 1991. The original program used nine "test" States and has since grown to 47 States (29

States provide individual-level automated data and 18 provide survey-level data). Figure 9-1 presents the participants and their level of participation. The 1992 SJCSRP data includes juveniles entering State-operated, public facilities only, but will expand to include privately operated State facilities in future years.

**TABLE 9-1**

**THE MOST RECENT AVAILABLE DATA  
ON THE NUMBER OF JUVENILE ADMISSIONS  
AND 1-DAY COUNTS**

	# OF FACILITIES	%	# JUVENILE ANNUAL ADMISSIONS	%	# IN CUSTODY 1-DAY COUNTS	%
TOTAL	11,651	100	900,494 <sup>5</sup>	100	99,008 <sup>5</sup>	100
Public Facilities <sup>1</sup>	1,076	9.2	683,636	75.9	57,542	58.1
Private Facilities <sup>1</sup>	2,032	17.4	139,813	15.5	36,190	36.6
Adult Jails <sup>2</sup>	3,316	28.5	65,263	7.2	1,676	1.7
State and Federal Adult Correctional Facilities <sup>3</sup>	1,287	11	11,782	1.3	3,600	3.6
Police Lockups <sup>4</sup>	3,940	33.8	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.

Percentages are based only on the facilities reporting. They may not equal 100 due to rounding.

Sources:

- <sup>1</sup> 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 at the time of the census.
- <sup>2</sup> 1988 National Jail Census: Admissions for year ending 6/30/88 and number of facilities/1-day counts for the day 6/30/88. More recent data on the number of facilities and 1-day counts are available from the 1992 Annual Survey of Local Jails; but because the admissions data from that survey is unreliable, the National Jail Census is more useful even though it is less current.
- <sup>3</sup> 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.
- <sup>4</sup> Law Enforcement Management and Administrative Statistics Survey, 1990. An analysis provided by the Bureau of Justice Statistics indicates the number of State and local police agencies having responsibility for administering at least one lockup.
- <sup>5</sup> Totals do not include juveniles admitted to police lockups.

**FIGURE 9-1**

**State Juvenile Corrections System Reporting Program Component  
1992 Participants**

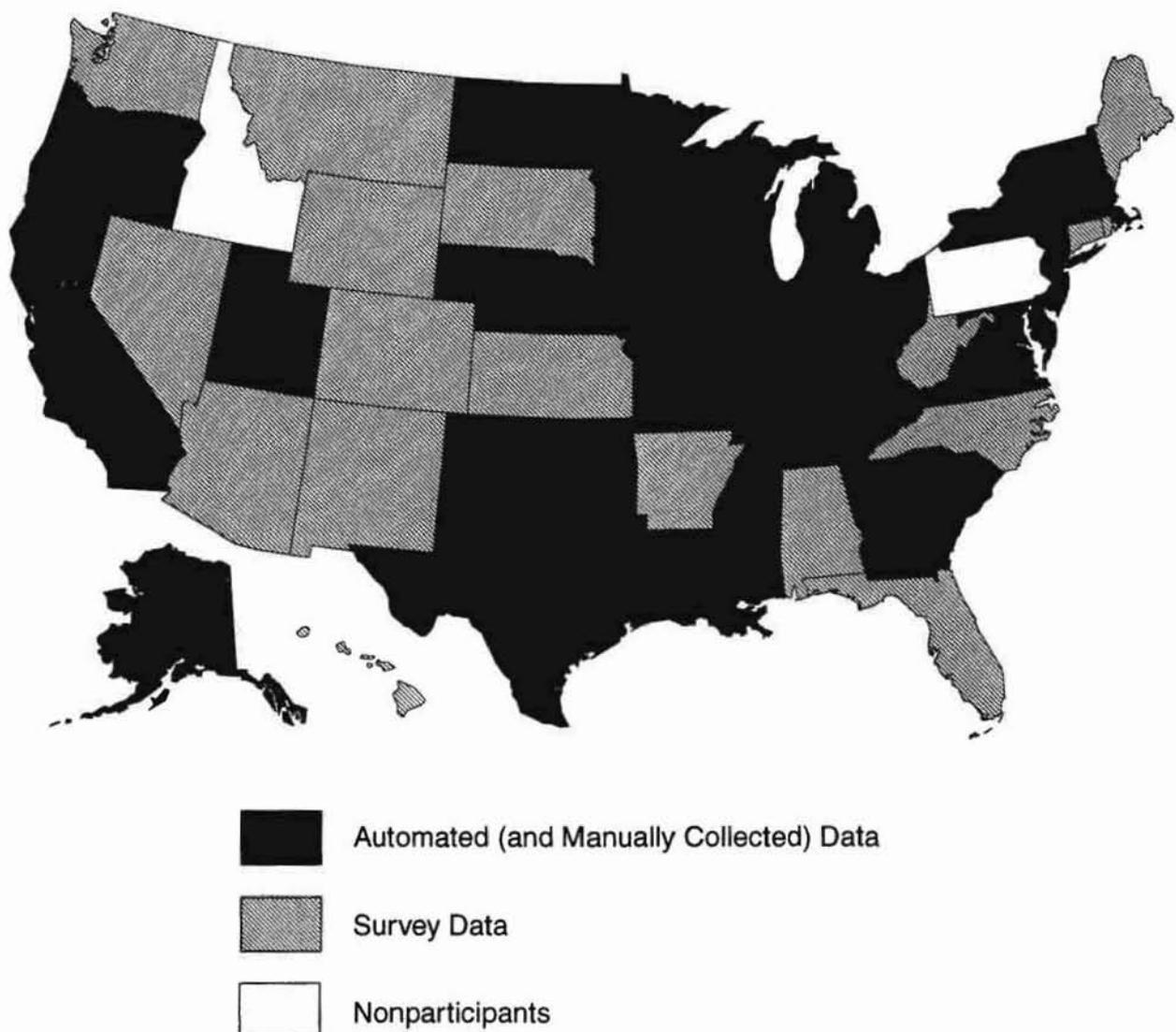


Table 9-2 presents a summary of the data on the characteristics of juveniles taken into custody for the 47 participating States. The total number of admissions in 1992 was 50,066 and the total number of releases was 47,929.

Ninety percent of admissions were male. White youths composed 46 percent of admissions, and Black youths 44 percent. Most youths admitted were a new commitment, and they were most often released to parole or some kind of aftercare. A property offense was the most serious offense for the large majority of youths (42 percent), followed by offenses against persons (26 percent).

For the States providing individual-level data (automated States), data were available in greater depth (Table 9-3). The most common ages at admission were 15-17 years old, and the most common release ages were 16 and above. Very little information was available on grade completed at admission and release; but for those States that reported on these variables, grades 7-9 were the most common.

Training schools were by far the most common admitting facility type, and youths were committed primarily by the juvenile court rather than

adult court. Sixty percent of the youths taken into custody had no prior admissions, while 18 percent had 1-2 priors. Finally, almost 60 percent of youths were never on escape.

Next the analysis examined more closely minority representation in the juvenile justice system by examining rates of commitment for different racial/ethnic groups controlling for sex, offense, age, and number of prior admissions. Overall, Blacks were taken into custody at a rate over five times that for White youth, and Hispanics at a rate one-and-one-half times that for White youth. These significant differences in rates of commitment persist even when controlling for offense and number of prior admissions. Rates of commitment across racial/ethnic groups are much more comparable when controlling for age.

Goals for the future include expansion of the SJCSRP to include more types of facilities, as well as more refined special analyses to account for the nuances present in each State's system. Eventually, the program will expand to address the local level as well, in hopes that a more complete picture of the juvenile justice system nationwide may be gained, as public State facilities cover only part of the whole.

**TABLE 9-2****CHARACTERISTICS OF JUVENILES TAKEN INTO STATE CUSTODY  
FOR ALL SJCSRP PARTICIPANTS, CY 1992**

CHARACTERISTICS	N	%
Total Admissions	50,066	100.0
Total Releases	47,929	100.0
Sex - Admissions		
Male	45,052	90.0
Female	5,014	10.0
Race - Admissions		
White	23,068	46.1
Black	21,869	43.7
Other	4,593	9.2
Unknown	536	1.0
Ethnicity - Admissions		
Hispanic Origin, Yes	7,041	14.1
Hispanic Origin, No	23,167	46.3
Unknown	19,858	39.7
Type of Admission		
New Commitment Under Probation Supervision	4,276	8.5
New Commitment Not Under Probation Supervision	3,314	6.6
New Commitment - Probation Status Unknown	20,258	40.5
Parole Violator	7,296	14.6
Returned from Non-State Supervision	533	1.1
Recommitment	3,098	6.2
Escapee Returned After Removal From Rolls	101	.2
Other	1,625	3.3
Unknown	9,555	19.1
Type of Release		
Parole/Aftercare	26,756	55.8
Discharge	5,707	11.9
Reach Adult Age	710	1.5
Certified as an Adult	145	.3
Death	7	.0
Other Unconditional	420	.9
Other Conditional	2,895	6.0
Other	1,980	4.1
Unknown	9,309	19.4
Most Serious Offense At Admission		
Person	13,228	26.4
Property	20,883	41.7
Drug	4,215	8.4
Public Order	6,068	12.1
Other Delinquency	353	.7
Status	969	1.9
Other Non-Delinquency	714	1.4
Unknown	3,636	7.3

Note: Percentages may not add up to 100 due to rounding and prior number of admissions.

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**TABLE 9-3****CHARACTERISTICS OF JUVENILES TAKEN INTO STATE CUSTODY  
FOR AUTOMATED SJCSRP PARTICIPANTS ONLY, CY 1992**

CHARACTERISTICS	N	%
Total Admissions	34,071	100.0
Total Releases	32,319	100.0
Sex - Admissions		
Male	30,967	90.9
Female	3,104	9.1
Race - Admissions		
White	15,832	46.5
Black	16,911	49.6
Other	1,233	3.6
Unknown	95	.3
Ethnicity - Admissions		
Hispanic Origin, Yes	4,540	13.3
Hispanic Origin, No	23,167	68.0
Unknown	6,364	18.7
Type of Admission		
New Commitment Under Probation Supervision	2,478	7.3
New Commitment Not Under Probation Supervision	2,337	6.9
New Commitment - Probation Status Unknown	16,557	48.6
Parole Violator	4,994	14.7
Returned from Non-State Supervision	533	1.6
Recommitment	1,986	5.8
Escapee Returned After Removal From Rolls	4	.0
Other	1,157	5.8
Unknown	4,025	11.8
Type of Release		
Parole/Aftercare	20,944	64.8
Discharge	3,511	10.9
Reach Adult Age	381	1.2
Certified as an Adult	145	.4
Death	5	.0
Other Unconditional	234	.7
Other Conditional	596	1.8
Other	203	.6
Unknown	6,300	19.5
Most Serious Offense At Admission		
Person	9,960	29.2
Property	14,447	42.4
Drug	3,284	9.6
Public Order	4,326	12.7
Other Delinquency	353	1.0
Status	822	2.4
Other Non-Delinquency	456	1.4
Unknown	423	1.2

Note: Percentages may not add up to 100 due to rounding.

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**TABLE 9-3 CONTINUED****CHARACTERISTICS OF JUVENILES TAKEN INTO STATE CUSTODY  
FOR AUTOMATED SJCSRP PARTICIPANTS ONLY, CY 1992**

CHARACTERISTICS	N	%
<b>Age at Admission<sup>1</sup></b>		
Median Age	16	--
Mean Age	16.3	--
Under 14	1,810	5.3
14	4,111	12.1
15	7,920	23.2
16	10,066	29.5
17	7,521	22.1
18 and older	2,635	7.7
Unknown	.0	
<b>Age at Release<sup>2</sup></b>		
Median Age	16	--
Mean Age	17	--
Under 14	933	2.9
14	2,430	7.5
15	5,362	16.6
16	8,235	25.5
17	8,334	25.8
18 and older	7,010	21.7
Unknown	.0	
<b>Grade Completed at Admission</b>		
Median Grade	8	--
Mean Grade	8.1	--
Grade 1-6	1,665	4.9
Grade 7-9	12,973	38.1
Grade 10-11	3,062	9.0
Grade 12 or GED	250	.7
Unknown	16,121	47.3
<b>Grade Completed at Release</b>		
Median Grade	7	--
Mean Grade	6.4	--
Grade 1-6	1,086	3.4
Grade 7-9	6,550	20.3
Grade 10-11	1,144	3.5
Grade 12 or GED	865	2.7
Unknown	22,674	70.2
<b>Admitting Facility Type</b>		
Reception/Diagnostic Center	4,120	12.1
Training School	26,611	78.1
Ranch, Camp, or Farm	1,931	5.7
Halfway House/Group Home	1,409	4.1

1 Eight cases were not included in this category due to missing data.

2 Fifteen cases were not included in this category due to missing data.

Note: Percentages may not add up to 100 due to rounding.

**TABLE 9-3 CONTINUED****CHARACTERISTICS OF JUVENILES TAKEN INTO STATE CUSTODY  
FOR AUTOMATED SJCSRP PARTICIPANTS ONLY, CY 1992**

CHARACTERISTICS	N	%
Releasing Facility Type		
Reception/Diagnostic Center	4,325	13.4
Training School	22,186	68.6
Ranch, Camp, or Farm	2,224	6.9
Halfway House/Group Home	2,021	6.3
Unknown	1,563	4.8
Admitting Court of Commitment		
Juvenile Court	29,761	87.3
Adult Court	1,090	3.2
Unknown	3,220	9.5
Releasing Court of Commitment		
Juvenile Court	28,660	88.7
Adult Court	931	2.9
Unknown	2,728	8.4
Number of Prior Admissions		
No Priors	20,569	60.4
1-2 Priors	6,046	17.7
3-4 Priors	707	2.1
5+ Priors	89	.3
Unknown/Number of Priors Unknown	6,660	19.5
Number of Days on Escape		
Median	2	--
Mean	84	--
Never on Escape	18,495	57.2
1-2 Weeks	1,029	3.2
3-4 Weeks	98	.3
1+ Months	461	1.4
Unknown	12,236	37.9

Note: Percentages may not add up to 100 due to rounding.

## INDEX OF PROJECTS

Access to National Law Enforcement Telecommunications System (NCIC) .....	63
Accountability-Based Community Intervention Program .....	31
Additional Analysis of National Incidence Studies of Missing, Abducted, Runaway, and Throwaway (NISMART) Children .....	63
Assessment of Conditions in Juvenile Detention and Corrections .....	21
Athlete/Student Achievement Pact .....	32
Automated Juvenile Probation Case Management System .....	22
Boot Camps for Juvenile Offenders .....	32
Bridge Home Services .....	33
Child Abuse Prosecution Training and Technical Assistance .....	47
Children At Risk: Strategic Intervention for High-Risk Youth .....	33
Children in Custody Census .....	22
Cities in Schools Evaluation .....	22
Cities in Schools: Partnership Plan, Phase V .....	34
CNBC National Anti-Drug Technical Assistance and Training .....	34
County-Wide Youth Gang Prevention Project .....	34
Court-Appointed Special Advocates for Abused and Neglected Children .....	48
Criminal Justice Response to Parental Abduction Cases .....	64
Delay in the Imposition of Sanctions .....	23
Development of a Juvenile Justice Program for Indian Children .....	35
Development of Comprehensive Programs for Serious, Violent, and Chronic Offenders .....	23
Drug-Abuse Prevention Technical Assistance Voucher Program .....	35
Due-Process Advocacy Program Development .....	35
Early Court Intervention: A Research and Demonstration Project .....	24
Effective Screening of Child Care and Youth Service Workers .....	64
Effective Strategies in the Extension Service Network, Phase II .....	35
Effectiveness of Juvenile Offender Prevention and Treatment Program: What Works Best and for Whom .....	24
Enhancing Enforcement Strategies for Juvenile Impaired Driving Due to Drug and Alcohol Abuse .....	36
Establishment of a Day Treatment Program .....	36
Evaluating Effective Communications Strategies for Health Information to High-Risk Youth Outside School .....	24
Evaluation/Enhancement of Juvenile Dispositional Guidelines .....	25
Examining the Relationship Between Child/Adolescent Abductions .....	65
Families of Missing Children: Psychological Consequences and Promising Interventions .....	65
Family, Non-Family Abductions and Other Missing Children: Additional Analysis and Dissemination of NISMART Data .....	65
Federal Initiative to Deinstitutionalize Status Offenders and Non-Offenders in the States .....	25
Funding Support for Specific Program Development for State Clearinghouses for Missing Children .....	66
Gainesville Youth Gang and Delinquency Prevention Program .....	36
Gang/Drug Intervention Counseling Component .....	37
Gang-Involved and Gang-Affected Women and Their Babies .....	37
Grants and Cooperative Agreements to Support Public or Private Nonprofit Missing Children's Service Agencies .....	66
Hate Crime Prevention: A Juvenile Justice Approach .....	37
High-Risk Community Support Model for Latinos and Other Minorities .....	38

## 100 ■ Index of Projects

Horizons Plus .....	38
Improvement in Corrections Education for Incarcerated Juveniles .....	38
Improving Conditions of Confinement: Training for Juvenile Corrections and Detention Staff .....	48
Improving Juvenile and Family Courts Handling of Child Abuse and Neglect Cases .....	49
Improving Literacy Skills of Institutionalized Juvenile Delinquents .....	49
Improving Reading Instruction for Juvenile Offenders .....	50
Incarceration of Minorities Program .....	38
Independent Evaluations .....	25
Innovative Approaches in Law-Related Education .....	50
Intensive Community-Based Aftercare Program .....	39
Investigation and Prosecution of Parental Abduction Cases .....	67
Investigative Case Management for Missing Children Homicides .....	67
Issues in Resolving Cases of International Parental Abductions of Children .....	67
Juvenile and Family Court Training Project .....	50
Juvenile Corrections Industries Ventures .....	39
Juvenile Hate Crime Study .....	25
Juvenile Justice Clearinghouse/NCJRS .....	78
Juvenile Justice Data Resources .....	26
Juvenile Justice Prosecution Project .....	51
Juvenile Justice Resource Center .....	6
Juvenile Justice Statistics and Systems Development Program .....	26
Juvenile Justice System Handling of Sex Offenses and Offenders .....	26
Juvenile Justice Training for Local Law Enforcement .....	51
Juvenile Personnel Improvement .....	27
Juvenile Restitution: Balanced and Restorative Justice .....	52
Juvenile Risk Assessment System .....	39
Law Enforcement Training and Technical Assistance .....	68
Law-Related Education in Juvenile Justice Settings .....	53
Law-Related Education Program .....	53
Legislative Waiver and Case Processing of Juvenile Offenders .....	27
Mesquite Gang Prevention Program .....	40
Missing Alzheimer Patients Alert Program: Safe Return .....	68
Missing and Exploited Children Comprehensive Action Plan (M/CAP) .....	69
Missing Children Data Archive .....	69
Missing Children Field-Initiated Program (Metro-Dade) .....	69
Missing Children Field-Initiated Program (Montana) .....	70
Mobile Precinct: An Anti-Crime Concept .....	40
Model Sentencing and Custody Guidelines in Parental Abduction Cases .....	70
Model Treatment & Services Approaches for Mental Health Professionals Working with Families of Missing Children .....	70
National Center for Missing and Exploited Children Resource Center .....	70
National Juvenile Court Data Archive .....	28
National Network of Children's Advocacy Centers .....	54
National School Safety Center .....	54
Native American Alternative Community-Based Program .....	40
Obstacles to the Recovery and Return of Parentally Abducted Children .....	71
On-Line Missing & Unidentified Persons System (MUPS) Users Training .....	71
Outreach Program .....	72
Overcoming Confidentiality Barriers to Find Missing Children .....	72
Partners in Excellence .....	41

Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project - Phase III Continuation .....	54
Planning of Second National Incidence Study of Missing, Abducted, Runaway, and Throwaway Children (NISMART II) .....	72
Post-Adjudication Non-Residential Intensive Supervision Program .....	41
Prevention and Intervention for Illegal Drugs and AIDS: High-Risk Youth .....	41
Prevention of Delinquency Through Child-Centered Community-Based Policing .....	55
Prevention of Parent or Family Abduction of Children Through Early Identification of Risk Factors .....	73
Private Sector Options for Juvenile Corrections .....	55
Professional Development for Youth Workers .....	55
Program for Entrepreneurship Achievement for Red Lake Schools .....	42
Program to Increase Understanding of Child Sexual Exploitation .....	73
Project for Gang and Drug Prevention .....	42
Provide Automated Legal Research Services for Fiscal Year 1993 to NCMEC .....	73
Proyecto Esperanza: Project Hope Family-Strengthening Support Network .....	42
Race Against Drugs .....	43
Reaching At-Risk Youth in Public Housing .....	43
Remember, They're Children: Using Video to Train Law Enforcement Personnel .....	74
Research Program on Juveniles Taken Into Custody .....	28
Resources to Improve Conditions of Confinement for Juveniles .....	28
Rural Delinquency/Drug Prevention Mentoring Demonstration .....	43
Satellite Prep-School Program .....	44
Schools and Jobs are Winners .....	44
Seeds of Success .....	45
Serial Child Abductors Who Have Murdered and Kidnappers of Newborns .....	74
Serious Habitual Offender Comprehensive Action Program (SHOCAP) .....	45
State Clearinghouse Technical Assistance .....	74
Stranger Abductions of Children: Analysis of a National Survey .....	74
Support to NPS, CCDC Counselors for At-Risk Minority Youth .....	56
Symposium on International Child Abduction .....	75
Targeted Outreach: Gang Prevention and Intervention .....	45
Technical Assistance and Support to OJJDP .....	79
Technical Assistance and Training Project .....	19
Technical Assistance on JJDP Act Compliance .....	19
Technical Assistance to Juvenile Courts .....	56
Teens, Crime, and the Community: Teens in Action in the 90's .....	46
Telecommunications Technology for Training and Information Dissemination .....	56
Testing Incident-Based Reporting Systems for Studying Child Abductions .....	75
Testing Juvenile Detainees for Illegal Drug Use .....	57
To Develop and Expand the Child Find Mediation Program .....	75
Training and Technical Assistance Curriculum for Drug Identification, Screening, and Testing in the Juvenile Justice System .....	57
Training and Technical Assistance for Juvenile Detention and Corrections .....	58
Training and Technical Assistance for Nonprofit Missing and Exploited Children's Organizations .....	76
Training for Juvenile Detention Center Care-Givers .....	58
Training in Cultural Differences for Law Enforcement and Juvenile Justice Officials .....	58
Violence Study: Causes and Correlates of Juvenile Delinquency .....	29
Volunteer Sponsor Program .....	46

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## **FOR MORE INFORMATION**

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