



JUVENILE JUSTICE

A National Agenda for
Children: On the
Front Lines With
Attorney General Janet Reno

Also

- ◆ National Youth Service
- ◆ Rejuvenating Juvenile Justice
- ◆ 1993 Gould-Wysinger Awards

OJJDP

A Journal of the
Office of Juvenile Justice and Delinquency Prevention

From the Administrator

It is easy to see why the Attorney General makes an impression wherever she goes. It is not simply what she says. It is also the conviction with which she says it.

Attorney General Janet Reno began our interview by stressing that "it is imperative that we look beyond the role of the prosecutor and understand what causes delinquency problems in the first place." I was immediately struck by two facts. First, with Janet Reno everything about *A National Agenda for Children* is imperative. Second, our Nation's chief prosecutor is concerned about prevention, especially when it comes to young people. You will want to read every word from our candid and committed Attorney General.



Prevention of delinquency requires a broad approach, what Robert Smith calls a "denominator" approach. As *In the Service of Youth* illustrates, National Youth Service is an effective way to provide young people with essential opportunities to participate, learn, earn, and serve their community and country.

Restitution, as Thomas English points out in *TQM and All That Jazz* is another way to involve juveniles in community service, but it is just part of what we must do to rejuvenate juvenile justice and rescue it from the outdated and outmoded bureaucracy of top-down management.

Finally, I am pleased to announce *The 1993 Gould-Wysinger Awards*. Pam Allen of the Coalition for Juvenile Justice provides us a thumbnail sketch of the winners.

As we approach the New Year, I take this occasion to wish you the joys of the season and every success in the year ahead in our common concern: a better year for juveniles and their families.

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

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A National Agenda for Children: On the Front Lines With Attorney General Janet Reno

Juvenile Justice: Attorney General Reno, you have called for a National Agenda for Children. Could you please describe the broad outlines of such an agenda and how it would affect children in the justice system.

Attorney General Reno: I feel very strongly that it is imperative that we look beyond the role of the prosecutor and understand what causes delinquency problems in the first place. I don't think that there is any one point at which you can intervene in a child's life to make a significant difference. Instead, it is essential that we view a child's life as a continuum and provide a consistent support system for those times when the family is unable to provide that support on its own.

There are many things we can do that are far more cost-effective than waiting for the crisis of delinquency or crime to occur. First, we need to develop family preservation programs that offer support to families *before* they are in a crisis situation so they are much more likely to stay together through life's difficulties. We've got to make sure that our parents are old enough, wise enough, and financially able to take care of their children. We've

got to make a major effort against teen pregnancy in America. And we've got to offer parenting skill courses in every school so that children who have been raised without quality support from parents learn how to give it to their own children.

Second, we must provide proper preventive medical care for all children. I'm troubled that in this Nation a 70-year-old person can get an operation to extend his or her life expectancy by 3 years, but the family of a small child with no other health care benefits may make too much money to be considered eligible for Medicaid. I think that every child in America should have current immunizations, and every pregnant woman in America should have access to proper preventive medical and prenatal care.

Third, I strongly support *educare* programs—and by *educare* I mean safe, constructive child care for all children on a comprehensive basis, not just for those whose parents can afford a child care center or live where one is readily available. However, these types of programs are especially important for at-risk

Janet Reno is the 77th Attorney General of the United States. This interview was conducted for Juvenile Justice by John J. Wilson, Acting Administrator of the Office of Juvenile Justice and Delinquency Prevention.

children who need an opportunity to develop as strong, constructive human beings because—for whatever reason—they lack proper supervision in the home.

Educare programs should be linked with expanded and improved Head Start programs that are available to all children in need. I believe that educare programs for small children are essential because the ages of 0 to 3 are the most formative time in a child's life—a time when child development experts say that children learn the concept of reward and punishment and develop a conscience.

Fourth, I support conflict resolution programs in our public schools to teach our children how to resolve conflicts peacefully. We have accomplished a great deal in developing education and prevention programs, such as DARE [Drug Abuse Resistance Education], that can deter children from drug use, and I think that we can do the same with respect to violence and guns in the school.

Fifth, we must free our teachers' time to teach. I think it would be very effective to develop full-service schools in areas where there are a significant number of children at risk—that is, schools that have social service providers on campus to address the social needs of the child. We also need to look at our curriculum to make sure we're doing everything we can to make school relevant and interesting for our children. We should develop school-to-work programs that provide career tracks that students can pursue and know that when they graduate they will have developed a skill that will enable them to earn a living wage. Early assessment of interest and aptitude should be used to chart an educational and work experience program, and summer job programs should be linked with educational and work experience programs as part of a comprehensive effort to prepare our children for the workplace of tomorrow. We also should develop



Attorney General Janet Reno

afternoon and evening programs for children who are unsupervised because parents are working or otherwise unavailable. Such programs, including those that do not involve sports or recreation, could help our children get started in the right direction.

It is imperative that we look beyond the role of the prosecutor and understand what causes delinquency problems in the first place.

Sixth, truancy prevention programs should be developed in every elementary school so that at the first sign of truancy, police, social service agencies, and the school join together to identify the cause and do something about it before it is too late. Unfortunately, there is a tendency for police to take a truant child to school,

and if the parent doesn't come for the child, the principal often sends the child home without investigating why the child was truant. I would love for police officers, social service counselors, and public health nurses to make a home visit and find out why students were truant and what could be done to intervene with them.

The juvenile justice system tends to wait until the child has been delinquent two or three times before evaluating the child's needs and developing a comprehensive intervention program.

Finally, employers should do everything they can to put the family first in the workplace so that parents have sufficient time to care for and spend quality time with their children.

Juvenile Justice: According to OJJDP's Conditions of Confinement study, three out of four confined juveniles are detained in overcrowded facilities. Overcrowding often results in violence against staff and other juveniles and an increased number of attempted suicides. It also gives rise to a lot of other problems, and security becomes an overriding concern of the institution. What do you think should be done about this issue?

Attorney General Reno: Obviously, one of the first steps that can be taken is to develop the type of preventive programs I just described, but beyond that, we must intervene earlier once the child has committed a delinquent act. The juvenile justice system tends to wait until the child has been delinquent two or three times before evaluating the child's needs and developing a comprehensive intervention program. At that point it is often

too late to intervene. This occurs in the juvenile justice system not because of a lack of concern, but because the system is absolutely overwhelmed.

I would love to see us develop a means of identifying those children who are at greatest risk of continued delinquency. In those cases we must do everything we can to determine the cause of the problem and what we can do about it. A risk and needs assessment would allow us to determine what programs would best address the needs of children who may be at greater risk of continued delinquent behavior. However, we must take care that we do not label children unintentionally or inappropriately because many children are going to turn out okay.

Juvenile Justice: In fact, statistics show that 50 percent of the juveniles who have contact with the juvenile justice system for delinquency never come back a second time. The trick is to figure out which 50 percent.

Attorney General Reno: That is the great difficulty because some people want to do nothing and wait to see which of those juveniles come back. However, I think that approach runs the risk of allowing the behavior to become ingrained.

Juvenile Justice: Often it's not two or three times, it's seven or eight times. It's seven or eight stolen cars or seven or eight aggravated assaults before anybody does anything, and by then not only has a delinquent pattern of behavior developed, but juveniles have stopped taking the system seriously. That's why OJJDP's Comprehensive Strategy calls for immediate intervention. Turning to another matter, studies indicate there is a disproportionate representation of minority youth in secure facilities. How do you think the Justice Department should address this problem?

Attorney General Reno: It is important for the Justice Department to assist States in analyzing every level at which intervention occurs to ensure that a young minority child is treated in the same way as any other child. Often I find that people react to situations without having the data to make an informed judgment. For example, in Florida we conducted an independent study of the application of Florida's Career Criminal Statute because some people felt that it unfairly discriminated against the minority population. The study indicated that only 2 of the 20 circuits did not discriminate in any way, and many of those found to discriminate were shocked to learn that they did. They wanted to take steps to avoid discrimination in the future. Consequently, I think it's important that we develop mechanisms in the juvenile and adult justice systems to show jurisdictions how we can properly apply the law to ensure that it's imposed even-handedly. I also feel that the Department of Justice needs to explore sentencing practices in the Federal system.

It's also imperative that we develop advocates for children who are entering the system. For example, if a middle-class child comes into the system with two parents who work, are devoted to the child, and are present in the courtroom with a minister and a psychologist offering alternative programs to recommend to the court, that child is going to have a better chance of staying out of the system than the child who has no advocate in court. Unfortunately, public defenders are so overwhelmed and their case loads so large that it is difficult for them to follow up on a child. Often they think they have been successful if they get a child off on a motion to dismiss or a motion to suppress. But I think it's important that they follow up through a summons—and if they are unable to do so, then members of the private bar, through pro bono

services, should act as advocates for children by seeking community programs that will help them develop into successful, contributing members of society. There is a lot that can be done in this area.

Often I find that people react to situations without having the data to make an informed judgment.

Juvenile Justice: While the number of juvenile offenses has remained relatively static, the level of violent offenses has increased. How can we address the problem of the small number of serious, violent, and chronic juvenile offenders?

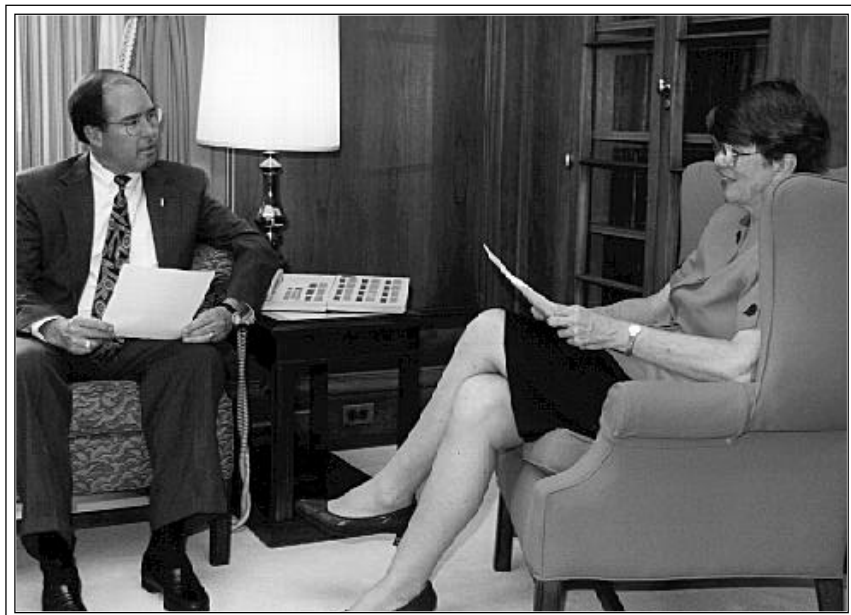
Attorney General Reno: I think that youth violence is probably the most serious crime problem that we face in America today. And unfortunately, I have seen too many juveniles who have lost their fear of the juvenile justice system because they don't think anything is going to happen to them.

We urgently need to develop fair, reasonable sanctions that fit the crime—no matter how old the offender. If a 13- or

There is no justification for hurting someone or putting a gun against a person's head.

14-year-old commits armed robbery, that child has got to know that there is a fair, reasonable sanction to fit the crime and that there is no justification for hurting someone or putting a gun against a person's head.

At the same time, we need to provide aftercare and followup that address the



OJJDP's John Wilson discusses mutual concerns with the Attorney General.

causes that generated the crime in the first place. We can't simply punish young offenders and return them to the community where the problem arose and think that they are going to succeed—particularly if they don't have a strong family system and are living in circumstances rife with risk factors. For these reasons I support programs with job training and placement, treatment, counseling services, aftercare, and followup to help juvenile offenders reenter the community.

Juvenile Justice: Our Causes and Correlates study confirms that there is a direct link between physical child abuse and neglect and subsequent violent delinquency, and more significantly, that the amount of domestic violence to which a juvenile is exposed or victimized by is directly proportional to the violent conduct in which the juvenile later engages. What are your views on physical child abuse and neglect and its relationship to delinquency?

Attorney General Reno: I am concerned that typically when we talk about child abuse and neglect, we're talking about child welfare. In my experience in the juvenile justice system, there seems to be a gap between professionals working in child welfare and those working in juvenile justice. Instead of working together in a coordinated effort to help the child and the family, they work apart, not knowing what the other is doing.

I think many children coming into the juvenile justice system are there because of neglect in the sense that they have not had a strong family network. In some cases they have been unsupervised and lacked order, structure, and clear limits in their lives. In other cases they have come to think of violence as a way of life because they have observed it in the home. In either case, it is important that we look at children coming into the system and determine not only what fair, appropriate sanctions would be, but also what can be done to rebuild the fabric of society around them.

Juvenile Justice: How do you see the Department of Justice working with other Federal agencies to help children and their families remain drug-free? And what role do you see the Coordinating Council on Juvenile Justice playing in this regard?

Attorney General Reno: I think it is crucial that the Federal Government develop a coordinated effort among the different agencies that touch on children and families. Currently the Department of Justice is trying to develop such a comprehensive effort along with the Departments of Commerce, Education, Health and Human Services, Housing and Urban Development, and Labor. We are trying to focus on the National Agenda for Children by developing a partnership with communities.

For example, we know that local communities are better able to assess their own needs than the Federal Government. We also know that the Federal Government could use its community resources more effectively if individual agencies did not have arbitrary barriers to program eligibility. The Federal Coordinating Council is in a good position to play a role as well, by bringing together the heads of various Federal agencies and looking at the broad issues facing families and children. I believe that much could be done if our limited community and Federal resources were used in the most comprehensive manner possible. And we must begin by investing dollars up front in prevention programs. Let's encourage communities to address the children's agenda, develop job training and retraining programs for those who have lost their jobs, and create programs that enable the elderly to be more self-sufficient by remaining in their homes.

Juvenile Justice: How do you see the role of the juvenile court? How might it be strengthened?

Attorney General Reno: It is time to recognize that juvenile court judges need more say in structuring programs that fit the needs of the child. Judges would be more effective if they had a comprehensive evaluation and assessment of the child and of the child's needs. And if the social service components in youth service programs were better linked with the court and the court had more of a say in the program, the entire juvenile justice system would work together better and be more accountable to the community.

Juvenile Justice: After a relatively short period of time on the bench, juvenile court judges develop a remarkable expertise in knowing the programs and the resources that are available.

Attorney General Reno: They do develop a remarkable expertise. Yet, often those programs are overwhelmed, and judges have little say in the administration of programs that are not working.

For too long we have forgotten and neglected our children.

Juvenile Justice: All too often our efforts seem to be a case of "too little, too late." How can we help children grow up to be law-abiding, contributing citizens, rather than delinquents or even adult criminals?

Attorney General Reno: I think that the problems of delinquency—drugs, youth gangs, teen pregnancy, and youth violence—are symptoms of a deeper problem in society. For too long we have forgotten and neglected our children, and there is no one specific delinquency prevention effort that can make a difference. Instead, I think it is imperative that this Nation develop the National Agenda for Children I discussed earlier and that communities, States, and the Federal Government commit themselves to meeting that agenda.

Let's organize efforts that attract our young people and give them an opportunity to serve this Nation.

In addition, it is important that we focus on the issue of family violence and that when we see evidence of it among children, we take immediate action. The child who watches his father beat his mother inevitably comes to accept violence as a way of life.

We must encourage our children to take part in public and community service. So

many children join gangs in order to belong and to participate. Let's organize efforts that attract our young people and give them an opportunity to serve this Nation and to develop a feeling of self-respect through constructive activity.

It's much easier and much less costly to prevent than to wait until after a crisis occurs.

Finally, we must make sure that police officers, school teachers, and all who come in contact with young people learn how to talk with them. We must understand that children want limits, that they understand that they will be punished for wrongdoing, but that they want to be treated with respect. They don't want to be put down, and they don't want to be hassled. They want to be treated as responsible young people.

Juvenile Justice: What advice do you have for the professional working on the front line with children in crisis?

Attorney General Reno: I certainly don't presume to tell other professionals how to deal with children in crisis because I think these people are the heroes and heroines of our society. They have one of the most difficult jobs of anyone in public service.

However, I think it's important that we do everything we can to prevent crises from occurring. It's much easier and much less costly to prevent than to wait until after a crisis occurs. But when a crisis situation does occur, we need to bring as many resources to bear to solve the problem quickly and restore that child and family to self-sufficiency in a safe, positive atmosphere.

Juvenile Justice: Thank you very much for your time and your thoughts on these important issues facing the Nation's children and their families.

In the Service of Youth: A Common Denominator

By Robert L. Smith

To make a serious dent in delinquency, we must shift our focus from problem-focused (numerator) approaches to universal (denominator) approaches. If young people are to develop attachments to society and to societal norms, they must be provided opportunities to participate, learn, earn, and serve their community and their country. A National Youth Service program is an effective way of providing all American youth constructive opportunities to make significant contributions to society and to be rewarded for them. Such a program is a prime example of a denominator approach to youth development.

Adolescent Development

All societies have processes that facilitate the transition from childhood to adulthood as well as barriers that hinder it. A healthy transition period prepares adolescents for the responsibilities of adulthood, while allowing contact with their own youth culture, a significant factor in shaping later life. The stresses of the late adolescent years (15 to 18 years of age) affect all youth, not just delinquent and problem youth. As commendable as the Clinton administration's proposal is for a National Youth Corps Program, it is designed for young adults, not adolescents.

During early adolescence (10 to 14 years of age), youth require rectitude,

affection, esteem, security, recognition, and belonging—a panoply normally associated with the family. But the needs of late adolescence are quite distinct, and as adult needs and traits emerge, the self becomes more defined and less dependent on others for a sense of identity.

As important as early adolescence is in forming later attitudes and values, it is quickly outgrown. Nevertheless, American society is preoccupied with early adolescence; and the latter stage, in which participation, learning, earning, and serving are crucial, is undervalued. Yet, in designing programs for older juveniles, it is precisely these needs that should be taken into account.

Like adults, youth do not live entirely in the present. They anticipate their future.

Robert L. Smith is a private consultant and Assistant Master for the Jay Lee Gates et al. Consent Decree under the U.S. District Court, Eastern District of California. An expert in the fields of corrections and juvenile justice, he has published widely on delinquency prevention, supervision, standards, and classification and has led professional delegations to the People's Republic of China and the Soviet Union.

However, optimal growth cannot occur when young people do not regard their future as worthwhile. Youth need a milieu that renders their future valuable: constructive work, positive contributions, and genuine self-assertion. When the future is painted with the bright hues of promise and expectation, the dark turmoil and gray anxieties of daily life are lightened.¹

Optimal growth cannot occur when young people do not regard their future as worthwhile.

Institutional Barriers

The problems plaguing our young—alienation, isolation, dependency, and delinquency—are related to the gradual but progressive deprivation of opportunities to participate in family and community life. Children are expected to mature at progressively younger ages at the same time that youth are increasingly treated as children. Both are nurtured, cared for, educated, recreated, and even alienated by strangers and large anonymous institutions within which they hold little status and exercise even less power.

Everyone wants to be regarded favorably. As human beings we have an innate need to make a difference. Whether on Main Street or Mean Street, we want someone to know that we exist and to believe that we matter.

Efforts to develop a national policy to guide delinquency program development generate more rhetoric than attention. Unlike universal programs for older Americans such as Medicare, youth programs are selective responses (largely those in vogue) to highly visible problems. These programs are developed and operated by adults because youth do not

represent themselves politically in any significant way.²

Numerator Versus Denominator Approaches

A number of alternatives can be used to analyze the development of delinquency prevention programs. The one presented here—the denominator approach—can be applied to a variety of social problems. That logic, and the adolescent developmental theory previously discussed, provide the basis for a proposal to reduce delinquency for older adolescents—national youth service.³

A phenomenon is often described in terms of its prevalence, that is, the frequency with which the phenomenon occurs in a population. For example, if the prevalence of alcoholism in this country were estimated to be 5 percent, that number would be calculated by dividing the number of alcoholics—the numerator—by the number of people in the population—the denominator.

Historically, programs to reduce the prevalence of alcoholism have been directed at the numerator, and therefore such programs customarily have treated known alcoholics. Yet, there is no evidence that treatment centers for alcoholism, mental illness, crime, or deviant behaviors have significantly reduced their prevalence. This is not to imply that numerator approaches have been ineffective for particular individuals. It is simply to note the absence of demonstrated prevalence change using exclusively numerator approaches.

Similarly, most service programs continue to focus on numerators. Delinquency programs that focus solely on juvenile offenders will not reduce the prevalence of youth crime any more than

employment programs that focus exclusively on the unemployed will lower unemployment rates.

The medical and scientific model demonstrates the effectiveness of the denominator approach. For example, numerator approaches in polio, tuberculosis, and other infectious diseases have made little impact on prevalence; but denominator approaches, such as vaccination, screening, and the like, have virtually eradicated a number of these diseases. The results have been dramatic and lasting. Denominator approaches work because they deal with the general public health as well as specific symptoms. They do not rule out logical remedies simply because they are not in vogue, politically correct, or familiar.

The denominator concept makes sense to most people. Conventional wisdom, however, generates professional resistance to implementation. Rejection is rationalized in terms of complexity, tradition, scope, and the impulse to do something now to relieve individual suffering rather than focus on a broader perspective that will prevent systemic suffering in the future.⁴

Simply put, denominator approaches tend to be ignored because they generate turf fights and require innovative approaches to problems with which we have grown comfortably familiar. They demand that we think in time frames considerably longer than sound bites. Consider, for example, the administration's proposals to immunize every child in America and to establish a National Youth Service Program. Few people challenge these ideas directly, but many oppose the President's new approaches to accomplish what we know is needed and what we realize is right. Vested interests, turfs, and procedures are threatened by different views of problems with which we have become only too familiar.

Delinquency programs that focus solely on juvenile offenders will not reduce the prevalence of youth crime.

A Level Playing Field

If, as argued earlier on the basis of adolescent psychology, youth need the opportunity to participate, learn, earn, and serve, why should government become involved in what traditionally has been a matter for the family and the private sector? The answer is that the nature of our society and its institutions has changed significantly in the half century since the Second World War. The traditional ladder of success has uneven, broken, and even missing rungs.⁵

If current trends continue and programs remain focused on numerator solutions, youth crime rates will grow in the latter half of the 1990's as increasing numbers of teenagers enter the population. The large proportion of children reared in poverty, the high number of school dropouts, and the persistent high level of youth unemployment are troubling social indicators. Teenagers with a high school education or less already compete for fewer jobs, and because those from the

The traditional ladder of success has uneven, broken, and even missing rungs.

poorest families have the lowest school enrollment rates, their chances for success in the job market are further reduced and the cycle of poverty is likely to be perpetuated.

Significant structural shifts are closely associated with urban problems, particularly unemployment among the poor.

National Youth Service: An Idea Whose Time Has Come?

"The best of Bill Clinton has gone up to Capitol Hill. It's his idealistic but shrewd proposals for 'national service' and student loan reform. Between them, they bring back memories of the Peace Corps and the G.I. bill."—Mary McGrory

"Service builds character, a trait in short supply in the nineties. And with the Nation's schools, cities, and health care system in crisis, there is no shortage of socially useful work to be done. But at its best, 'service,' like charity, is given freely and voluntarily, without expectation of personal gain."—Denis P. Doyle

"The Peace Corps, the Mormon young missionaries—the spirit there is different. For them, the idea is to submit to sacrifice in exchange for the benefits—not of room and board and tuition—of life in America. The symbol is of

the 18-year-old approaching the American altar and saying: You have given me the Bill of Rights, the Constitution, protection from foreign powers. I will give you 1 year of my time in exchange."—William F. Buckley, Jr.

"Under the proposed National Service Corporation, young people who agree to work in community service can receive up to \$10,000 to pay for college. Ideally, the program will help restore to the fabric of our society the understanding that helping others is an important and valued endeavor. . . . But Washington can't and shouldn't be solely responsible for national service programs. The whole Nation should be involved—State and local governments, private organizations, universities and colleges."—Gregory S. Prince, Jr.

Movement of capital from the United States to foreign nations, from the cities to the suburbs, and from the North to the Sunbelt has resulted in a substantial loss of manufacturing jobs. Technology has taken a toll in blue-collar and white-collar employment, with automation eliminating jobs in the office suite as well as on the factory floor. The skills required for entry-level positions, especially those leading to viable careers, are changing rapidly. The expansion of women in the work force and changes in immigration patterns in the last decade have produced a highly competitive employment market, closing doors to entry-level jobs for young people. These shifts have created deep divisions within the labor force. Young people who move

from postsecondary education into a labor force that values their skills and qualifications do well, but teenagers attempting to enter the force directly from high school soon discover they lack the skills and training needed to climb the ladder of success.

Changes associated with where we live, how we produce goods, and the way we invest our national resources impact delinquency. Such changes affect who comes into the juvenile justice system and how long they stay. Any serious prevention program must recognize the new reality created by these changes—and that programs directed only at young adults will have limited impact on youth crime.

The G.I. Bill

The model outlined here is based on the assumption that work experience is a vital part of how we deal with the world. It draws from adolescent development theory, denominator theory, and a program created after World War II known as the G.I. bill of rights.

Perhaps no single legislative act has had as profound an influence on our history as the G.I. bill. Strongly supported for patriotic and economic reasons, this social-educational policy enacted in the 1940's enabled the Nation to go to the moon in the 1960's. With eligibility based on satisfactory military service, the G.I. bill facilitated the mass training of educators, engineers, secretaries, truck drivers, and members of Congress. Veterans themselves decided for what purpose they would use their benefits. No one dictated what the training was to be, where it had to be taken, or when or if it had to be completed. No one identified the need, and no one said that the poor or the rich were more or less entitled to benefits because of income, social status, or race. All veterans were eligible

because of the public service they had performed.

In the half century that has passed since the G.I. bill was enacted, virtually no one has said that the money was badly spent. A similar effort is needed for youth today and for the same reasons—to preserve the future and to afford our young people the opportunity to offer the best they have.

A National Youth Service Program

Assume that Congress, in concert with the President, enacted a National Youth Service Program that, on the basis of freely selected work in public service, would entitle youth—all youth and not just special or disadvantaged youth—to various benefits. These benefits might include educational scholarships, unemployment compensation, cash bonuses, or a myriad of other desirable rewards for public service.

Eligibility could be based on satisfactory public service, but the value of the benefit received could be determined by length of service and national priorities. For example, eligibility credits could be awarded differently depending on the form in which they were claimed: education could have a 100 percent value for the service rendered, unemployment compensation might be worth only 50 percent of the value, and a cash bonus only 25 percent. In this way priorities could be set according to national interests, but the type of benefit awarded could accommodate individual needs.

Individuals could choose how they wish to spend their eligibility credits. During periods of inflation or recession, vouchers could be substituted for cash in education and other areas. Private and public employers could pay minimum wages

supplemented by the benefit package earned through service.

The national work experience program for youth should avoid junior adult work opportunities that compete with unemployed adults.

To the extent possible, the national work experience program for youth should avoid trying to find junior adult work opportunities for youth. If the program is predicated on work experience that is competitive with unemployed adults, particularly during a high unemployment period, then few adults and even fewer businesses realistically will support the effort. However, that does not mean that youth do not have opportunities to provide public services that do not compete with adult workers, nor does it mean that the private sector could not find creative ways to employ youth offering their services.

New Worlds of Work

Street programs, telephone hotlines, peer social service centers, counseling projects, and runaway residences are but a few of the efforts that emerged during the 1960's. In today's National Youth Service Program, young people should be encouraged to become involved in both design and implementation to reinforce the basic principles of participation, learning, earning, and serving.

Some of the programs for which youth have already demonstrated both enthusiasm and interest include programs for persons with developmental disabilities; urban restoration teams; environmental preservation groups; drug abuse centers; crime suppression information programs;

delinquency prevention efforts; crisis intervention projects; and aid to law enforcement, justice agencies, and fire departments. Other possibilities are endless—meals on wheels, escort services for the elderly, housekeeping assistance, visitor programs, cross-teaching projects, community prevention programs, and school courts. In the private sector, new

mental programs in favor of specific statements about expected goals and measurable objectives.

A Closing Thought

The theoretical model we have proposed deals with only one area of healthy development, but it is a critical one that affects the lives of youth in many ways. It argues that work opportunities should be available to *all* youth between the ages of 15 and 18, not just to special categories.

Work is important in defining who we are. It helps us measure our value both to ourselves and others. Youth know that the ability to engage in worthwhile work and to make a significant contribution are part and parcel of self-definition. That definition determines youths' perceptions about where they are going and what kind of future they will have.

Work as we have known it has changed. Helping youth to accommodate to that change is an effective way to reduce crime and delinquency and to begin to diminish the gulf between the have's and the have not's.

If we truly believe that America's youth are our future, we must develop programs that enable them to grow and prosper, not wither and decay. The model of National Youth Service we have outlined is but one example of a denominator approach to preventing delinquency, but it is a potent one.

Work is important in defining who we are. It helps us measure our value to ourselves and others.

forms of apprenticeships could be developed, particularly in science and electronics. All of these programs also happen to be exactly the types of services needed by the community.

The mechanics of the National Youth Service Program—that is, the means by which funds are disbursed—can follow any number of models such as prime sponsor, special revenue sharing, block grants, or formula grants. More important is the design for the delivery of funds, which should be community-based; provide an equal opportunity for all youth; and promote youth involvement, voluntarism, and the principles of participation, learning, earning, and serving. And yes, the program should be stripped of the usual voluminous rules, regulations, and procedures that guide govern-

Notes

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2. *Theory Validation and Aggregate National Data: Integration Report of OVD Research*, vol. 12 (Boulder, Colorado: Behavioral Research and Evaluation Corp., 1975). See also *Theoretical Section of Revised Work Plan for the National Evaluation of Diversion Projects* (Boulder, Colorado: Behavioral Research Institute, 1977).
3. I am indebted to Dr. Donald Muhich, psychiatrist, associate, and long-time friend, for this concept.
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TQM and All That Jazz: Rejuvenating Juvenile Justice

By Thomas R. English



The anointing of Total Quality Management (TQM)¹ and “reinvention”—the cluster of ideas described in *Reinventing Government*²—as the royal road to economic and political revitalization has sometimes led to overexpectations by those seeking quick fixes to long-term problems. Nonetheless, concepts such as TQM and reinvention have the potential to address many of the problems of the juvenile justice system, especially when integrated with the social development model³ and the work of the Balanced Approach/Restorative Justice (BA/RJ) group.⁴ Each of these approaches complements the other. Together, they can lead to change in the juvenile justice system, not the customary minor changes that come from periodically finetuning our focus, but historic change that is profound and radical—a new paradigm.

Paradigm, another concept in vogue today, comes from the Greek *paradeigma*, meaning model, pattern, or example. But the word is used here in a broader sense. In *The Structure of Scientific Revolutions*, Thomas Kuhn uses the term to describe how prevailing scientific models, theories, and assumptions impede the ability of scientists to observe and understand new data.⁵ He points out that scientific advances often require viewing a problem in a new light—a new paradigm. As with Kuhn’s scientists, many of us in the juvenile justice field often fail to recognize the imperative to change the way we work with our clients, our communities, and each other.

This inability to see beyond the status quo can lead to what may be called the John Wayne effect—“If it doesn’t work, do more, and try harder, Pilgrim!” The BA/RJ group has identified three trends in juvenile probation and parole supervision that illustrate the John Wayne effect:

- ◆ Increasing commitments to State institutions, especially for drug-involved youth.
- ◆ Expanded out-of-home and quasiresidential placements.
- ◆ Widespread transferring of juvenile offenders to adult court.⁶

Thomas R. English is executive director of the Oregon Council on Crime and Delinquency and president of the American Restitution Association. A former commissioner of Oregon’s State Juvenile Services and chair of the State Juvenile Justice Advisory Group, Mr. English provides consulting services to private organizations and State agencies on behalf of OJDP.

Despite serious questions about the effectiveness of these approaches, they continue to be used, if for no other reason than that they have been used in the past. As Satchel Paige once observed, "It's not what you don't know that hurts you: it's what you do know that just ain't so."

Supporting Restitution

Juvenile justice professionals realize that many of the traditional approaches to addressing juvenile delinquency have been ineffective, yet they are frustrated because the juvenile justice system seems unable to accommodate programs that show greater promise. We know that approaches such as restitution and community service can work. Research demonstrates that juvenile offenders assigned to formal restitution programs are capable of completing restitution and community service,⁷ that restitution's effect on victims has been positive,⁸ and that its impact on recidivism is promising.⁹ Despite initial resistance, restitution and community service sanctions are beginning to gain new advocates at the community level. A number of communities have adopted special programs for offenders, such as employment and work experience projects.¹⁰

In a recent national public opinion survey, respondents ranked restitution as the juvenile offender program they would most like to see enhanced. Eighty-one percent of respondents said that it is "very important" for State juvenile delinquency control funds to be spent on restitution programs; 70 percent viewed on-the-job training and employment programs as "very important"; 69 percent viewed community-based programs and 57 percent viewed community-based counseling as "very important," respectively. However, only 36 percent said that spending money on training schools

was "very important."¹¹ Why, then, do most juvenile courts lack a systematic approach to restitution and community service?

"It's not what you don't know that hurts you: it's what you do know that just ain't so."

"Nothing Works" Syndrome

Part of the answer lies in the "nothing works" syndrome that has affected many policymakers and others after a number of highly publicized theories and programs of the 1980's failed to meet expectations. But there is more to the problem. If we examine the public bureaucracies in which juvenile justice programs and services are delivered, we find that they mirror the outdated, top-down management protocols of mass-production industrial economies.

This approach has led to a juvenile justice bureaucracy whose hallmarks include categorical funding; large caseloads; top-down management; limited professional training; and accountability based on eligibility, rule compliance, and contract monitoring.

In contrast, current research and the experience of many juvenile justice professionals indicate that effective programs and services are characterized by a more flexible, community-based approach in which:

- ◆ Front-line workers are accorded wide discretion.
- ◆ A broad spectrum of responsive, convenient, and timely services is provided.
- ◆ Collaboration across traditional and professional boundaries is encouraged.

- ◆ Children are viewed in the context of the family and the family in the context of neighborhoods and communities.
- ◆ Programs have deep roots in the community and are customized to meet cultural needs.
- ◆ Parental cooperation and participation are solicited.
- ◆ Establishing a relationship of trust with children and their extended families is a priority.
- ◆ A long-term preventive orientation predominates.
- ◆ The organizational milieu is based primarily on outcomes rather than on regulation.¹²

institutions and programs runs counter to what Alden Miller and Lloyd Ohlin have identified as two key features of successful youth programs—they are located in the community and they involve local leaders in day-to-day operations.¹³ J.D. Hawkins and J. Weise emphasize that communities create the environments that produce healthy or delinquent kids.¹⁴ They point out that the family, school, and peer group are critical units of socialization that provide youth with opportunities to develop the skills needed to become successful adults and with rewards for gaining these skills. When opportunities and rewards are not present, the results include behavior problems, school dropouts, delinquents, adult offenders, and career criminals.

The Perry preschool study not only shows that prevention can work but confirms the findings of Hawkins and Weise that even later efforts to reward prosocial behavior can overcome predictors of delinquency.¹⁵

For decades government has systematically shifted authority and resources from communities to bureaucracies.

Creating Bureaucracies

For decades government has systematically shifted authority and resources from communities to bureaucracies. Rather than improving programs and services, this approach has often led to greater problems. For the juvenile justice system, the trend has resulted in crowded facilities and bloated caseloads. It is little wonder that 40 percent to 60 percent of training school residents have had their status revoked or have been resentenced. It is much easier to remove such youth from the community than to expend the effort and resources required to reintegrate them into the community—especially when many communities don't want "State kids" back.

Yet moving juvenile offenders out of their communities into State-operated

Bigger, Not Better

Where did we go wrong? We took the wrong road for what we thought were the best of reasons—to provide more and better services. In *Reinventing Government*, David Osborne and Ted Gaebler discuss the bureaucratic concentration of authority and services in an historical context that is consistent with the development of juvenile courts.¹⁶

In the 1970's we believed that bigger was better, especially when it came to child welfare services. The Federal Government encouraged this attitude by promoting the creation of State agencies to receive and process Federal funds. Many States established bureaucratic mega-departments of human services that usurped responsibilities formerly undertaken by counties, cities, and charitable

organizations. Local governments were happy to relinquish these obligations and expenses. Many local government officials felt that States had the resources to provide better services.

What has been lost is the ability of local communities, agencies, and organizations to develop programs and approaches that meet the needs of the communities in which they operate and the individuals with whom they work. Hawkins and Weise point out the importance of providing a continuum of effective community-level services. However, the current paradigm in juvenile justice makes providing a variety of high-quality, convenient, customized, and timely services nearly impossible.

TQM

How can concepts such as TQM and reinvention and the findings of current research help us rejuvenate juvenile justice? If the social development model can be deemed analogous to a manufacturing production system, perhaps W. Edward Deming's TQM (zero-defect philosophy and methods) can be applied to delivering services to youth and families.¹⁷ One of Deming's essential points is that the top-down organizational design generates defects. Although the global economy is forcing us to rethink our traditional ways of doing business in both the private and public sectors, many businesses and government programs, including juvenile justice agencies, still operate under a management system designed for an outdated economy.

Deming, a statistician, developed a method for identifying sources of defects in industrial operations. If workers contributed to the problem, changes could be implemented through training. But Deming found that the process itself was often the problem and that no amount of

tinkering could significantly improve the defect rate of the entire operation. From this insight grew the concept of total quality management, which requires every employee—from managers to line staff—to determine whether their operations and activities are helping to achieve the organization's mission. This approach often leads to dramatic changes in the way a company operates.

The Balanced Approach focuses on three objectives—competency development, accountability, and community protection.

Although we have made some adjustments in programs for children, youth, and families, we have not made the far-reaching changes needed to create a truly effective system. We have increased opportunities for preschool pupils but not for high school dropouts; we have established child abuse reporting but not parent training; we have implemented mastery teaching but not peer group empowerment.

Taking our cue from TQM, we are beginning to take a closer look at the juvenile justice system and to identify new and better ways of carrying out our mission. For example, the Balanced Approach/Restorative Justice project is creating new approaches that can significantly broaden the range of juvenile justice programs and services, including model systems for community supervision of juvenile offenders. The Balanced Approach focuses on three objectives—competency development, accountability, and community protection—and attempts to strike a balance between the needs of victims, offenders, and the community.

The BA/RJ team believes that community support is essential to the success of

juvenile justice programs. According to Gordon Bazemore:

Achieving each of the objectives [of the project] implies a vital role for what some called the socializing institutions of community (e.g., schools, employers, and advocacy and youth development groups) that are ultimately responsible for helping youth make the transition to productive citizenship (competency development). These institutions also provide essential support in helping young offenders and the justice system address the needs of victims and in providing the informal social control necessary to achieve real community protection.

a weakness. We have been attempting to force the square peg of community-based programs into the round hole of what Osborne and Gaebler call “professional bureaucracies.”

All That Jazz

In seeking to reinvent juvenile justice, we could use the symphony orchestra as a guide. In an orchestra, many different musicians and instruments contribute to the presentation of a musical work. Although the musicians read from the same score, each instrument or group of instruments has its unique part—sometimes playing in unison, sometimes sounding different notes. Duplication of sound is often encouraged when it creates the desired harmonic effect. For example, a violin and trumpet might each play the same notes, but the impact of both instruments is greater than if only one instrument were playing. In the same way, there is room for many different approaches and programs in juvenile justice.

To continue the musical analogy, perhaps an even better model for a new juvenile justice system would be the jazz band. In his article “Leadership Jazz,” G. Worth George notes that business and government leaders can learn much from the jazz band. Jazz requires both ensemble playing and individual initiative. Each musician must be adept at handling lead and supporting roles. Jazz also requires improvisation—an ability to build on the original melody and create new notes and themes.

We can learn from this jazz band approach as well. We must learn to work as an ensemble within each community; at the local, State, and Federal levels; as public and private organizations; and as individuals and groups—each taking the lead at times and playing a

Bigger is not better; in fact, bigness is part of the problem.

Taking the Initiative

A number of States have come to the conclusion that bigger is not better when it comes to juvenile justice—that, in fact, bigness is part of the problem. In “Juvenile Justice at the Local Level,” I describe how the Oregon State Advisory Group led a largely successful effort to return juvenile justice resources, authority, and responsibility to communities. Other States are joining the effort to reinvent juvenile justice and redefine the role of juvenile corrections as part of a continuum of services in the community, balancing the needs for community safety, accountability, and competency development by youthful offenders.

One of the most frequent criticisms of the juvenile justice system is that it is too fragmented, with no central authority and no uniform policies. But I believe that fragmentation can be a strength, not

supporting role at others. We must encourage innovative and creative approaches to the problems posed by juvenile delinquency. The time has come to abandon the one-man-band approach in which juvenile justice is managed by a mega-agency and instead emulate the creative harmony and innovative improvisation of a jazz band. On that note, we can be upbeat about the future of our youth and of a rejuvenated juvenile justice system.

Notes

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3. J.D. Hawkins and J. Weise, "The Social Development Model: An Integrated Approach to Delinquency Prevention," *Journal of Primary Prevention* (Winter 1985): 73–97.
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5. Thomas Kuhn, *The Structure of Scientific Revolutions* (Chicago: University of Chicago Press, 1962).
6. Gordon S. Bazemore et al., "Proposal for a Balanced Approach/Restorative Justice Approach to Juvenile Restitution" (Florida Atlantic University, unpublished paper, 1992).
7. Anne L. Schneider and Peter R. Schneider, "Comparison of Programmatic and 'Ad hoc' Restitution," *Justice Quarterly* 1 (1984): 529–547.
8. Peter R. Schneider, A.L. Schneider, P. Reiter, C. Cleary, and Michael J. Wilson, *Two-Year Report on National Evaluation of Juvenile Restitution Initiative: An Overview of Program Performance* (Eugene, Oregon: Institute of Policy Analysis, 1982).
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12. Lizabeth Schorr, *Within Our Reach: Breaking the Cycle of Disadvantage* (New York: Doubleday, 1988). See also Alden Miller and Lloyd Ohlin, *Delinquency and Community: Creating Opportunities and Controls* (New York: Sage, 1985).
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14. Hawkins and Weise, "Social Development Model."
15. J.R. Berrueta-Clement, L.J. Schweinhart, W.S. Barnett, A.S. Epstein, and D.P. Weikart, *Changed Lives: The Effects of the Perry Preschool Program on Youth Through Age 19* (Ypsilanti, Michigan: High/Scope Educational Regional Foundation, 1984).
16. Osborne and Gaebler, *Reinventing Government*.
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Supplemental Readings

Armstrong, T., ed. *Intensive Interventions With High-Risk Youth: Promising Approaches in Juvenile Probation and Parole*. Monsey, New York: Criminal Justice Press, 1991. This compilation includes articles on the use of restitution and community service as part of a probation plan and work experience/employment program. The authors emphasize restitution as a genuine alternative to traditional sanctions.

Bazemore, G.S. "On Mission Statements and Reform in Juvenile Justice: The Case of the 'Balanced Approach.'" *Federal Probation*, vol. LVI, no. 3 (September 1992). The author discusses the "balanced approach" as it applies to agencies responsible for community supervision of juvenile offenders.

Galaway, B., and J. Hudson, eds. *Criminal Justice, Restitution, and Reconciliation*. Monsey, New York: Criminal Justice Press, 1990. Contributors to this compilation analyze sentencing applications of restitution, community service orders, and victim-offender reconciliation.

Klofas, J., S. Stojkovic, and D. Kalinich. *Criminal Justice Organizations: Administration and Management*. Pacific Grove, California: Brooks/Cole Publishing Co., 1990. This book provides an overview of management theories, techniques, and research as applied to criminal justice organizations.

Krisberg, B., and J.F. Austin. *Reinventing Juvenile Justice*. Newbury Park, California: SAGE Publications, Inc., 1993. The authors explore problems confronting the current juvenile justice system and suggest pathways to reform.

Maloney, D., D. Romig, and T. Armstrong. "Juvenile Probation: The Balanced Approach." *Juvenile and Family Court Journal*, vol. 39, no. 3 (1988). This series of articles published by the National Council of Juvenile and Family Court Judges explains the principles, practices, and benefits of the "balanced approach" to juvenile probation and uses examples from several jurisdictions to show how this approach works in practice.

Martin, J.J. "Total Quality Management: The New Managerial Wave." *Administration in Social Work*, vol. 17, no. 2 (1993). The author examines TQM as a philosophy of management and the potential benefits and pitfalls of its application to human service organizations.

Swiss, J.E. "Adapting Total Quality Management to Government." *Public Administration Review*, vol. 52, no. 4 (1992). The author argues that a modified form of TQM emphasizing client feedback, performance monitoring, continuous improvement, and worker participation will work best in government agencies.

OJJDP Publications

The following materials, published by OJJDP, may be ordered from the Juvenile Justice Clearinghouse (see the OJJDP publications order form on page 35 for information). Single copies are free.

Bazemore, G.S. *The Restitution Experience in Youth Employment: A Monograph and Training Guide to Job Components*, 1989. This monograph presents a model curriculum for the development of employment programs within juvenile restitution programs.

Butts, J.A., and H.N. Snyder. *Restitution and Juvenile Recidivism*, OJJDP Update on Research, 1992. This update reports findings from a study on the association between the use of restitution and subsequent recidivism.

English, T. *Improving Juvenile Justice at the Local Level*, OJJDP Update on Research, 1990. This update describes the steps taken by one State to improve juvenile justice at the local level, including implementation of restitution, community service, and job training programs.

The Gould-Wysinger Awards: A Tradition of Excellence

By Pam Allen

Established by the Office of Juvenile Justice and Delinquency Prevention in 1992, the Gould-Wysinger awards honor James Gould and Deborah Wysinger, two OJJDP professionals who dedicated their lives to helping young people. In its inaugural year 18 winners were selected. This year 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.

Alabama

Juvenile Work Restitution

Located in Tuscaloosa, 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.

For further information, contact:

John Upchurch
Tuscaloosa County Commission
Director of Court Services
6001 12th Avenue East
Tuscaloosa, AL 35404
(205) 349-3870

Colorado

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 also 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.

For further information, contact:

Kim Andree
Eagle County Sheriff's Department
P.O. Box 359
Eagle, CO 81631
(303) 328-6611

Florida

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 evaluation 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.

For further information, contact:

Susan E. Foster
 Coordinator of Special Programs
 Leon County Schools
 2757 West Pensacola Street
 Tallahassee, FL 32304–2998
 (904) 487–7322

Iowa

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 supportive 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.

For further information, contact:

Karl Werner
 Jane Boyd Harambee House
 943 14th Avenue SE.
 Cedar Rapids, IA 52401
 (319) 366–0431

Kansas

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.

For further information, contact:

Mike Patrick
 2600 SE 23rd Street
 Topeka, KS 66611
 (913) 234–5424

Maryland

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.

For further information, contact:

Andrea D. Mason, Esquire
Baltimore City State's Attorney's Office
206 Clarence M. Mitchell, Jr., Courthouse
110 North Calvert Street
Baltimore, MD 21202
(410) 396-5092

Mississippi

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 also 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.

For further information, contact:

John McClay, Director
City of Hollandale
Hollandale Temporary Holding Facility
P.O. Box 395
Hollandale, MS 39748
(601) 827-7276

Nebraska

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 also 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.

For further information, contact:

Denise Shiffermiller
Juvenile Detention Center
830 Kimball Avenue
P.O. Box 206
Gering, NE 69341
(308) 436-2204

New Hampshire

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.

For further information, contact:

Jane E. Beecher
Juvenile Conference Committee
3 Washington Street
Keene, NH 03431
(603) 357-9810

New York

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 egocentricity and increases concern for the needs of others; substantially decreases antisocial behaviors; substantially increases prosocial behaviors; improves community functioning, especially with peers; and decreases criminal recidivism.

For further information, contact:

Howard Schwartz
New York State Division of Criminal Justice Services
Executive Park Tower
Stuyvesant Plaza
Albany, NY 12203
(518) 485-7919

North Carolina

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.

For further information, contact:

Daryl Woodard
Wayne County Youth Outreach
P.O. Box 1051
Goldsboro, NC 27530
(919) 735-0008

North Dakota

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 and 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.

For further information, contact:

Mark LoMurray
Bismarck Police Youth Bureau
700 South Ninth Street
Bismarck, ND 58501
(701) 222-6738

Ohio

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.

For further information, contact:

Keith L. Kaufman, Ph.D.
Children's Hospital Research Foundation
700 Children's Drive
Columbus, OH 43205
(614) 461-2100

Oklahoma

Tennessee

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.

For further information, contact:

Lucy Smith
Superintendent
McAlester Public Schools
P.O. Box 1027
McAlester, OK 74502-1027
(918) 423-4771

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 also 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.

For further information, contact:

Henry I. Hargrow, Jr.
Memphis Area Neighborhood Watch
37 West Fairway
Memphis, TN 38109
(901) 789-5942

Puerto Rico

Virginia

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.

For further information, contact:

Sister Georgio Reijo
Santa Ana Institute for Juvenile Development
P.O. Box 554
Adjuntas, PR 00601
(809) 829-2504

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.

For further information, contact:

Marian Kelly
Department of Criminal Justice Services
805 East Broad Street, 10th Floor
Richmond, VA 23219
(804) 225-4072

Virgin Islands

“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. The show is very popular with youth and adults and has received a national public broadcasting award.

For further information, contact:

Calvin Bastian or Allison Petrus
WTJX-TV, Channel 12
Barbel Plaza South
St. Thomas, VI 00801
(809) 774-6255

Washington

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.

For further information, contact:

Dan Bond
Northwest Youth Services
P.O. Box 2717
Everett, WA 98203
(206) 388-7200

Wyoming

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 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.

For further information, contact:

Charles Kratz
Fremont County Youth Services
Fremont County Court House
Lander, WY 82520
(307) 332-1085

Pam Allen, J.D., is the editor of JJ Coalition News. As director of special projects for the Coalition for Juvenile Justice (formerly the National Coalition of State Juvenile Justice Advisory Groups), she oversaw the Coalition’s administration of the 1993 Gould-Wysinger award solicitation process.

JUSTICE MATTERS

Safeguarding Our Youth

Safeguarding Our Youth: Violence Prevention for Our Nation's Children brought nearly 300 persons to Washington, D.C., on July 20–21, 1993, to discuss the impact of violence on our Nation's youth and the need for prevention. This historic forum was cosponsored by the Departments of Education and Justice in cooperation with the Departments of Health and Human Services (HHS) and Housing and Urban Development (HUD).

For 2 days, parents, educators, researchers, community organizers, youth service providers, and young people met in small working groups to suggest specific actions that community organizations and local, State, and Federal agencies should take to curtail violence. To ensure diversity, each group consisted of participants from:

- ◆ Education.
- ◆ Criminal and juvenile justice.
- ◆ Health and human services agencies and youth-serving organizations.
- ◆ Housing and neighborhood organizations.
- ◆ Media.

One highlight of the forum was an address by Attorney General Janet Reno, who emphasized the need for early, positive intervention in the lives of children. She also stressed conflict resolution, parent education, and family support systems. Another highlight was a youth panel moderated by local news anchor Susan Kidd. Six youths who ranged in age from 11 to 21 de-

scribed alarming incidents of violence they had experienced. In one dramatic moment, a young man revealed that he had lost 13 friends to murder.

Cochaired by Deputy Attorney General Philip B. Heymann and Assistant Secretary of Education Madeline M. Kunin, the forum also featured Beverly Watts Davis, executive director of San Antonio Fighting Back; Dr. J. David Hawkins, professor of social work and director of the Social Development Research Group at the University of Washington at Seattle; Dr. Hope M. Hill, professor of psychology at Howard University; Dr. Mark L. Rosenberg, acting associate director for public health practice of the Centers for Disease Control and Prevention; Senator Paul Simon of Illinois; Dr. Terence P. Thornberry, professor of criminal justice at the State University of New York at Albany; and Dr. Cornel West, professor of religion and director of Afro-American Studies at Princeton University.



The Department of Education's Goals 2000 Satellite Town Meeting coincided with the forum. Speakers included Attorney General Reno, Education Secretary Richard Riley, HHS Secretary Donna Shalala, and Director of Office of National Drug Policy Lee Brown. They were joined in a panel discussion by Peter Blauvelt, director of security for Prince George's County (Maryland) Public Schools; Beverly Watts Davis; and Edith Langford, director of the Weed and Seed project in Richmond, Virginia.

The forum renewed participants' conviction that by working together juvenile violence could be curtailed. Deputy Attorney General Heymann indicated that the Coordinating Council on Juvenile Justice and Delinquency Prevention would be a primary mechanism for further interagency cooperation on violence prevention. OJJDP will continue to explore avenues to safeguard our youth from violence.

JUSTICE MATTERS

Profile of Juvenile Victims

Every act of violence is tragic, particularly when the victim is young. Although the public is acutely aware of juvenile perpetrators, more attention should be focused on juvenile victims.

Research indicates that young people disproportionately suffer the effects of violence and underscores the need to find lasting solutions, especially for violence in its most destructive forms—homicide and suicide.

Violent Crime

According to the National Crime Victimization Surveys (1985–1988):

- ◆ Nearly one million youth age 12 to 19 are victims of violent crimes—including rape, robbery, and assault—every year.
- ◆ Sixty-seven out of every 1,000 youth age 12 to 19 are victims of a violent crime each year, compared with 26 per 1,000 persons age 20 or older.
- ◆ Thirty-seven percent of violent crime affecting youth age 12 to 15 occurs at school.

Homicide

According to the Federal Bureau of Investigation, in 1991:

- ◆ More than 2,200 youth under age 18 were murdered—more than 6 homicides a day.
- ◆ Black youth were six times more likely to be victims of homicide than white youth.

- ◆ Six out of 10 adolescent homicide victims age 10 to 17 were killed by a friend or acquaintance.

- ◆ Among adolescents age 10 to 17, 7 out of 10 homicide victims were male.

- ◆ Firearms were involved in the deaths of 8 in 10 victims age 15 to 19.

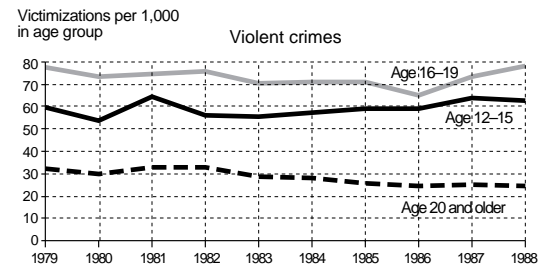
- ◆ From 1984 to 1991, the prevalence of homicide victims age 14 to 17 more than doubled.

Suicide

The National Center for Health Statistics reports that of youth age 15 to 19 in 1989:

- ◆ More than 2,000 teens committed suicide.
- ◆ In 6 out of 10 of these suicides, firearms were used.
- ◆ Seven out of 10 suicides were committed by white males.
- ◆ In the decade ending in 1989, teen suicides increased by more than a third.

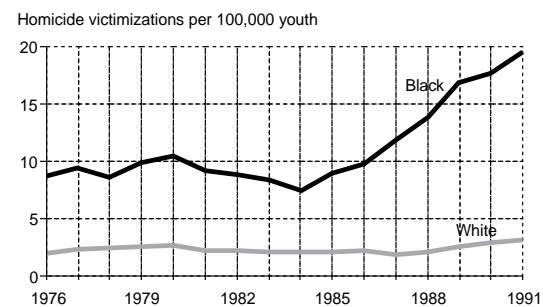
Teens are more likely than adults to be victims of violence



Note: Violent crimes include rape, robbery, aggravated assault, and simple assault.

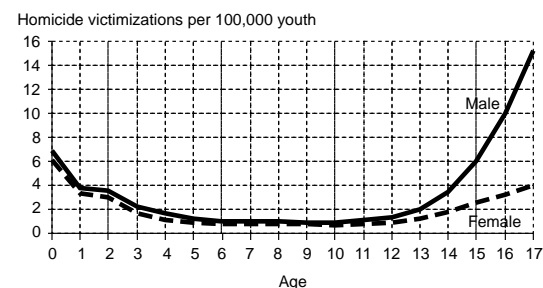
Source: Bureau of Justice Statistics, *Teenage Victims: A National Crime Survey Report*, 1991.

The homicide victimization rate among black youth has increased substantially in recent years



Source: FBI, *Supplemental Homicide Reports, 1976–1991*.

Homicide victimization rates vary by age and sex



Note: Rates are based on the 1976–1991 combined average.

Source: FBI, *Supplemental Homicide Reports, 1976–1991*.

RECLAIM Ohio JUSTICE MATTERS

Ohio has enacted an ambitious initiative to reduce overcrowding in State correctional facilities and increase the number of youth being served in community-based programs. Enacted by the General Assembly in June 1993 and titled RECLAIM Ohio (Reasoned and Equitable Community and Local Alternatives to Incarceration of Minors), this statewide plan to reduce the number of juveniles held in secure correctional facilities has been called by advocates "the most positive change in juvenile justice in Ohio in a decade."

In the past 10 years the number of youth incarcerated by the Ohio Department of Youth Services has increased 30 percent, resulting in an escalating daily institutional population reaching a high in the spring of 1992 of more than 2,500 youth (or roughly 180 percent of the system's capacity).

According to an article by Donna Hamparian in *Ohio's Children*, a statewide youth services newsletter, many offenders in the State's secure correctional facilities have committed property or drug offenses. In fact, 75 percent of the youth committed have never been adjudicated delinquent for a violent offense.

Because studies demonstrate that institutional overcrowding leads to ineffective programming and poor conditions of confinement for juvenile offenders, it is hoped that this new initiative will not only allow for more community-based care for

nonviolent offenders, but will also allow institutions the opportunity to improve services to youth who need to be in secure care by reducing overall numbers.

The RECLAIM Ohio initiative calls for the pooling of Department of Youth Services' funds allotted for the operation of institutions, institutional programs, private facilities, community rehabilitation facilities, and Community Corrections grants into one large Care and Custody Fund, which will then be divided among Ohio's 88 counties based on a formula that considers the per diem cost for care and custody of felony delinquent youth, the projected length of stay, the number of youth in custody, and the number of juveniles adjudicated delinquent for felonies.

This new system would allow juvenile court judges to use county Care and Custody Funds to "purchase" home-based, community-based, or residential placements, including day treatment programs, electronic monitoring, placement in a specialized treatment program, intensive supervision, tracking services, and other services.

Before the new system was developed, juvenile court judges could place juvenile offenders in secure institutional beds at no cost to the county. Under the RECLAIM Ohio plan, counties must now use part of the Care and Custody allocation to "purchase" placements at the Department of Youth Services or

a community-based correctional facility and must pay 75 percent of the daily cost of care.

The initiative does make an exception, setting aside money so that counties can continue to commit, at no charge, juvenile offenders fitting into a "public safety" category, primarily those adjudicated for murder, aggravated murder, or rape.

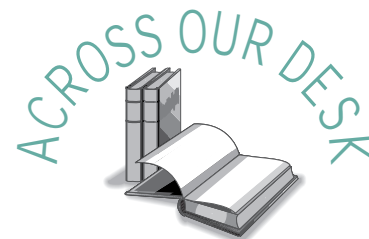
The new initiative will begin in 1994, with \$7 million of the Department of Youth Services budget allocated to fund five to seven counties volunteering to use the new funding structure during the year. The full initiative is to take effect in all 88 counties on January 1, 1995.

The State has established an oversight committee to review applications and select the pilot counties for 1994. The committee will also be responsible for monitoring the effectiveness of the initiative's implementation strategy and make recommendations for legislative and/or administrative changes.

For further information on the RECLAIM Ohio Initiative, contact Caroline Rankin, Office of Legislation and Public Information, at (614) 466-8657; Linda Modry, Subsidy Division, at (614) 752-8130; or Melissa Dunn, Juvenile Justice Specialist, Office of Criminal Justice Services, 400 East Town Street, Suite 120, Columbus, OH 43215, or call (614) 644-6797.

Reinventing Juvenile Justice

Barry Krisberg and James F. Austin. Newbury Park, California: SAGE Publications, Inc., 1993.



Contemporary American society has been described as the most violent in human history. The upsurge in juvenile violence is particularly disturbing.

Families, along with the neighborhoods in which they live, are falling into decay. Youth may be more likely to find guns and drugs on the streets than Mom and Dad in their homes.

Will the juvenile court survive these paradigmatic societal changes? Should it? And if so, how can it be improved to meet the current challenges that face it?

As Barry Krisberg and James Austin observe, "Answers to these questions are inextricably tied to the social forces impacting children and their families."

In *Reinventing Juvenile Justice*, Krisberg and Austin, of the National Council on Crime and Delinquency, present a candid and cogent view of the state of juvenile justice—and injustice—in America:

The juvenile court presents us with a curious mixture of uplifting ideology and harsh daily realities. Its rhetoric is steeped in concepts such as "comprehensive care" and "individualized treatment." Yet, too often the reality is assembly-line justice in which large numbers of youngsters are quickly "disposed of" through a limited set of options that rarely are adequately funded.

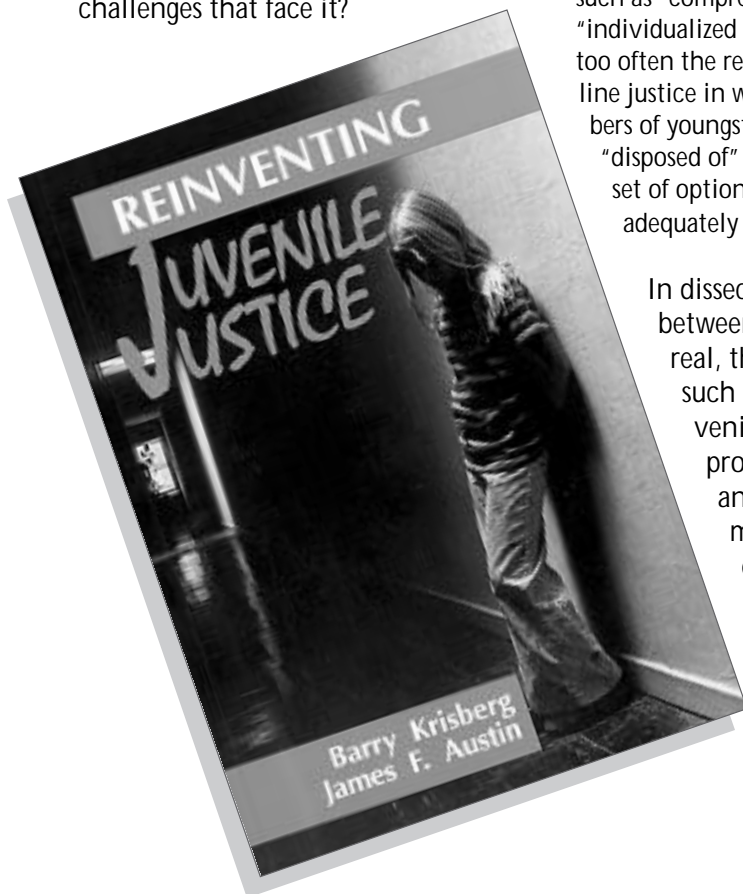
In dissecting the dichotomy between the ideal and the real, the authors address such timely topics as juvenile laws and court procedures, probation and detention determinations, and the effect of race and

gender on decisions to take young people into custody.

Not content to criticize, Krisberg and Austin recommend solutions, as in their alternative to the failed "lock-'em-up-and-throw-away-the-key" approach:

We believe a more promising direction for the future of U.S. juvenile justice is the rediscovery and updating of the juvenile court's historical vision. Reforms that emphasize the best interests of children must pursue the true individualization of treatments and the expansion of the range of dispositional options available to the court.

The road to "reinventing" juvenile justice lies in rediscovery of the time-tested principles of the past and applying them to the pressing problems of the present. While not a road map, *Reinventing Juvenile Justice* is an informative travel guide well worth taking on the journey.



OJJDP PUBLICATIONS

Announcing the OJJDP Summary Series

Findings from OJJDP-funded initiatives often have major implications for the future of juvenile justice policies and practices. Now OJJDP is making these findings available through a new publications series that presents concise, yet comprehensive information on today's issues of concern.

The OJJDP Summary Series consists of four categories:

- ◆ *OJJDP Research Summary*—Reports key research and evaluation findings to enhance future juvenile justice policies and practices.
- ◆ *OJJDP Program Summary*—Highlights delinquency prevention programs implemented at the national, State, and local levels to serve as models for other jurisdictions.
- ◆ *OJJDP Training Summary*—Describes training initiatives offered to juvenile justice professionals and provides recommendations for their replication.
- ◆ *OJJDP Statistics Summary*—Presents key findings and trends derived from data collection projects to assist administrators in planning and policy development.

Titles soon to be released include:

- ◆ *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*—John J. Wilson and James C. Howell.

Explains the principles and components for implementing OJJDP's initiative to combat violent and chronic juvenile offenders. Includes

a review of statistics, research, and program evaluations (see page 34 for further description).

- ◆ *Conditions of Confinement: A Study To Evaluate Conditions in Juvenile Detention and Corrections Facilities*—Dale G. Parent.

Reports the latest findings on conditions in juvenile confinement facilities. Examines overcrowding, violence, suicidal behavior, and escapes. Institutional security, treatment programming, education, health care, and protection of juveniles' rights are also analyzed.

- ◆ *Minorities and the Juvenile Justice System*—Carl E. Pope and William Feyerherm.

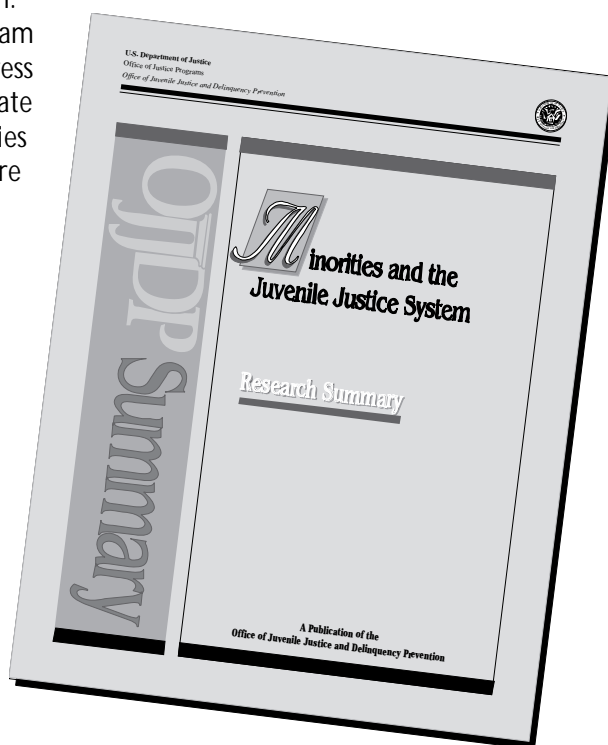
Analyzes the effects of minority status on the processing of youth in the juvenile justice system.

Provides policy and program recommendations to address the issue of disproportionate representation of minorities in the system and to ensure equitable treatment.

- ◆ *Urban Delinquency and Substance Abuse: Initial Findings Report*—David Huizinga, Rolf Loeber, and Terence P. Thornberry.

Presents preliminary findings of longitudinal research on the causes and correlates of juvenile delinquency. Examines the age of onset and prevalence of delinquency, drug use, and other problem behaviors and youths' relationships to peers and family. Describes characteristics of effective intervention programs.

To obtain any of these OJJDP Summary Series publications, complete the order form on page 35 or call the Juvenile Justice Clearinghouse at 1-800-638-8736.



OJJDP PUBLICATIONS

Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

OJJDP recently made available its first OJJDP Summary, *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* by John J. Wilson and James C. Howell. A comprehensive approach that targets juveniles at risk of delinquency for family support, prevention, treatment, and rehabilitation efforts, the new OJJDP strategy can be implemented in any jurisdiction. For high-risk youth, the strategy couples graduated sanctions with treatment through a network of community-based services.

OJJDP's comprehensive strategy includes a prevention component, which is based on a risk-focused approach. This approach recognizes that protective buffer programs must be established to counter major risk factors, including high-crime neighborhoods, weak family attachments, lack of consistent discipline, and physical or sexual abuse.

The strategy's intervention component comprises a range of options, including both immediate interventions and intermediate sanctions. It calls for extensive use of nonresidential community-based programs such as referral to prevention programs for most first-time offenders. Community policing shows considerable promise as a means of early intervention. Intermediate sanctions use both nonresidential and residential placements consisting of

intensive supervision programs for serious and violent offenders.

Secure corrections provide a structured treatment environment for more serious, violent, and chronic offenders. Small, community-based facilities offer the best hope for successful treatment of youth requiring a structured setting. Intensive after-care programs are critical to the success of juveniles once they return to their neighborhoods and communities.

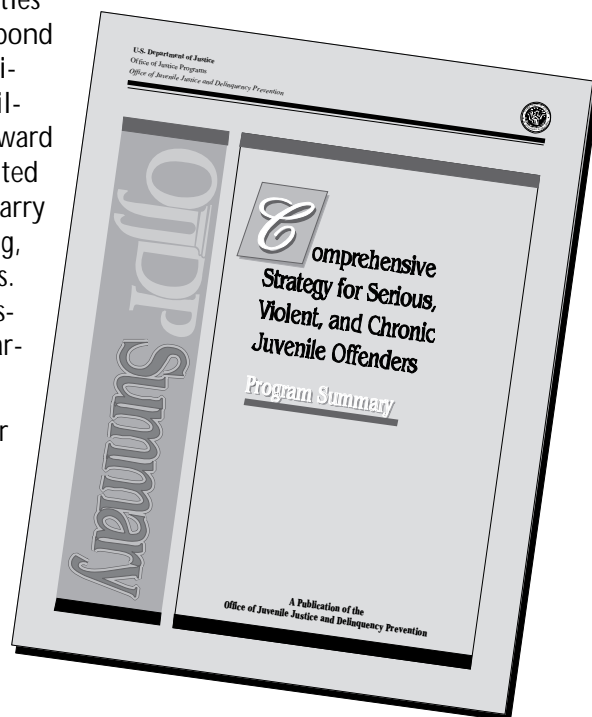
Implementing the strategy is a major priority for OJJDP. In September 1993 OJJDP selected a grantee to identify effective prevention and intervention program models, provide jurisdictions with a blueprint for assessing their juvenile justice systems, and help communities plan new programs that respond to local needs. OJJDP anticipates that funds will be available in fiscal year 1994 to award competitive grants to a limited number of jurisdictions to carry out the assessment, planning, and implementation process. Training and technical assistance will be provided to participating communities.

OJJDP anticipates a number of benefits for communities that adopt the comprehensive strategy, including:

- ◆ Greater accountability among youth.

- ◆ Increased prevention of delinquency as fewer young people enter the juvenile justice system.
- ◆ Enhanced responsiveness by, and decreased costs for, the juvenile justice system.
- ◆ Decreased crime as fewer serious, violent, and chronic delinquents become adult criminals.

Detailed information about the strategy, including the supporting research, statistics, and program evaluation, is included in the OJJDP Research Summary, which can be obtained by calling the Juvenile Justice Clearinghouse toll free at 1-800-638-8736.



Juvenile Justice Order Form

JUVENILE JUSTICE

Volume I • Number 2
Fall/Winter 1993

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- ___ *Restitution Experience in Youth Employment: A Monograph and Training Guide to Jobs Components.* NCJ 115404.

From the OJJDP Summary Series

- ___ *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.* NCJ 143453.
- ___ *Conditions of Confinement: A Study To Evaluate Conditions in Juvenile Detention and Corrections Facilities.* NCJ 141873.
- ___ *Minorities and the Juvenile Justice System.* NCJ 139557.
- ___ *Urban Delinquency and Substance Abuse: Initial Findings Report.* NCJ 143454.

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- ___ *Minorities and the Juvenile Justice System—Full Report.* NCJ 139556. \$11.50 (U.S.), \$13.65 (Canada), and \$17.75 (other international orders).
- ___ *National Survey of Reading Programs for Incarcerated Juvenile Offenders.* NCJ 144017. \$6.75 (U.S.), \$6.75 (Canada), and \$9.20 (other international orders).
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