



1998 Report to Congress

Title V Incentive Grants for Local Delinquency Prevention Programs

**Juvenile Justice and Delinquency Prevention Act of 1974, as
Amended in 1992 (PL 93-415; 42 U.S.C. 5601 *Et seq*)**



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

Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93–415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP’s goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

Research and Program Development Division develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

Training and Technical Assistance Division provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

Special Emphasis Division provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

State Relations and Assistance Division supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

Information Dissemination Unit informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit’s activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

Concentration of Federal Efforts Program promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

Missing and Exploited Children’s Program seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children’s Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 47 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent juvenile victimization and respond appropriately to juvenile delinquency. This is accomplished through developing and implementing prevention programs and a juvenile justice system that protects the public safety, holds juvenile offenders accountable, and provides treatment and rehabilitative services based on the needs of each individual juvenile.

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May 1999



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

Foreword

Across the country, community professionals and concerned citizens seek to create environments that foster the healthy development of youth:

- ◆ Residents of Fayette County, Pennsylvania envision a “community where children grow up to be adults who have integrity, who possess necessary skills, who are motivated, and who are resilient.”
- ◆ Ten years from now, the community members of Benkelman, Nebraska would like to see their community, “maintaining a zero tolerance for underage drinking and drug use.”
- ◆ Citizens of Ingham County, Michigan strive to undertake “a model of violence prevention with an integrated, holistic approach...and a continuum of services that supports families to maintain safe, nurturing homes for children.”
- ◆ Richmond, Virginia residents seek to “provide youth with community-based opportunities to be accountable for their behavior and to participate in programs with their families designed to help them acquire social, educational, and workplace competencies.”

Since 1994, the Title V Incentive Grants for Local Delinquency Prevention Programs, known as the Community Prevention Grants Program, has helped communities nationwide to make significant strides toward realizing their visions. With this program, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides communities with the framework, tools, and initial funding needed to initiate comprehensive, sustainable strategies that address juvenile delinquency and other adolescent problem behaviors. The program’s emphasis on community-wide mobilization and data-driven decision-making promotes effective use of resources and, moreover, increases multidisciplinary ownership for program results and accountability for the well-being of youth.

The Community Prevention Grants Program draws from the best available research regarding juvenile crime and delinquency and translates that research into effective policy and practice. Through training and technical assistance, the program supports communities in conducting rigorous local assessments of the underlying conditions that put children and youth at risk for delinquency and other problem behaviors. Communities are empowered to build comprehensive prevention strategies—tailored to their local needs and resources—that reduce their community’s risk factors, while also enhancing the protective factors that provide youth with buffers from the negative consequences of exposure to risk.

Representing a new way of doing business, communities report that implementing this research-based, risk- and protection-focused model is not always easy. Nevertheless, early indications of success show that the hard work is paying off. Over the past 5 years, more than 600 communities across the Nation have conducted community assessments, developed comprehensive delinquency prevention plans, and received prevention grants. While some communities are just beginning the grant process, others have completed the implementation of their 3-year delinquency prevention plans and are reporting encouraging results in terms of enhanced coordination of youth resources, family strengthening, school performance, and youth behavior. Supported by community-wide commitment and measurable outcomes, many projects have been sustained following their grant periods through a variety of State and local funding sources. As such, our initial seed money is creating momentum for the focused, coordinated, and long-term efforts necessary to address juvenile crime and delinquency in a meaningful way.

It is my pleasure to present to you this fifth annual *Report to Congress on Title V*. The activities and accomplishments of the program, presented in the following pages, hold great promise for moving us toward our shared vision of a Nation in which all of our youth realize their full potential as healthy, law-abiding, and productive citizens.

Shay Bilchik
Administrator

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Introduction

The United States Department of Justice, under the leadership of Attorney General Janet Reno, is committed to investing in the future of America by providing infants, children, and teens with developmentally appropriate opportunities and interventions that will foster the growth of its juvenile population into healthy and law-abiding adults. In 1992, Title V of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended (PL 93-415; 42 U.S.C. 5601 *et seq.*), established a new delinquency prevention program, Incentive Grants for Local Delinquency Prevention Programs—referred to as the *Community Prevention Grants Program*—to assist and encourage communities to focus on preventing juveniles from entering the juvenile justice system. This is the fifth annual report prepared to fulfill the requirements of Section 504(4) of Title V, which directs the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to submit a report to the Committee on Education and the Workforce in the U.S. House of Representatives and the Committee on the Judiciary in the U.S. Senate:

- ◆ Describing activities and accomplishments of grant activities funded under this title.
- ◆ Describing procedures followed to disseminate grant activity products and research findings.
- ◆ Describing activities conducted to develop policy and to coordinate Federal agency and interagency efforts related to delinquency prevention.
- ◆ Identifying successful approaches and making recommendations for future activities conducted under the title.

The *1998 Report to Congress* begins with a review of current trends in juvenile justice and the role the Community Prevention Grants Program plays in the prevention and control of juvenile problem behaviors. The second chapter provides an overview of the allocation of Title V resources that have been provided to participating States and communities to date, including training, technical assistance, evaluation support, and funding. The third chapter examines the experiences of States and communities as they move from the theoretical model to practical application, presents barriers encountered by grantees and subgrantees during implementation, and highlights State and local strategies for overcoming these barriers and facilitating success. In the fourth chapter, the coordination of State and Federal efforts to support local delinquency prevention is discussed. Finally, the last chapter reviews our commitment to delinquency prevention and the promise it holds for moving toward a healthier, safer future for our Nation's children and families.

I. A National Strategy for Juvenile Delinquency Prevention

The latest statistics on juvenile crime and delinquency in the United States provide encouraging evidence that Federal, State, and local prevention and intervention strategies are taking hold. Juvenile arrests for violent crime are substantially below their peak in the early 1980's, suggesting that the feared "wave of violence" may be subsiding. In 1997, for the third year in a row, the total number of juvenile arrests for violent crimes declined, despite continued growth in the juvenile population. Most notably, the number of juvenile arrests for murder decreased 39 percent from 1993 to 1997. During the same period, arrests for weapons law violations dropped 23 percent (Snyder, 1998).

Despite the recent and encouraging reversal of national arrest and juvenile drug use trends, however, the problems of juvenile crime and delinquency remain far from eradicated. In 1997, law enforcement agencies made an estimated 2.8 million arrests of persons under the age 18, including 123,400 arrests for violent crimes, 701,500 for property crimes (i.e., burglary, larceny theft, motor vehicle theft, and arson), and 220,700 for drug abuse violations (Snyder, 1998). Arrest data tell only part of the story of the well-being of children and youth in our country. According to the 1997 *Monitoring the Future Survey*, almost one in three 12th graders and one in four 10th graders reported heavy drinking (at least five drinks in a row in the previous 2 weeks) and roughly a quarter of 12th and 10th graders reported using illicit drugs in the previous 30 days (Federal Interagency Forum on Child and Family Statistics, 1998). Additionally, while adolescent birth rates have declined in the 1990's, in 1996 there were approximately 34 births per 1,000 young women ages 15 to 17 (Federal Interagency Forum on Child and Family Statistics, 1998).

The factors that place youth at risk of adolescent problem behavior are still all too prevalent in families and communities. Almost 1 million children were the victims of substantiated child abuse and neglect

in 1996 (U.S. Department of Health and Human Services, 1998) and 20 percent of children under age 18 lived in poverty (Federal Interagency Forum on Child and Family Statistics, 1998). Firearms and drugs are frequently too easy for youth to access, and community laws and norms in some cities and towns may inadvertently send the wrong messages to our Nation's youth.

We need to build on our recent accomplishments in the prevention and reduction of juvenile crime by continuing to implement community-based prevention and early intervention programs that address risk factors, strengthen families, and provide youth with opportunities to succeed. Further, the use of accountability-based sanctions is vital to protecting the public and dealing with juvenile offenders.

The Title V Community Prevention Grants Program provides communities with the resources needed to identify and respond to the root causes of their local juvenile delinquency problems through comprehensive, collaborative prevention planning. The program offers training and technical assistance to communities as they conduct assessments and develop local plans, and then provides seed funding to help communities implement their plans over a 3-year period. In the process, communities are empowered to initiate delinquency prevention programs that best suit their unique needs and circumstances. With the Community Prevention Grants Program, OJJDP has developed, implemented, and is now testing the effects of a delinquency prevention strategy that is firmly grounded in research and the science of prevention. Communities across the country are translating this research into practice and beginning to see positive results from their efforts.

This chapter begins with a summary of key research findings on juvenile crime and delinquency and effective approaches to prevent and control it. The

second section briefly describes OJJDP's *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* and the role Title V plays in the prevention component. The final section provides an overview of the Community Prevention Grants Program, with a discussion of its key principles, grant award process, capacity building components, and national evaluation strategy.

1. What the Research Tells Us About Juvenile Delinquency Prevention

The foundation of effective delinquency prevention is solid empirical research. To build this foundation, OJJDP has supported numerous research efforts that have significantly enhanced our understanding about the developmental pathways to juvenile crime and delinquency, including:

- ◆ The Program of Research on the Causes and Correlates of Delinquency,
- ◆ Foundations of Risk and Protection Focused Prevention, and
- ◆ The Study Group on Serious and Violent Juvenile Offenders.

Not only have these efforts greatly enhanced our understanding of juvenile crime and delinquency, but they also have helped to bridge the gap between research and practice by focusing on the implications of the research for prevention programming.

1.1 The Causes and Correlates of Delinquency

Since 1986, OJJDP has funded three coordinated, longitudinal research projects that constitute the largest shared-measurement approach ever achieved in delinquency research. Collectively known as the Program of Research on the Causes and Correlates of Delinquency, research teams at the State University of New York at Albany, the University of Colorado, and the University of Pittsburgh have collaborated extensively to design and conduct studies of at-risk youth in Rochester, New York; Denver, Colorado; and Pittsburgh, Pennsylvania. The goal of this large longitudinal study is to provide an empirical foundation for a new generation of preventive,

judicial, and therapeutic delinquency interventions (Kelley, Huizinga, Thornberry, & Loeber, 1997).

As a result of this program of research, we now know that:

- ◆ Most *chronic* juvenile offenders start their criminal career prior to age 12 (Wilson & Howell, 1994). For some youth, involvement in serious violent behavior begins as early as 10 years of age (Kelley, Huizinga, Thornberry, & Loeber, 1997). Moreover, early indicators of juvenile delinquency may be apparent among boys as young as ages 1 to 5 years old (Kelley, Loeber, Keenan, & DeLamatre, 1997).
- ◆ The development of delinquent behavior by boys generally takes place in an orderly, predictable fashion, with less serious problem behaviors preceding more serious problem behaviors. Boys tend to follow three developmental pathways as they progress to more serious problem behaviors: conflict with authority (from stubborn behavior, to defiance, to authority avoidance), covert actions (from lying, to property damage, to burglary and theft), and overt actions (from aggression, to fighting, to violence). Once youth have penetrated the more serious stages of a pathway to delinquency, it is more difficult to steer them toward healthy behaviors (Kelley, Loeber, Keenan, & DeLamatre, 1997).
- ◆ A small number of chronic violent offenders commit a large percentage of all violent offenses. These chronic violent offenders tend to be less attached to and less monitored by their parents, less committed to school, and less attached to teachers. They also tend to have more delinquent peers; reside in poor, high-crime-rate areas; and belong to gangs. In general, these youth start earlier and continue later in their offending than do other juvenile offenders (Wilson & Howell, 1994).

We also know that the development of disruptive and delinquent behaviors often goes unchecked among many juvenile offenders. In Pittsburgh, problem behavior had been exhibited for an average of 6 years by boys in the eighth grade who had committed delinquent acts, but only 41 percent of these boys' parents had ever sought help from anyone, including friends, family members, or professionals. Further,

only 20 percent of these delinquent eighth graders had been in contact with the juvenile court (Kelley, Loeber, Keenan, & DeLamatre, 1997).

These research findings hold important implications for delinquency prevention programming:

◆ **Preventing delinquency requires early identification of the risk and protective factors that affect youth development.**

Because prevention efforts are more successful and cost-effective if the child has not already persistently performed a negative behavior or penetrated the more serious stages of a pathway to delinquency, we must identify and address the early warning signs of problem behaviors as they emerge, from birth to adulthood (Kelley, Loeber, Keenan, & DeLamatre, 1997).

◆ **Juvenile justice, school, child welfare, medical, and mental health service systems must collaborate to develop comprehensive, age-appropriate strategies** to assist children in mastering key developmental tasks.

Comprehensive approaches that meet the needs, identify the interests, and foster the strengths of at-risk children as they progress from birth to adulthood hold the greatest promise for reducing juvenile crime (Kelley, Loeber, Keenan, & DeLamatre, 1997).

This research provides empirical information to guide effective delinquency prevention programming and reinforces the underlying principles of the Community Prevention Grants Program—that comprehensive, multidisciplinary approaches addressing risk and protection factors through age appropriate activities will lead to reductions in juvenile delinquency.

1.2 The Foundations of Risk- and Protection-Focused Delinquency Prevention

More than 30 years of research have identified many of the precursors of juvenile delinquency and violence (i.e., risk factors), as well as the factors that help buffer children against their influence (i.e., protective factors). Risk factors for delinquent behavior and youth violence include a number of conditions, attitudes, or behaviors that increase the likelihood that a child will develop delinquent behaviors in adolescence, leading to crime and arrest.

Risk factors exist in several domains, including the community, school, family, peer group, and within the individual. Examples of risk factors include the availability of firearms in the community, low neighborhood attachment, community disorganization, family management problems, early academic failure, lack of commitment to school, and association with peers who engage in the problem behavior (Developmental and Research Programs, 1996). The Report Appendix presents a list of risk factors that multiple studies have linked to unhealthy adolescent behaviors.

Countering risk factors are protective factors, conditions that protect juveniles either by reducing the impact of risks or by changing the way they respond to risks (e.g., increasing a child's resilience). Ultimately, they can help promote positive behavior, health, well-being, and personal success. Protective factors include resilient temperament (i.e., having the ability to adjust or recover from misfortune), positive adult and peer relationships that promote bonding, and healthy beliefs and clear standards (Developmental and Research Programs, 1996). Examples of healthy beliefs include believing it is best for children to be drug free and to do well in school. Examples of clear standards include establishing consistent no drug and alcohol family rules and establishing the expectation that a youngster do well in school.

The following generalizations regarding risk and protective factors are significant for community prevention planning and development (Howell, 1995):

- ◆ Risks exist in multiple domains (community, family, school, individual/peer).
- ◆ Common risk factors predict diverse behavior problems.
- ◆ The more risk factors present, the greater the risk for juvenile problem behavior.
- ◆ Risk factors have consistent effects across different races and cultures.
- ◆ Protective factors can help buffer exposure to risks.

The implication of the research is clear: if the risks in young people's lives can be identified and reduced, or countered with protective factors, the possibility of preventing adolescent problem behaviors associated with those risks is greatly increased.

Strategies that work to reduce known risk factors and enhance protective factors have gained widespread acceptance among researchers and practitioners as effective approaches to prevent delinquency and other juvenile problem behaviors. Several risk- and protection-focused delinquency prevention models exist, each differing slightly in scope, emphasis, and terminology. They include, for example, *Communities That Care* (Developmental Research and Programs, 1994), the *Benson Asset Model* (Benson, Galbraith, & Espeland, 1994), the *Health Realization* model (Benard, 1991), and *Pransky's Prevention Pyramid* (Pransky, 1991).

1.3 The Study Group on Serious and Violent Juvenile Crime

Recognizing that States and communities require up-to-date, detailed information about the risk and protective factors for serious and violent juvenile (SVJ) offending and the effectiveness of SVJ crime prevention and intervention strategies, OJJDP convened the Study Group on Serious and Violent Juvenile Offenders in 1995. Made up of 22 leading juvenile justice and criminology scholars, including lead researchers from the Program of Research on the Causes and Correlates of Delinquency, the Study Group has synthesized decades of research on factors that affect SVJ crime rates and strategies that aim to prevent and/or reduce SVJ offending.

The Study Group has drawn the following general conclusions from its analysis of SVJ crime data (Loeber & Farrington, 1998):

- ◆ SVJ offenders are a distinct group of offenders who tend to start early and continue late in their offending and who are responsible for a disproportionate amount of all juvenile crime. By targeting effective early delinquency prevention and intervention programs at this

population, communities can achieve dramatic reductions in their overall juvenile crime rates.

- ◆ Many potential SVJ offenders below the age of 12 are not routinely processed in juvenile court, and services in the community for such offenders appear unnecessarily fragmented, leading to a lack of public accountability for young potential SVJ offenders. Communities must integrate their juvenile justice, child welfare, mental health, and public health services in order to identify, track, and redirect potential SVJ offenders. Otherwise, these youth will continue to slip through the cracks.
- ◆ It is never too early to engage at-risk youth and their families in effective delinquency prevention programs, including home visitation of pregnant women, support programs for teenage parents, parent training, preschool intellectual enrichment programs, and interpersonal skills training.
- ◆ Communities must attempt to decrease the prevalence of gangs, the availability of firearms, and the prevalence of drug markets, all of which place youth at risk for SVJ crime.
- ◆ Delinquency prevention and intervention programs should address multiple problems that lead to delinquency.

The Study Group findings, coupled with the earlier research on risk and protective factors and the causes and correlates of delinquency studies, underscore the need for communities to adapt integrated, research-based approaches to prevention. Towards this end, OJJDP is supporting continued research, including a new Study Group on Very Young Offenders, which will focus specifically on what is known about the prevalence and prevention of very young offending under the age of 13.

2. OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

In 1993, in response to the growing concern about rates of juvenile crime, OJJDP published the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Wilson & Howell, 1993) to provide State and local policy makers and practitioners with a research-based framework of

strategic responses—from early prevention through a range of appropriate and graduated sanctions—that support efforts to reduce juvenile crime and delinquency. The *Comprehensive Strategy’s* framework for combating juvenile crime and delinquency incorporates two principal components: 1) preventing youth from becoming delinquent through the use of both broad-based and targeted prevention strategies, and 2) improving the juvenile justice system response to delinquent offenders through a system of graduated sanctions and a continuum of treatment alternatives that include immediate intervention, intermediate sanctions, community-based corrections, and after-care services. Together, delinquency prevention programs, early intervention, and graduated sanctions provide a “continuum of services” with the goal of both preventing and stopping the progression of delinquent and criminal careers.

OJJDP’s *Comprehensive Strategy* promotes a systematic approach to preventing, controlling, and reducing juvenile crime. Drawing on the principles of the public health model, the underlying premise of this strategy is that we must identify the root causes of juvenile crime and delinquency and then implement a range of programs and services to prevent delinquency from occurring in the first place. If offenses still occur, we must use a full range of sanctions to defuse and control the conduct at the earliest opportunity. By addressing the problem of juvenile crime and delinquency from the perspectives of public safety, accountability, and care and concern for every child—through both prevention and delinquency control—we can achieve the greatest success in enhancing positive youth development and reducing juvenile crime.

The Title V Community Prevention Grants Program addresses and supports the prevention component of the *Comprehensive Strategy’s* continuum of services. Title V offers a funding incentive to encourage multidisciplinary community leaders to engage in community assessments and to develop comprehensive, collaborative plans to prevent delinquency.

3. Overview of the Title V Community Prevention Grants Program

The Community Prevention Grants Program provides communities with the following critical ingredients for successful delinquency prevention:

- ◆ A theory-driven, research-based prevention framework.
- ◆ The tools, training, and technical assistance needed to bring community members together to build on that framework.
- ◆ Local control of program planning and implementation.

With these assets, and seed money to set the process in motion, communities are able to design and implement comprehensive, risk- and protection-focused prevention strategies that encompass all areas of young people’s lives—their families, schools, peers, and communities.

3.1 Key Principles of the Community Prevention Grants Program

A major impetus behind the development of the Title V Community Prevention Grants Program was the National Association of Counties’ (NACO) observation that local jurisdictions had been paying the expensive “back-end” costs of the juvenile justice system—enforcement and treatment—and, in the process, depleting the funds that could otherwise be used to support prevention activities. Without an infusion of money from alternate sources (e.g., State and local governments) that could be applied to the “front end” of the system, cities and counties became entangled in a cycle whereby cost effective opportunities to prevent crime and avoid justice system involvement were lost. In 1992, NACO testimony before the Subcommittee on Juvenile Justice of the Senate Committee on the Judiciary recommended helping communities to develop a more balanced approach to juvenile crime that could be tailored to their specific local needs.

In the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Congress established Title V—Incentive Grants for Local Delinquency Prevention Programs. Title V

created a Federal grants program to fund collaborative, community-based delinquency prevention efforts along the lines of what had been recommended by NACO. The program integrated the following six underlying principles:

- ◆ **Comprehensive and multidisciplinary approaches**—To increase the efficacy of delinquency prevention efforts and reduce duplication of services, the program requires that each community designate a Prevention Policy Board, a multidisciplinary planning board including representatives from law enforcement, juvenile justice, education, recreation, social services, private industry, health and mental health agencies, churches, civic organizations, and other youth and family service organizations.
- ◆ **Research foundation for planning**—The program promotes a rational framework for responding to adolescent problem behaviors that is based on decades of juvenile delinquency research (Howell, 1995). Through systematic risk assessments and ongoing data collection activities, communities identify and prioritize areas of risk that warrant delinquency prevention resources and track the outcomes of their delinquency prevention efforts.
- ◆ **Community control and decision-making**—The Community Prevention Grants Program enables local jurisdictions to assess their own delinquency prevention needs and resources and then design and implement appropriate, sustainable delinquency prevention initiatives that fit local conditions.
- ◆ **Leverage of resources and systems**—While some subgrant awards are relatively small, this seed money can provide both a financial base and the incentives necessary for local jurisdictions to secure additional funding and implement sustainable delinquency prevention systems in their communities. The program requires a local resource assessment, which identifies duplication in services, program gaps, and opportunities for service integration. Local resource and risk assessments lend validity to requests for local and State funding and enable communities to use more effectively the delinquency prevention funds they secure.

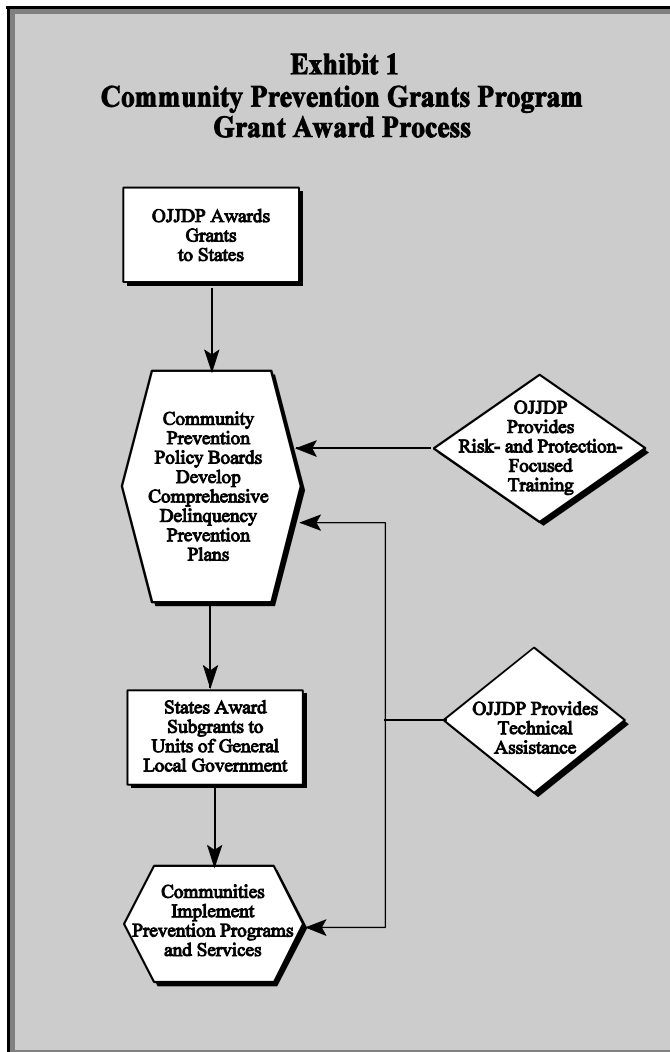
- ◆ **Evaluation to monitor program success**—At the local level, requisite program evaluation activities enable stakeholders to assess progress, refine their programs, and optimize effectiveness over time. Community members receive the tools needed to assess program outcomes and monitor long-term changes in the prevalence of risk factors and adolescent problem behaviors in the community. In addition, OJJDP is conducting a national evaluation to analyze program results across communities, assess the impact of Federal program dollars, and gather and disseminate information on what does and does not work in delinquency prevention.
- ◆ **Long-term perspective**—Perhaps most important, this program does not propose quick-fix solutions to complicated juvenile problems, but rather has adopted a long-term perspective that fosters positive, sustained community change. Short-term efforts must be combined with long-term investments to create healthier and safer neighborhoods over the long run.

In the Community Prevention Grants Program, these fundamental principles are combined to form a strategic approach to reducing juvenile delinquency, providing a sound framework for its practical application. Chapter III of the report describes the experiences of States and communities in translating these theory-based principles into practice as they receive funding and implement the program model.

3.2 The Grant Award Process

The Community Prevention Grants Program structure is designed to provide communities with a guiding framework for building healthy communities in an objective, systematic, and comprehensive manner. The program grant award process—as set forth in the final Program Guideline in the Federal Register, August 1, 1994 (Volume 59, Number 146)—authorizes the State to award grant funds to units of general local government and allows for broad local discretion in applying funds toward community-based delinquency prevention activities tailored to the needs of the specific locality. In conjunction with the grant award process, OJJDP has awarded a contract to provide national training and technical assistance to help communities that wish to build

their capacity in delinquency prevention planning and implementation. The program's grant award process and capacity-building activities are illustrated in Exhibit 1.



Program funds are distributed to local communities in a two-step process. In the first funding step, OJJDP awards grants to States. Each State, as well as the District of Columbia and U.S. Territories (subsequently, “the States”), is eligible to apply for program funds provided that it has a State agency designated by the chief executive under Section 299(c) of the JJDP Act and a State Advisory Group (SAG). As provided by Section 223(a)(3) of the Act, the SAG is an advisory board appointed by the Governor with 15 to 33 members who have training, experience, or special knowledge concerning the

prevention and treatment of juvenile delinquency or the administration of juvenile justice. Statutory responsibilities of the SAG include participating in the preparation and administration of the State's juvenile justice plan, advising the Governor and legislators on responding to juvenile justice needs, and reviewing grant applications related to juvenile justice and delinquency prevention. Program grant amounts are based on a formula determined by the State's population of youth who are subject to original juvenile court delinquency jurisdiction under State law, with a minimum State award level of \$100,000 and a maximum of \$2,354,000. (Territories are each eligible for \$33,000, with the exception of Puerto Rico, which receives an amount based on juvenile population.)

In the second funding stage, the State agency, with concurrence of the SAG, awards subgrants to units of general local government through a competitive process. Units of general local government are defined as any city, county, town, borough, parish, village, or other general purpose political subdivision of a State, and any Indian tribe that performs law enforcement functions. In order to be eligible to apply for a subgrant from the State, a unit of general local government must first:

- ◆ Receive SAG certification of compliance with the JJDP Act core requirements.
- ◆ Convene or designate a local Prevention Policy Board, consisting of 15 to 21 members representing a balance of public agencies, nonprofit organizations, private business and industry, at-risk youth, and parents.
- ◆ Submit a 3-year, comprehensive delinquency prevention plan to the State.
- ◆ Provide a 50 cents-on-the-dollar match, either cash or in-kind, of the subgrant award amount.

SAGs may establish additional eligibility criteria for subgrant awards in their States based on criteria related to juvenile crime or other indications of need (e.g., jurisdictions with above-average violent crime rates).

Exhibit 2 presents the requirements for local applicants' comprehensive delinquency prevention

Exhibit 2
**Requirements for the Comprehensive
Delinquency Prevention Plan**

- ◆ The designation of a Prevention Policy Board, consisting of 15 to 21 members representing a balance of public agencies, nonprofit organizations, private business and industry, at-risk youth, and parents.
- ◆ Evidence of key community leaders' support for the delinquency prevention effort.
- ◆ Definition of the boundaries of the program's targeted neighborhood or community.
- ◆ An assessment of the community's readiness to adopt a comprehensive risk-focused delinquency prevention strategy.
- ◆ An assessment of baseline data related to risk factors prevalent in the community.
- ◆ An identification of available resources and promising approaches that address identified risk factors and an assessment of gaps in existing services.
- ◆ A strategy for mobilizing the community to implement delinquency prevention activities.
- ◆ A strategy for obtaining and coordinating identified resources to implement promising approaches that address priority risk factors and strengthen protective factors.
- ◆ A plan describing how program funds and matching resources will be used to accomplish stated goals and objectives.
- ◆ A description of the Prevention Policy Board's program management role.
- ◆ A plan for collecting performance and outcome evaluation data.

plans. The grant application process calls for broad-based community involvement and specifically requires evidence of key leaders' support and designation of a multidisciplinary Prevention Policy Board to mobilize and oversee the prevention effort. The grant application process also requires data collection and thorough assessments of community readiness, risks, and resources before delinquency prevention strategies are developed and funded.

These assessments form the basis for an empirically-based plan to implement and/or expand community-based programs and services for children and families.

As a consequence of the locally-driven assessment and planning processes, the type, scope, and combination of programs and services implemented vary from community to community. While one community may respond to its risk profile and resource gaps by implementing a family support program, another may identify the need to implement after-school recreation services and youth leadership development activities; yet another may focus on a widespread media campaign to mobilize the community to reduce the risks youth face. Each community creates, in essence, a unique delinquency prevention initiative tailored to the specific conditions, risk profiles, and existing resources in that community.

The Title V Program model emphasizes that the most effective response to crime and delinquency problems is not always new services. Rather, the solution may lie in the integration and coordination of existing services and/or systems change efforts. This might include, for example, working with local bars and liquor stores to better regulate the sale of alcohol to minors and banning alcohol at community or sports events where youth are present.

3.3 Community Capacity Building: Training, Technical Assistance, and Evaluation Support

To support communities in conducting quality risk and resource assessments and developing sound delinquency prevention plans, OJJDP has, since the project's inception, offered training and technical assistance to States and communities across the country.¹ State Juvenile Justice Specialists, who are responsible for administering juvenile justice grants at the State level, coordinate the provision of training and technical assistance to interested communities in their States. The training and technical assistance are designed to enhance participating communities'

¹ Training and technical assistance activities are supported by OJJDP discretionary funds.

abilities to plan, develop, and implement risk- and protection-focused delinquency prevention strategies.

A core component of the training and technical assistance that is provided to States is *Communities That Care* (CTC). Training on the CTC prevention model is delivered in two phases. The first phase—The Key Leader Orientation (KLO)—consists of a 1-day workshop that orients key community leaders and high-level executives to the principles of risk- and protection-focused delinquency prevention. The second phase of training—The Risk and Resource Assessment (RRA)—is a 3-day "hands-on" workshop for members of the community's Prevention Policy Board on how to conduct community risk and resource assessments, including data collection and analysis. In addition, some States have accessed, through a variety of funding sources, a third segment of CTC training entitled Promising Approaches. This segment presents communities with a variety of programs and strategies that have shown positive outcomes in addressing the various risk factors that contribute to juvenile crime and delinquency.

OJJDP selected the risk- and protection-focused approach used in the CTC strategy as its delinquency prevention training model because of its strong empirical basis and systematic approach to community-based, collaborative assessment, and planning. Based on 30 years of research on factors associated with adolescent problem behaviors, this risk- and protection-focused approach incorporates only those risk factors that have been demonstrated to predict the development of a problem behavior and stresses the need for programs that enhance protective factors to buffer high-risk juveniles from the impact of risk factors. CTC provides an overall conceptual framework that facilitates community-wide involvement in assessing risk and protective factors and planning delinquency prevention programs that respond to these locally identified factors. Although communities are not required to apply the CTC strategy, it is well-suited to support communities in their implementation of the Community Prevention Grants Program.

OJJDP also makes other technical assistance available to States and communities on an as-needed basis. Assistance is available to strengthen the

conceptual understanding of the risk-focused prevention model that was presented in the training sessions, provide information related to other risk- and protection/resiliency-focused prevention models, and to help with technical aspects of planning or implementing delinquency prevention strategies.

In addition to supporting States and communities in planning and implementing their delinquency prevention strategies, OJJDP has provided a valuable source of evaluation assistance with its *Title V Community Self-Evaluation Workbook*. Published in 1995, the *Workbook* consists of easy-to-complete forms and step-by-step instructions that guide communities through evaluation activities in three key areas:

- ◆ Documenting community mobilization efforts, planning and decision-making processes, organizational structure, delinquency prevention plans, and resource allocations.
- ◆ Monitoring implementation of new programs and community-change projects.
- ◆ Tracking changes in community statistics that measure risk levels and adolescent problem behaviors.

The *Workbook* also provides information about how to analyze and use evaluation data to improve program operation and services to youth. It provides the framework and tools subgrantees need to determine where they are in relation to their delinquency prevention goals and objectives and to measure their progress in decreasing risk factors and improving community conditions. The *Workbook* is available through the Juvenile Justice Clearinghouse and OJJDP's official Internet site in both paper and electronic formats.² OJJDP has provided training to State Juvenile Justice Specialists in the use of the *Workbook* in evaluation workshops designed to familiarize them with the *Workbook* features and to address specific areas of evaluation interest or need. Additional evaluation training, available to States upon request, has been provided to Title V subgrantees in nine States. The *Workbook* not only assists communities in conducting local program

² For more information on the Juvenile Justice Clearinghouse and OJJDP's official Web site, see page 41.

evaluations, but it also provides the standardized data collection instruments that form the basis for OJJDP's national evaluation of the Community Prevention Grants Program, which is described in the following section.

3.4 National Evaluation of the Community Prevention Grants Program Implementation and Outcomes

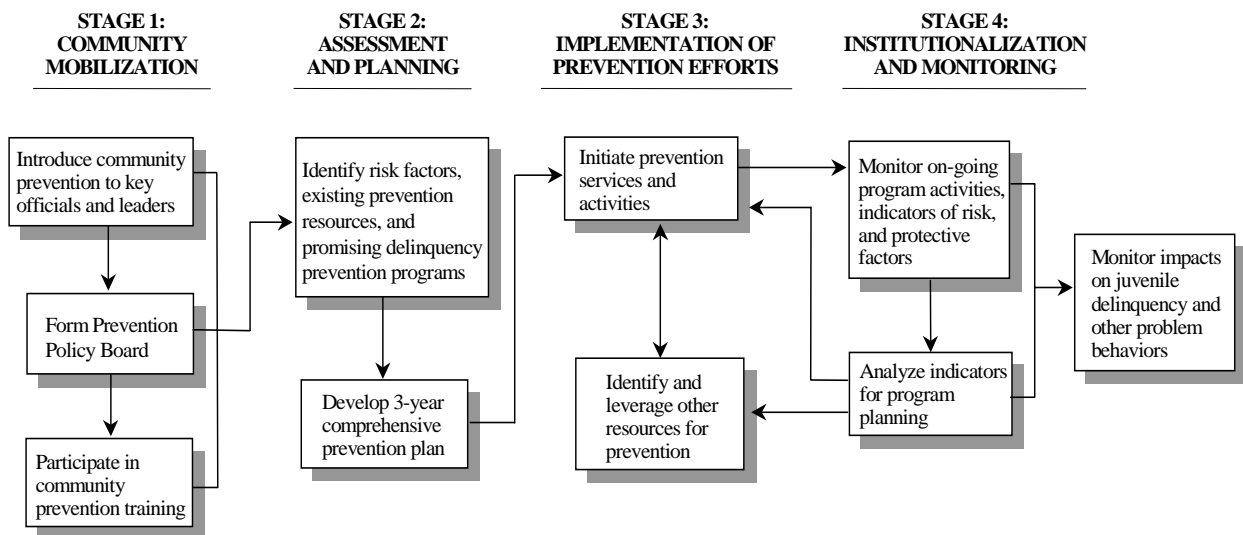
OJJDP is currently conducting a long-term, national-level outcome and impact evaluation of the Community Prevention Grants Program. The evaluation design is based on input from leading national experts on designing and conducting evaluations of comprehensive program initiatives and draws extensively on existing data sources and data collection instruments. The evaluation activities include technical assistance to build State and local capacity for ongoing evaluation of local Title V initiatives.

The national evaluation is intended to examine the viability and effectiveness of the Title V delinquency prevention model. Very broadly, the national evaluation will address the following research questions:

- ◆ What is the impact of the Community Prevention Grants Program on community planning, service delivery, risk factors, protective factors, and juvenile problem behaviors?
- ◆ What factors and activities lead to the effective implementation of the Community Prevention Grants Program model and to positive program outcomes?

To address these research questions, the evaluation is examining the key stages of program implementation at the local level, which include mobilization, assessment and planning, implementation, and institutionalization and monitoring. These stages, illustrated in Exhibit 3, provide a framework for understanding both the process and progress of this long-term delinquency prevention program.

**Exhibit 3
Implementation Stages of the Community Prevention Grants Program**



The evaluation also is testing the key theories, or assumptions, on which the Title V program model is based. As shown in Exhibit 4, the model assumes that Federal assistance will enhance communities' ability to effectively implement the program model, which will lead to more effective prevention planning processes, which, in turn, will lead to the implementation of promising prevention programs and approaches. These programs and approaches are expected to result in changes in community systems, values, or norms and individual knowledge, attitudes, and behaviors, which will lead to reduced risk and enhanced protective factors, and, thus, ultimately will reduce juvenile delinquency and other adolescent problem behaviors.

The evaluation design consists of three interrelated levels:

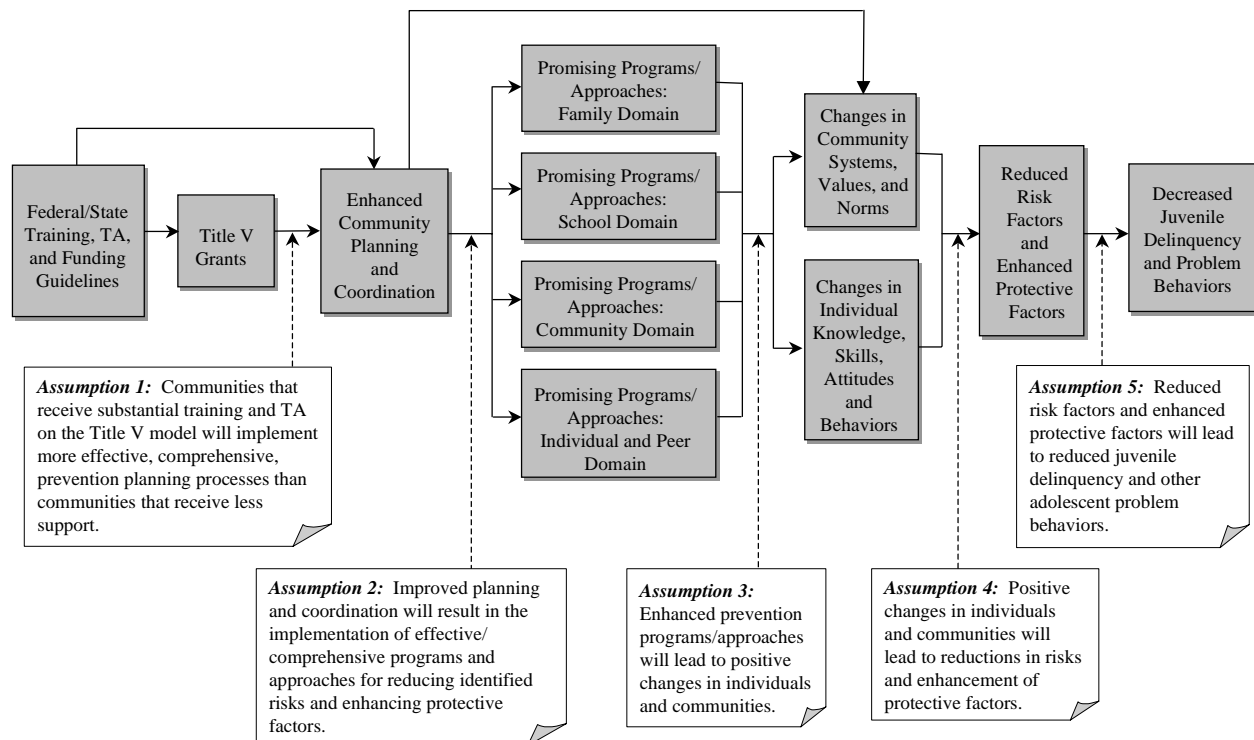
- ◆ Level I: A basic profile of Community Prevention Grants Program communities in the participating States and Territories (e.g., number and amount of awards), which will continue to

provide a general description of the distribution of Title V funds and activity across the country.

- ◆ Level II: An assessment of implementation and outcome characteristics in most of the participating Community Prevention Grants Program communities in six States, based on information collected using the *Workbook* and other local data sources.
- ◆ Level III: An assessment of the efficacy of the Title V model through intensive case studies of the implementation processes and the links between activities and outcomes in 12 Community Prevention Grants Program communities (2 communities in each of the 6 Level II States).

This three-level evaluation design allows the investigation to move from broad descriptions of community Title V programs to increasingly detailed investigations of their implementation and outcomes. The design also helps build the sites' capacities to conduct their own evaluations, with the most in-depth assistance taking place in the Level III communities.

**Exhibit 4
National Evaluation Design: Testing the Community Prevention Grants Program Model**



The evaluation was designed to be responsive to both methodological and resource requirements. The six State sample—Michigan, Pennsylvania, Nebraska, Vermont, Virginia, and Hawaii—moderates the cost of the evaluation, maintains adequate statistical power, offers geographic and demographic diversity, and includes levels of variation in implementation and outcome factors sufficient to fully investigate the research questions. Despite their differences in approach and composition, the States share a strong commitment to the Community Prevention Grants Program conceptual model and a willingness to participate in the evaluation data collection activities.

An initial round of site visits has been conducted in all six of the study States, with follow-up evaluation assistance and support also provided to a number of local communities. In general, these visits have been used to foster a shared understanding of the evaluation goals and objectives, gain a detailed understanding of the “State context” (e.g., State prevention policy and support for prevention programs through funding, technical assistance, and training), conduct interviews with key State and local stakeholders, and build community evaluation capacity through technical assistance and training workshops. While this multi-year evaluation is still in the early implementation phase, the foundation has been laid for meaningful, ongoing data collection activities with the participating communities. Some of the findings from this early, intensive work with the study States and communities are presented in Chapter III of this report.

The national evaluation is intended to result in:

- ◆ An ongoing description and characterization of the Community Prevention Grants Program grants in all participating States and Territories.
- ◆ An assessment of the extent to which community risk- and protection-focused delinquency prevention has been implemented in the Community Prevention Grants Program communities, including an understanding of what community planning processes were undertaken, which risk factors were addressed, what prevention activities or strategies were carried out, what target populations were served,

and the magnitude and intensity of the services provided.

- ◆ An analysis of the changes in target populations and community systems as well as the impact on trends in indicators of risk and rates of juvenile problem behaviors.
- ◆ An increased understanding of the processes involved in effective implementation of the Community Prevention Grants Program model and a test of the theoretical links between the risk-focused delinquency prevention model and community-wide impacts.

Findings from this evaluation will not only help guide OJJDP in refining the risk- and protection-focused prevention model, but also will add to the growing body of research on juvenile delinquency and effective delinquency prevention strategies.

II. Setting the Wheels in Motion: The Allocation of Title V Resources

Over the past 5 years (1994 to 1998), 619 communities in 49 States, Washington, D.C., and 4 Territories have received Title V Community Prevention Grants. In 1998, the Community Prevention Grants Program continued providing the framework, tools, and funding necessary for communities nationwide to assess their needs, mobilize their resources, and address their juvenile crime problems with effective delinquency prevention strategies. Program training, technical assistance, and evaluation support has guided communities in planning, implementing, and monitoring their own risk- and protection-focused prevention efforts. This chapter describes the Title V resources that have been provided to participating jurisdictions to date.

1. Training, Technical Assistance, and Evaluation Support

Prior to obtaining a Title V Community Prevention subgrant, communities needed to introduce risk-focused prevention concepts to key community leaders and complete detailed risk and resource assessments. To help communities with planning and program development, OJJDP provided *Key Leader Orientation* (KLO) training, designed to introduce risk- and protection-focused delinquency prevention concepts to key community leaders, and *Risk and Resource Assessment* (RRA) training, designed to teach program stakeholders how to assess their communities' risk and protective factors and identify available resources. To date, more than 3,200 individuals, representing over 620 communities, have attended *Key Leader Orientation* training, and over 2,600 individuals, representing approximately 550 communities, have completed *Risk and Resource Assessment* training. In addition, States have used other resources to obtain 34 additional community prevention training sessions on topics such as community building, asset mapping, and prevention strategies.

5 Year Summary Community Prevention Grants Program (1994 - 1998)

- ◆ 49 States, Washington, D.C., and 4 Territories participated
- ◆ Over 3,200 individuals attended a Key Leader Orientation training
- ◆ Over 2,600 individuals completed Risk and Resource Assessment training
- ◆ 619 communities received subgrants to mobilize resources and implement delinquency prevention plans
- ◆ 216 communities have received a full 3 years of funding, with a total award ranging from \$20,000 to \$1,500,000

To help communities monitor their delinquency prevention efforts and track their progress, OJJDP distributed the *Title V Community Self-Evaluation Workbook*, which was described in the first chapter of this report. Over the past 5 years, 9 States—including Arizona, Florida, Massachusetts, Michigan, New York, Oklahoma, Pennsylvania, Vermont, and Virginia—have requested and secured training for their local subgrantees on evaluation concepts and the use of the *Workbook*. Six workshops were conducted in these States in 1998.

Approximately 13 States are using the data collection forms contained in the *Workbook* to track their delinquency prevention efforts, and several other States are encouraging their use. Some States, including Arizona and Michigan, have integrated the *Workbook* forms into their application and reporting processes. This integrated approach reduces the burden of excess paperwork for the communities, while also reinforcing the importance of infusing outcome-based concepts throughout the program cycle from conception through completion. While all communities are required to include an evaluation component as part of their proposed program plan,

several communities have utilized local evaluators to assist, and a few States, such as Pennsylvania, have implemented or are planning State-level evaluations to track their progress in implementing the program model and achieving their delinquency prevention goals.

2. State Grant and Local Subgrant Awards

In Fiscal Year 1998 a total of \$18,833,000 was made available for distribution to the States under the Community Prevention Grants Program. This sum includes unallocated funds from Fiscal Year 1997 (\$33,000) combined with \$18.8 million in Fiscal Year 1998 Title V funds (\$20 million appropriated less the \$1.2 million to the SafeFutures Initiative³). Exhibit 5 displays the allocation of funds for which each State was eligible in Fiscal Year 1998, as well as in the prior 4 years of the program (Fiscal Years 1994-1997). Up to 5 percent of a State's allocation can be used to cover the costs of administering and evaluating the Title V subgrants and to support SAG activities related to the program, with not less than 95 percent competitively awarded as subgrants to units of general local government. In Fiscal Year 1998, only two States (Wyoming and South Dakota) and one Territory (U.S. Virgin Islands) did not submit an application for Title V Community Prevention Grants Program funds.

As discussed in Chapter I, State agencies award Title V subgrants to eligible units of general local government. The award process generally includes a Request for Proposals (RFP) issued by the State, a competitive review of local subgrant applications based on criteria established by the SAG, and subsequent award of subgrants by the State grantee agency to units of general local government. States award grants to units of general local government in annual increments covering not more than 12 months, with overall project periods of 12 to 36 months. Exhibit 6 presents the total number of

communities with subgrants awarded since Fiscal Year 1994 for each participating State.

Using Fiscal Year 1998 funds, a total of 136 subgrants were awarded, ranging from \$3,000 to \$500,000. Subgrantees reflect a diverse group of communities nationwide—such as Santa Barbara, California; Jacksonville, Florida; Milford, Delaware; Dothan County, Alabama; Tooele County, Utah; and Hannaville Native American Community, Michigan—both urban and rural, small and large. In 1998, States awarded subgrants to both “new” grantees (those who had not received a subgrant in previous years) and “continuing” grantees (those who previously had been awarded a subgrant and were receiving second or third year funds). The number of new and continuation subgrants awarded with Fiscal Year 1998 funds, as well as the average amount of these awards and the number of subgrant awards pending, are shown in Exhibit 7.

Of the total 136 Fiscal Year 1998 subgrants, 33 went to new grantees receiving Title V subgrants for the first time. To date, 29 States have not yet awarded their Fiscal Year 1998 Title V funds, and another 13 States have awarded some but not all of their Fiscal Year 1998 funds. Overall, 17 States have indicated that they are planning to award subgrants to 116 *new* communities, which would bring the total number of communities nationwide that have received funding under the Community Prevention Grants Program to 735.

As the new subgrantees begin the preliminary stages of mobilizing their communities and implementing strategies to address priority risk and protective factors, others are completing their 3-year plans. Throughout the country, approximately 216 communities have now received a full 3 years of Title V funding (an average of approximately \$180,000 for the 3-year period), and are experiencing encouraging results from their efforts. Estimates indicate that approximately 82 percent of completed subgrants have been sustained following the end of the award period through alternative funding sources.

³ The SafeFutures Initiative, operating in six sites, supports community-wide strategies to address juvenile crime and delinquency with prevention, intervention, and a range of graduated sanctions and treatment services.

Exhibit 5
Allocation of Community Prevention Grants Program Funds (1994-1998)

Fiscal Year 1994 (FY 94): \$13,000,000
Fiscal Year 1995 (FY 95): \$19,257,000¹
Fiscal Year 1996 (FY 96): \$19,933,000²

Fiscal Year 1997 (FY 97): \$18,933,000³
Fiscal Year 1998 (FY 98): \$18,833,000⁴

State	FY 94-97 Amount	FY 98 Amount	Total Amount
Alabama	\$1,099,000	\$286,000	\$1,385,000
Alaska	375,000	100,000	475,000
Arizona	1,139,000	305,000	1,444,000
Arkansas	650,000	175,000	825,000
California	8,812,000	2,354,000	11,166,000
Colorado	972,000	265,000	1,237,000
Connecticut ⁵	734,000	190,000	924,000
Delaware	375,000	100,000	475,000
Florida	3,302,000	909,000	4,211,000
Georgia	1,820,000	490,000	2,310,000
Hawaii	375,000	100,000	475,000
Idaho	375,000	100,000	475,000
Illinois	3,002,000	794,000	3,796,000
Indiana	1,502,000	398,000	1,900,000
Iowa	744,000	191,000	935,000
Kansas	700,000	183,000	883,000
Kentucky	988,000	257,000	1,245,000
Louisiana	1,202,000	308,000	1,510,000
Maine	375,000	100,000	475,000
Maryland	1,278,000	341,000	1,619,000
Massachusetts	1,379,000	358,000	1,737,000
Michigan	2,448,000	636,000	3,084,000
Minnesota	1,257,000	331,000	1,588,000
Mississippi	771,000	201,000	972,000
Missouri	1,332,000	349,000	1,681,000
Montana	375,000	100,000	475,000
Nebraska	450,000	117,000	567,000
Nevada	390,000	111,000	501,000

State/Territory	FY 94-97 Amount	FY 98 Amount	Total Amount
New Hampshire	\$375,000	\$100,000	\$475,000
New Jersey	1,957,000	528,000	2,485,000
New Mexico	498,000	133,000	631,000
New York	4,180,000	1,080,000	5,260,000
North Carolina	1,608,000	434,000	2,042,000
North Dakota	375,000	100,000	475,000
Ohio	2,906,000	756,000	3,662,000
Oklahoma	889,000	234,000	1,123,000
Oregon	798,000	215,000	1,013,000
Pennsylvania	2,940,000	769,000	3,709,000
Rhode Island	375,000	100,000	475,000
South Carolina	921,000	234,000	1,155,000
South Dakota ⁷	375,000	100,000	475,000
Tennessee	1,308,000	351,000	1,659,000
Texas	5,119,000	1,369,000	6,488,000
Utah	680,000	180,000	860,000
Vermont	375,000	100,000	475,000
Virginia	1,625,000	433,000	2,058,000
Washington	1,424,000	381,000	1,805,000
West Virginia	438,000	112,000	550,000
Wisconsin	1,329,000	336,000	1,665,000
Wyoming ^{5,6,7}	375,000	100,000	475,000
District of Columbia ⁸	375,000	100,000	475,000
American Samoa	124,000	33,000	157,000
Guam ⁵	124,000	33,000	157,000
Puerto Rico	1,161,000	307,000	1,468,000
Virgin Islands ^{5,6,7}	124,000	33,000	157,000
N. Mariana Islands	124,000	33,000	157,000

¹ Of the \$20 million appropriated for Title V in FY 95, \$1 million was applied to SafeFutures. Unallocated funds from FY 94 (\$257,000) were combined with the remaining \$19 million of FY 95 funds, for a total of \$19,257,000 to be allocated to States/Territories.

² Of the \$20 million appropriated for Title V in FY 96, \$200,000 was applied to SafeFutures. Unallocated funds from FY 95 (\$133,000) were combined with the remaining \$19.8 million of FY 96 funds for a total of \$19,933,000 to be allocated to States/Territories.

³ Of the \$20 million appropriated for Title V in FY 97, \$1.2 million was applied to SafeFutures. Unallocated funds from FY 96 (\$133,000) were combined with the remaining \$18.8 million of FY 97 funds, for a total of \$18,933,000 to be allocated to States/Territories.

⁴ Of the \$20 million appropriated for Title V in FY 98, \$1.2 million was applied to SafeFutures. Unallocated funds from FY 97 (\$33,000) were combined with the remaining \$18.8 million of FY 98 funds, for a total of \$18,833,000.

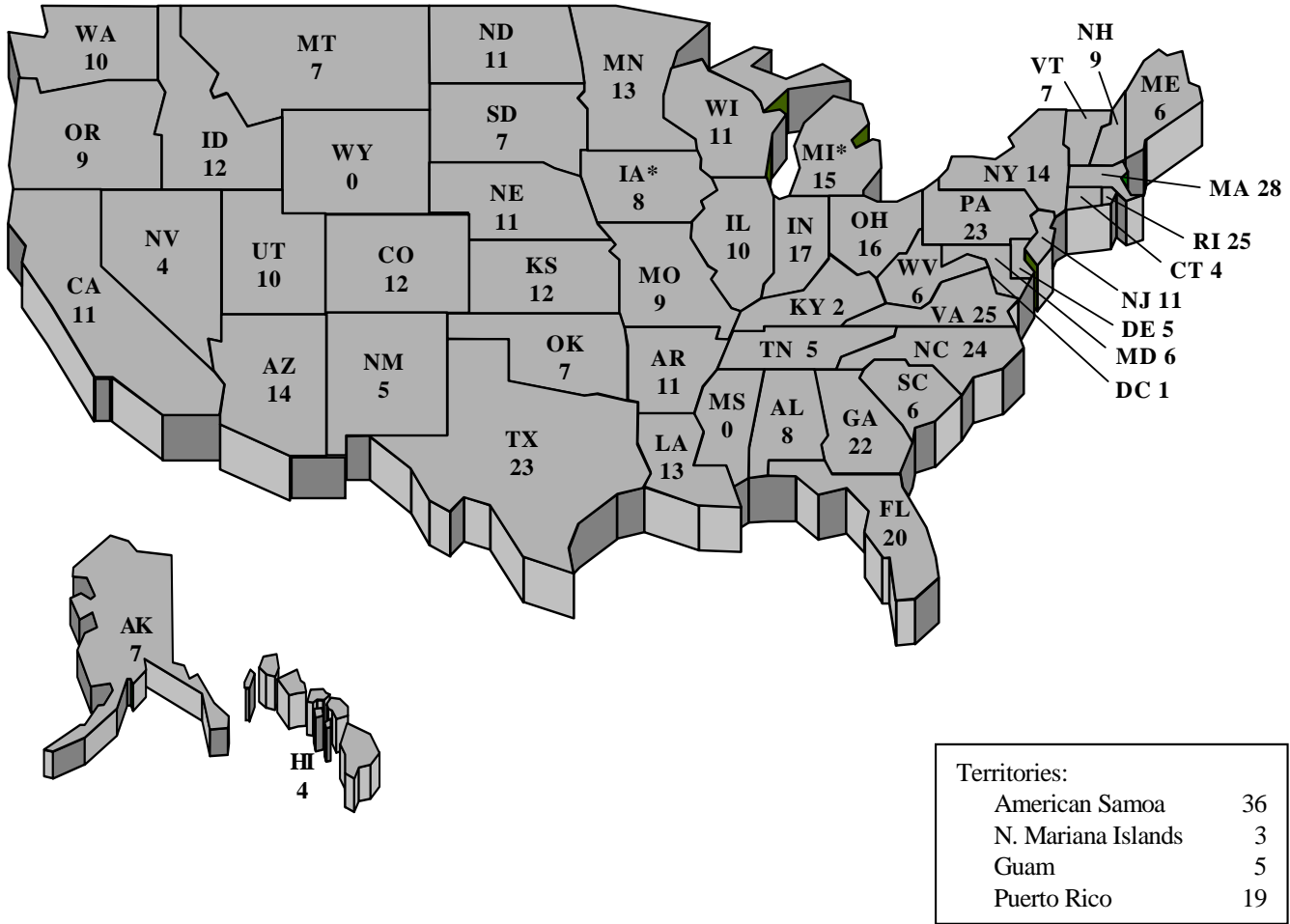
⁵ These States/Territories did not apply for FY 94 funding.

⁶ These States/Territories did not apply for FY 95, FY 96, or FY 97 funding.

⁷ These States/Territories did not apply for FY 98 funding.

⁸ FY 98 funds held.

Exhibit 6
Community Prevention Grants Program
Number of Communities Receiving Subgrants by State (1994-1998)



* Iowa funded an additional 22 communities that participated in the Title V process but received State funds; Michigan funded an additional 11 communities that participated in the Title V process but received Title II funds.

Exhibit 7
Community Prevention Grants Program
Local Subgrant Awards of FY 98 Funds

State/Territory	FY 98 FUNDS ¹			# of Pending New Subgrants ⁴
	# of New Subgrants Awarded ²	# of Continued Subgrants ³	Average Amount of Subgrant	
Alabama		2	\$134,000	
Arizona	2	4	\$26,000	
Arkansas				5
California		5	\$300,000	3
Delaware		2	\$18,000	1
Florida	6	10	\$54,000	
Georgia	2	2	\$40,000	
Indiana		7	\$28,000	10
Iowa	2	3	\$36,000	
Kansas				7
Louisiana				1
Maine				3
Massachusetts	2	12	\$24,000	
Michigan	2	2	\$126,000	
Minnesota	1	7	\$36,000	1
Missouri	1	2	\$87,000	
Montana	2	2	\$24,000	1
Nebraska				1
Nevada		2	\$56,000	
New Hampshire		1	\$20,000	
North Carolina	6		\$66,000	
North Dakota	2	2	\$25,000	
Oklahoma				2
Pennsylvania	5	9	\$54,000	23
Rhode Island	2	8	\$10,000	
South Carolina				2
Texas				4
Utah	1	3	\$45,000	
Virginia		4	\$50,000	
Washington				2
West Virginia		1	\$40,000	
American Samoa				42
Guam	1		\$33,000	1
Puerto Rico	2	5	\$41,000	8
TOTALS	39	95		117

¹ Information in the table refers to State subgrant award activity using FY 98 funds. Other States have not yet made subgrant awards using FY 98 funds.

² “# of New Subgrants Awarded” refers to the number of subgrantees that received a Title V subgrant for the first time with FY 98 funds (as distinguished from those that received continuation funding following initial awards with FY 94, FY 95, FY 96, or FY 97 program funds).

³ “# of Continued Subgrants” refers to the number of awards with FY 98 funds made to communities with prior years’ funding.

⁴ “# of Pending New Subgrants” indicates the number of additional subgrant awards for new Title V subgrantees that are “pending” but not yet final (i.e., the States have selected the subgrantees but the award paperwork and/or announcements have not been completed).

The demand for Community Prevention Grant funds remains high. Besides the 136 communities that received subgrants from Fiscal Year 1998 funds and the 280 communities that are awaiting pending awards (116 new and 164 continuation communities), an estimated 125 communities that applied for funding were turned down due to a lack of Title V funds. Additionally, Michigan and Iowa (as well as other States) have allocated substantial amounts of Title II and State monies to support more than 30 additional communities in implementing outcome-based, risk- and protection-focused delinquency prevention strategies.

Communities vary in how far they have progressed in their delinquency prevention efforts. A total of 142 communities received funding for the first time over the last year (33 from Fiscal Year 1998 funds and 109 from prior year funds) and are just beginning to initiate their prevention strategies. At the same time, other communities that received *continuation* subgrants have been implementing their programs for 2 or 3 years, and some have already demonstrated early positive changes at the local level. The following chapter describes in greater detail the experiences of communities in implementing the Title V Community Prevention Grant Program.

III. Title V in Action: From Theory to Practice

As a comprehensive program designed to achieve sustained community change in response to complex problems, the Title V Community Prevention Grants Program does not promote easy, quick-fix solutions. In fact, States and communities repeatedly report that following the theoretical, research-based framework is *hard work*. States and their grantees encounter challenges as they learn new ways of “doing business” and also navigate practical constraints. Nevertheless, participants who stay the course find that the positive results are well worth the effort.

This Chapter traces the experiences of States and communities as they have moved from theory to practice in the following five key areas of the research-based Community Prevention Grants Program framework:

- ◆ Mobilizing communities to adopt comprehensive and multidisciplinary delinquency prevention approaches.
- ◆ Conducting diagnostic community assessments.
- ◆ Developing and implementing community-specific prevention plans that address priority risk factors, enhance protective factors, and reflect local conditions and available resources.
- ◆ Leveraging existing resources and systems to build comprehensive and sustainable delinquency prevention strategies.
- ◆ Monitoring short-term program outcomes, long-term changes in risk factors, and rates of juvenile delinquency in the community.

The sections that follow discuss various challenges and obstacles encountered by grantees in each of these areas, as well as selected State and local strategies that have helped communities to overcome them. Also presented are some of the innovative approaches that have been used to implement the Community Prevention Grants Program, reflecting both the local flexibility of the program and the strong commitment among many States and communities to doing what is necessary to build environments that promote strong families and healthy, law-abiding youth.

1. Mobilizing Communities to Adopt Comprehensive and Multidisciplinary Delinquency Prevention Approaches

The multi-faceted needs of children and families are addressed by a myriad of service systems in our communities, including education, health, mental health, social services, juvenile justice, and law enforcement, among others. Too often the delivery of these services is fragmented in nature. As concluded by OJJDP’s Study Group on Serious and Violent Offenders, this fragmentation of community-based services for at-risk youth has resulted in a lack of public accountability for juvenile offenders which, in turn, has contributed to serious and violent juvenile crime (Loeber & Farrington, 1998). When brought together, however, the various public systems, along with community grass-roots organizations, the business community, and the religious community, can combine forces toward a common goal, reduce duplication of efforts, fill gaps in services, and create synergistic effects that promote healthier and safer communities.

The Community Prevention Grants Program promotes community-wide, collaborative efforts through its requirement for a Prevention Policy Board (PPB) made up of representatives from different community systems, youth, and parents. As discussed in Chapter I, the initial Title V training session offered to potential applicants begins the process of establishing a broad base of support by introducing prevention and community mobilization concepts to the communities’ key leaders, such as the mayor, city council members, school superintendents, police chiefs, judges, and business leaders as well as the unofficial “movers and shakers” that make things happen.

Across the country, police officers, family court judges, and probation officers are sitting down at the same table with teachers, social workers, clergy, recreation specialists, child advocates, parents and youth to discuss the needs of youth and families and develop and implement plans for addressing these needs. In some cases, a Prevention Policy Board meeting represents the first time these various groups have worked together to find common ground and

collaborative solutions to community problems. In others, the PPB is an outgrowth of a pre-existing community network, tailored as necessary to meet the requirements of the Title V Community Prevention Grants Program. Communities with pre-existing planning boards or coalitions, not surprisingly, appear to have a “head start” and are often more successful in mobilizing their resources to apply for the Community Prevention Grant.

“When I first met with the prevention team I said, ‘whether or not we get this grant, it’s time for this community to start looking at how we can keep these kids from getting into trouble’... In that regard, this was a great process.”

— Title V Program Director, South Carolina

As appealing as community mobilization and collaboration are, communities nonetheless commonly report three key challenges to the community mobilization process:

- ◆ Overcoming turf issues to create a common mission.
- ◆ Obtaining a commitment from community representatives.
- ◆ Optimizing the role of the unit of general local government.

The sections that follow discuss these challenges and provide examples of how communities have overcome them.

1.1 Overcoming Turf Issues to Create a Common Mission

One of the greatest challenges in forming and sustaining productive PPBs is overcoming turf issues. Turf issues and “territorial concerns” are frequently attributable, in part, to the fact that the individuals, organizations, and agencies involved are not accustomed to working together. In some cases, community representatives are fearful that information shared during the data collection and assessment processes might reveal weaknesses or gaps in services, which could potentially be used against them (e.g., through loss of funding). Some participants fear that the process of joint planning and resource sharing is a “zero-sum game,” if one wins, the other necessarily loses. Individual

perspectives—philosophical and political—as well as traditional power structures also can get in the way. In general, however, as participants grow more comfortable working together on the PPB, turf issues dissipate, and they recognize that the cumulative effects of collaboration are greater than the sum of the parts.

Grantees stress the importance of putting individual identities aside for the sake of the group and the community’s well-being. A PPB in Hawaii facilitated the process of setting aside individual agendas and traditional power structures by asking all PPB members, including the mayor’s youth program coordinator, grass-roots leaders, elders, and teens, to write their titles on a crown and then throw the crowns into the center of the table. From that moment forward, each member had an equal voice in developing solutions to address community risk factors. Through multiple conversations over time, community members developed a shared ownership of the community’s substance abuse problems. Along with shared accountability for the problems, there also emerged a shared sense of credit for the progress achieved in bringing resources together to build greater community attachment, to reverse community norms favoring drugs, and to decrease drug use among teens and their families.

“It needs to be conceived of as *our* program and not *my* program.”

— State Advisory Group Member, Michigan

To help community members overcome the sense of competition for resources to implement a specific program, Colorado promotes the development of *policy* boards rather than *program* boards. These policy boards are tasked first with identifying shared community values (e.g., fostering healthy youth) and then coordinating local efforts and enhancing existing service delivery systems to support those shared values.

The success of a collaborative process often centers on building a common sense of purpose among different community sectors that have focused in their past more often on their differences rather than on their commonalities. In Iowa, for example, PPB members recognized that reducing truancy could benefit the school system (by increasing attendance

rates and supporting educational achievement goals), the court system (by reducing the number of trouble-making truants on the dockets), and the department of human services (by reducing the number of truants receiving social services). These three agencies (schools, courts, and human services) collaborated to sustain funding for programs to keep youth in school. Over time, as community groups identify a common purpose, the various members are better able to set aside individual agendas to fit the pieces of their ongoing activities together toward a common mission.

“We didn’t care if we were given the money or not...the coalition would go ahead because we had a common plan.”

— Police Officer, Idaho

Several States, acknowledging that mobilizing the community and bringing together multidisciplinary groups can be hard work, have offered extra support to board members and program planners. Colorado, for example, provides extensive “hands-on” technical assistance (TA) in such areas as building community, understanding the roles and responsibilities of the board, identifying a mission, and facilitating effective meetings. Pennsylvania helps communities learn from each other’s experiences by convening a popular quarterly grantee “user’s group.” During the group meetings, community members participate in educational workshops to build their skills in areas such as community mobilization or evaluation, and also spend time sharing ideas and lessons learned.

1.2 Obtaining a Commitment from Community Representatives

Some communities struggle to meet the Title V requirement for a PPB with 15 to 21 members. This struggle is particularly evident in rural and small towns. Representatives from a small, rural community explained, for example, that if their one police officer attends a training session or PPB meeting, there is no one available to cover his or her duties. Other communities have been able to obtain commitments during the early stages of the program but have had trouble sustaining membership over time.

In addition, with growing Federal and private foundation emphasis on multidisciplinary collaborative efforts, communities are finding it

difficult to form *new* boards for every grant for which they apply. Already over-extended key community members are often pressed to serve on yet another community board. Several States, including Virginia and Arizona, help communities overcome this obstacle by encouraging them to adapt existing multi-disciplinary teams for the Community Prevention Grants Program rather than create a new board for this purpose. Combining boards for multiple programs reduces the likelihood of duplication of efforts and also increases community capacity for better coordination of funding streams.

1.3 Optimizing the Role of the Unit of General Local Government

The Title V Program Guidelines require that State agencies award subgrants to units of general local government. Approximately half of the Community Prevention Grants Program grantees have been awarded to cities and towns, nearly half to counties, and one percent to tribes. Some States and communities find the requirement to fund a unit of general local government an extra “hoop” to go through, which adds another layer of paperwork and level of coordination. They would prefer that funding be provided directly to the service providers who traditionally have been the grant recipients and the “doers” in the communities. In many cases, the unit of general local government is perceived simply as a “pass through agent,” adding a bureaucratic layer to the grant’s administration.

Communities that have been successful in the mobilization process, however, view the unit of general local government not simply as the entity that “cuts the checks” but rather as a valuable player at the table. They recognize several advantages to optimizing the role of the unit of general local government:

- ◆ The collaborative process calls for representatives of a community—including the unit of general local government and its key agencies—to come together to identify and tackle the adverse risk factors that threaten the well-being of children and families in the community.
- ◆ Leaders of the unit of general local government—the city mayor or county commissioner, for example—are often in the best position to bring other key leaders, especially those who may not have been

involved in prevention efforts in the past, to the table.

- ◆ It helps to discourage “program first” thinking. Traditionally, private service providers identify the services they want to offer and then seek funding sources. The Community Prevention Grants Program model, on the other hand, promotes “assessment first” and then coordinated, strategic program planning based on identified needs/gaps in services in the community.
- ◆ The unit of general local government frequently can provide continuation funding from its annual budget when the grant period ends.

Finally, the unit of general local government and its key agencies, along with the other key community sectors, working together can increase shared responsibility and accountability for their programs for youth.

“The result in 3 years has been to bring new members of the community into the problem-solving group, thus introducing other perspectives concerning how to solve these nagging problems and to prevent new ones.”

— PPB Member, Nebraska

2. Conducting Community Assessments

The Community Prevention Grants Program is based on the premise that in order to prevent a problem from occurring, the risk factors that contribute to the development of that problem (e.g., family conflict, availability of firearms) and the protective factors that buffer the influence of the risk factors (e.g., positive relationships with a mentor) first must be identified (Hawkins & Catalano, 1992). Like the doctor who conducts tests to make a diagnosis *before* prescribing any medicine, PPBs are tasked with conducting a “diagnostic” assessment of their communities to identify underlying risk factors before implementing or expanding program services. This assessment involves the following steps:

- ◆ Collecting empirical data on problem behaviors and indicators of risk.⁴
- ◆ Assessing the areas where the risks are the most problematic (e.g., indicators are particularly high compared to State or National figures or have been increasing at alarming rates).
- ◆ Inventorying existing community resources (e.g., school-based programs, mentoring activities, prevention coalitions) that address priority risks and also enhance protective factors.
- ◆ Identifying resource strengths, gaps, and areas of duplication.
- ◆ Setting priorities for addressing risk factors and enhancing protective factors.

Once the assessment has been conducted—i.e., risk factors have been identified and prioritized and resource gaps clarified—appropriate delinquency prevention strategies and programs can then be developed that address both those specific risk areas and also build resiliency against them. This assessment process not only guides the planning process and the development of a community-specific program plan, but it also provides baseline data against which long term progress can be monitored.

The Community Prevention Grants Program requires that communities conduct and include a thorough risk and resource assessment (RRA) in their subgrant applications. While communities frequently report that the benefits of the end-product—a detailed profile of their community’s strengths and weaknesses—ultimately outweigh the costs, the risk assessment process is both labor- and resource-intensive and, for many, is difficult and frustrating. The following sections outline some of the assessment challenges that communities have reported, including finding and gaining access to appropriate data, finding time to collect the data, and selecting from among different prevention frameworks, along with several solutions that have been found to help overcome these challenges.

⁴ Indicators are the quantifiable data that provide information about the degree to which a risk factor is a problem. For example: average daily school attendance is an indicator for the risk factor lack of commitment to school; child abuse rates are an indicator of family management problems; and student survey data provide indicators of favorable attitudes toward a problem behavior.

2.1 Finding and Gaining Access to Appropriate Data

Despite well-received training in the RRA process, in many cases PPB members struggle to transfer the assessment skills they learn in training to practice, especially the rigorous data collection component. Since board members are generally not researchers or evaluators but are, instead, educators, law enforcement officials, program administrators, social workers, and concerned citizens, they often find the tasks of accessing, organizing, and interpreting large bodies of data from multiple sources somewhat daunting.

Many communities have found it difficult to obtain appropriate data at the local level. In most States, data are collected and aggregated at the State and county levels, but infrequently at the community level and almost never at the neighborhood level. Conditions in a small town may vary greatly from its neighboring city, for example, and the data from both jurisdictions may be combined into aggregate county statistics. In addition, the entities responsible for reporting data—schools, courts, child welfare agencies—often do not do so in a consistent manner. Schools may report data by school district, courts by court district, and child welfare agencies by county, all of which are defined by different geographic boundaries. Further, the different entities may define similar events, behaviors, and outcomes differently (e.g., three school districts in one county may use three different definitions of “tardiness”).

In response to these difficulties, States have been working to develop strategies to make data more easily accessible. The Pennsylvania Council on Crime and Delinquency, for example, has contracted with the National Center for Juvenile Justice to create an electronic juvenile justice data book for the State of Pennsylvania. When complete, communities conducting an RRA will be able to access a wide range of data regarding crime reports and arrests, school drop out rates, health information (e.g., pregnancy rates, deaths due to suicide, youths admitted to drug and alcohol treatment programs), child maltreatment and domestic violence reports, and population statistics. Similarly, the Virginia Department of Juvenile Justice has developed a Data Resource Guide to provide data on children, youth, and families. The Guide is intended to encourage a comprehensive, community-wide needs assessment process by looking at the broader needs of the community, rather than any single component. Many

States (e.g., North Carolina, Colorado, Washington, Michigan, and Pennsylvania) also support communities in data collection tasks via ongoing TA and training to local communities through local TA contractors or assignment of juvenile justice staff to this task. While communities are still responsible for conducting the RRA, the State’s assistance helps “get them through the hard part.”

Communities also report that building broad-based PPB membership that includes representatives of the agencies who maintain relevant data can facilitate access to more sources of community data. A board member in Hawaii reported that because their PPB included the local school principal, they were able to tap into recent school performance and disciplinary reports, about which other board members previously had been unaware. The data in the reports were informative to the community’s RRA and helped redirect the community’s prevention strategy. Additionally, communities find that the local United Way agency, extension services of State colleges and universities, and the *Kids Count* Project of the Annie E. Casey Foundation have been valuable sources of data for their assessments. Nevertheless, the availability, accessibility, accuracy, and consistency of local data all prove to be ongoing challenges that require considerable resourcefulness, persistence, and time on the part of committed communities to overcome.

2.2 Finding Time and Resources to Collect Data

Related to the challenge of actually finding the data necessary to conduct a thorough RRA is the matter of finding the time required to do it. As one local Title V participant remarked, “Community representatives have jobs, difficult jobs to which they need to attend. It’s hard for them to take time away from their jobs to plan or even to go to training, let alone to spend months gathering data.” The time factor becomes especially critical when communities are nearing application deadlines without having completed the data collection and analysis process. This can result in the submission of an incomplete assessment and plan or, if the deadline has passed, the submission of no application at all, requiring the community to wait until the next funding cycle.

Some communities have responded by organizing their PPBs into subgroups and dividing RRA tasks among the groups to help reduce the time demands on any one individual or group. Several States provide extra support for the data collection and

RRA process. In recognition of the “up-front” time and commitment required for the Title V application process, States such as Michigan and Pennsylvania offer State-funded planning grants.⁵ Communities use the planning grant to hire local consultants who conduct data collection and analysis or facilitate PPB meetings and activities, which has helped offset some of the time and resource demands on PPB members. Many communities agree that the planning grants are a valuable resource for their mobilization and planning efforts.

Despite the time demands—which are universally noted—most communities that set out to do an assessment eventually are able to get the job done. The results of the process ultimately provide them with detailed profiles of their strengths and weaknesses and a concrete foundation for prioritizing community risk factors and focusing their delinquency prevention plans, a product most find to be worth the effort.

“It was difficult to start thinking about things in terms of risk and protective factors... If you can get through the assessment process, it works so well. It let us know what we needed in our community.”

— Title V Project Director, Missouri

2.3 Selecting from Among Different Prevention Frameworks

As described in Chapter I, the Community Prevention Grants Program is “based on a program design which addresses those risk factors which are known to be associated with delinquent behavior” (Federal Register, Vol. 59, No. 146, August 1, 1994) and, as discussed above, requires that communities undertake an often challenging and time-consuming risk assessment process. A core requirement of a community’s Title V grant application is that it “must include a 3-year plan describing the extent of risk factors identified in the community and how these risk factors will be addressed.”

To help communities understand the basic principles of risk- and protection-focused prevention, OJJDP selected *Communities That Care* (CTC) as the

⁵ The Program Guideline states that “The planning phase for each local applicant will occur prior to the award of [Title V] funds.”

delinquency prevention model for training nationwide. While CTC is only one of several prevention frameworks in the field, it was chosen because of its strong empirical basis and systematic approach to community-based, collaborative assessment and planning. CTC provides a conceptual framework and systematic approach for conducting a risk assessment, incorporating the 19 risk factors that have been demonstrated as effective through longitudinal studies as predictors of adolescent problem behavior (see Appendix). The CTC framework also stresses the importance of enhancing protective factors by providing children and youth with skills, opportunities for involvement, and recognition to help ensure that they form bonds with pro-social adults and develop healthy beliefs and clear standards (protective factors).

Despite its conceptual appeal and sound research basis, as indicated above, many communities are finding the risk assessment process very difficult to undertake. Moreover, many communities have expressed concern that a *risk*-focused approach suggests an overly negative, deficit-based emphasis when, in fact, the field is shifting to a youth development approach that promotes building on developmental assets. Some *perceive* the risk assessment process emphasized in CTC training as contrary to a positive youth development philosophy.

Many communities across the Nation that have attended CTC training are also knowledgeable about other prevention frameworks, principal among them is the Search Institute Developmental Assets (Search) model. Search offers a school-based survey that identifies the assets of its youth and then provides a series of strategies the community can employ to build and expand on those assets. This approach has considerable appeal among the communities that have embraced it because it is viewed as faster, easier, and more positive in focus than the CTC risk assessment process. In communities where both models have been adopted, sometimes with different local proponents, there have been conflicts over appropriate assessment, planning, and programming strategies, with the strong research basis of CTC appealing to some and the relative ease and positive focus of the Search model or other asset-based models appealing to others.

Communities are discovering, however, that this is not necessarily an “either/or” choice. In fact, many realize that each framework can be used to

accomplish different aspects of the community mobilization and planning processes. For example, the CTC framework can be used to help a community develop its environmental risk and protection profile, and to track that profile over time; the asset-based framework can be used to build broader community support for youth development. Over the past year, the two organizations involved with these specific prevention frameworks have begun to help communities understand the strengths of each framework and how they most appropriately can be applied to energize and support positive outcomes for their youth and communities.

3. Developing Community-Specific Delinquency Prevention Plans

After conducting a thorough risk and resource assessment, a community is better equipped to make data-driven decisions concerning the types of prevention strategies needed to address their most pressing concerns. The Community Prevention Grants Program requires grantees to develop a 3-year delinquency prevention plan that addresses priority risk factors, strengthens protective factors, fills identified gaps in services, and coordinates existing services systems. The plan is intended to reflect the community's risk, protection, and resource profile. For example, a community with serious academic failure as a key underlying problem would turn to programs focused on curriculum and instructional change, rather than policing strategies. Further, the program model encourages communities to draw upon "promising" programs and strategies in the family, school, community and individual/peer domains that have been *shown through research* to be effective in reducing risk factors and promoting positive youth development.

All 619 local Title V grantees have developed 3-year delinquency prevention plans as part of their grant applications and are currently at various stages of their implementation. Exhibit 8 presents examples of priority risk factors and selected service delivery programs and systems change approaches adopted by communities to address them. Many of these prevention programs and approaches not only address the *environmental* risk factors in the community but also enhance protective factors for individual children and youth. They foster protection or resiliency by providing opportunities, skills, and recognition, which support pro-social bonding processes, and also by communicating healthy beliefs and clear standards. For example, the Second Steps

Leadership Program in Missouri helps youth build anger management and communication skills, provides opportunities and recognition for youth performance, and also promotes bonding between youth and their mentors. The community policy forums in Pennsylvania address protective factors by establishing clear community standards regarding the non-tolerance of drug use.

In addition to having different risk profiles, the grantee communities vary greatly in their characteristics (e.g., rural versus urban, size, population characteristics) and existing prevention and intervention systems to address delinquency and other problem behaviors. The locally-developed program plans reflect the diversity of communities and frequently integrate local strengths and culture into the prevention strategies. For example, Madison County in southeastern Idaho has heavily involved their strong faith community to work in conjunction with local radio stations and schools to promote positive values, such as honesty, in an integrated fashion. In Kauai, Hawaii, community groups planned a traditional "hukilau" event that brought together community members of various ethnicities and cultural backgrounds to "huki," or pull nets of fish, and established a foundation for continued community building. The Community Prevention Grants Program encourages and supports communities to frame solutions that best meet their unique conditions, resources, and needs.

With its emphasis on building comprehensive prevention plans around data-driven risk and resource assessments, the Community Prevention Grants Program requires many communities to make a significant paradigm shift—a shift in how they think about prevention, planning, and bringing about community change. Early evaluation findings, however, suggest that some communities may not:

- ◆ **Understand the importance of linking prevention plans to identified priority risk factors.** Some communities still operate from a "program first" perspective. That is, they view the Community Prevention Grants Program as "just another pot of money" to fund existing or desired program services.
- ◆ **Consider systems change initiatives as well as service delivery programs.** Systems change initiatives can be powerful approaches for creating positive community change, but are often overlooked in favor of providing direct services. They can include changes in laws

Exhibit 8
Sample Risk Factors and Community Prevention Approaches

Risk Factor	Prevention Program or Systems Change Approach	Community
Availability of Drugs	Community Policy Forums	Cambria, PA
	Community-wide Drug Education	Wayne County, NE
Low Neighborhood Attachment and Community Disorganization	Community Newsletter and Family Group Activities	Carter Lake, IA
	Media Mobilization and Asset Mapping	Fayette County, PA
Extreme Economic Deprivation	Computer Classes and “Reverse Mentoring” (youth mentor parents)	Ka’u, HI
	Job Training and Skill Development	Erie County, PA
Family Management Problems	Family Resource Center	Middlebury, VT
	Mothers Resource Project	Alexandria, VA
	Parent Training	Rocky Ford, CO
Lack of Commitment to School	Wellness Center Support Groups and Coordinator of Student Services	County of Honolulu, HI
	Natural Helpers Peer Support Program	Deshutes County, OR
	Youth Experiencing Success (YES)	Amelia County, VA
Alienation and Rebelliousness	Law-related Education	Laztin, UT
Early Initiation of Problem Behavior	Second Steps Leadership Program	Charleston, MO
	Get Real About Violence P.E.T.E.R Conflict Resolution Program	Monmouth County, NJ
	Community/Police Resource Center	Ponca, OK
	Project Encourage	Huntington, WV
Friends who Engage in the Problem Behavior	Teen Dances	Windsor, VT
	Power of Choice Video Series	Benkelman, NE
	Church Youth Groups	Perry County, PA

(e.g., curfews as in Leadville, Colorado), policies (e.g., discouraging the sale of alcohol at events where youth are present as in Kauai, Hawaii), procedures (e.g., increased information sharing among children and family service providers as in Morgan County, Colorado), or work assignments (e.g., reassigning police officers from a patrol division to a community resource center to work with social service agencies, schools, civic groups, and concerned citizens as in Ponca City, Oklahoma).

- ◆ **Draw from prevention strategies that have been shown in reliable research to be effective.** It is very tempting to continue doing what has always been done and, for some, a daunting task to identify and examine alternatives.

Developing a comprehensive prevention plan that relies on research-based strategies to address identified risk factors, enhance protective factors, and incorporate systems change initiatives can be a time-consuming process. Often, the relatively short time period between the Title V-sponsored training sessions and the grant application deadline forces communities to rush to develop their plans and, in doing so, rely primarily on traditional program services. Communities having more experience with the concepts of risk- and protection-focused prevention, as well as collaborative planning processes, appear to be more effective in developing comprehensive and responsive plans.

“We stopped thinking in terms of the money, because we have a long-term plan... We’re not driven by the money anymore but are driven by the plan.”

— Mayor’s Youth Program Coordinator, Hawaii

To help communities with the development of effective delinquency prevention plans, OJJDP will offer future Title V grant applicants the *Promising Approaches* segment of the *Communities That Care* training. *Promising Approaches* is designed to help community teams better match prevention approaches to the unique risk and protective factor profiles of their communities (Developmental Research and Programs, 1999). During this training, community teams learn about prevention programs and system change strategies with demonstrated effectiveness in reducing risk factors while enhancing

protective factors, assess the suitability of these programs and strategies for their communities, and finally, create action plans for implementing new programs or enhancing existing resources. Many States agree that *Promising Approaches* has been the “missing link” between the RRA training and the development of effective delinquency prevention plans.

4. Leveraging Resources and Systems

In implementing cost-effective solutions to juvenile crime and delinquency problems, maximizing the impact of limited Federal funds is critical. Strategic short-term investments of relatively small amounts of funding can provide the financial base and incentives necessary for local jurisdictions to tap into other resource pools and create comprehensive delinquency prevention initiatives. The Title V grants serve as “seed money” to grow a diversified, long-term investment in a community’s well-being and safety.

The Community Prevention Grants Program is structured to foster the leveraging of other prevention resources and systems in several ways. First, local grantees are required to provide a 50 percent match of the Federal grant with State or local funds or in-kind services. Second, grantees are required to develop a three-year, outcome-driven prevention plan that supports prevention needs and objectives with empirical data. These planning efforts lend validity to community requests for local funding and, further, enable communities to use more effectively the prevention funds they receive. Third, comprehensive community-based initiatives are launched by local key leaders (e.g., mayors and chiefs of police) who frequently are well positioned to secure public and private local financial backing. Finally, the Community Prevention Grants Program encourages the expansion of existing prevention coalitions and programs, thereby enhancing the effectiveness and scope of community systems.

Many communities have found the requirements of the Community Prevention Program to be daunting in relation to the small amount of grant money available; others have discovered that the “true impact of that small amount of money can be huge.” The following sections address community experiences in accessing matching funds, coordinating with other prevention programs, and securing continuation funds after the Title V grant period has ended.

“We have used the funding from the Title V Program to act as a catalyst to initiate new responses to old problems. It is truly amazing what \$25,000 can do in a small city or village when properly accounted for.”

— PPB Member, Nebraska

4.1 Accessing Matching Funds

Several State Juvenile Justice representatives—including those from Illinois, North Carolina, West Virginia, and Nevada—report that the 50-percent match requirement serves as a major obstacle to potential subgrantee applicants. In particular, small and rural communities are having difficulties locating matching funds. While it is difficult to assess how many potential applicants have not applied for Title V funds because of the match requirement, evidence suggests that the match has served as a deterrent to participation in the Community Prevention Grants Program.

Several States, such as South Carolina and Virginia, draw on Title II funds to support prevention activities in communities that are unable to provide the Title V match. While these grant applicants go through Title V training and conduct preapplication planning activities (e.g., the risk and resource assessment), as grant recipients under the less restrictive Title II regulations they are not held to all of the Title V requirements (e.g., the match).

Nevertheless, the 619 communities awarded Title V subgrants to date have secured the required match successfully. This amounts to more than \$30,000,000 in State and local funds and represents a strong nationwide commitment to prevention efforts.

4.2 Coordinating with Other Prevention Programs and Initiatives

States and communities are confronted with a multitude of funding streams, both large and small, that address the needs of children and families. These programs have varying application, reporting, and program requirements which can overwhelm grantees as well as grant administrators. Many community members express frustration that the multi-agency collaborative process promoted at

the local level is not always evident at the State and Federal levels.

Several States and communities are finding innovative ways to integrate various grant programs within the juvenile justice system and between juvenile justice and other sectors, particularly health and human services and education. Moreover, the Title V Community Prevention Grant Program frequently serves as a leverage point or “nucleus” for the other funding opportunities.

In some cases, the Community Prevention Grant Program complements and strengthens preexisting prevention programs. When the program was introduced in Georgia, for example, many communities already had engaged in comprehensive assessment and planning activities through the State’s long-standing initiative to develop children’s collaboratives. The Title V funds provided a means to implement specific portions of county plans for which State and local funding was not available. Similarly, in North Dakota, communities were able to use Title V funds to implement risk-focused plans that were previously developed without implementation funding under the Department of Health and Human Services’ (DHHS) Family Preservation Program.

In other instances, the Community Prevention Grant Program provides the catalyst for the community mobilization and planning processes, which then are integrated into other ongoing grant making activities. Based on PPB prioritization of risk factors and assessment of available resources and resource gaps, communities better understand how to systematically mobilize available funding. Additionally, they begin to see synergies in bringing the various funding streams together in a comprehensive, streamlined manner. In Fremont County, Colorado, for example, the community’s risk assessment is made available to any service provider who needs it to support their grant writing activities. The community board will provide a letter of support for other grant applications, but only if the grant addresses the community’s identified priority risk factors.

Several State juvenile justice agencies are working to coordinate efforts across multiple juvenile justice programs and create consistent requirements through joint Request for Proposal (RFP) processes. Arizona and California have created a single application package and process for their Title V, Title II, and

Challenge Programs. This year Iowa is testing a single application process that combines State juvenile justice funds, Title V, Title II, Juvenile Accountability Incentive Block Grants (JAIBG), and Drug Court funding streams. These States are so strongly committed to the Title V model that they are requiring other program grantees to follow similar processes of forming a multi-disciplinary board, conducting risk and resource assessments, developing 3-year plans, and measuring outcomes. The coordination of application processes will enable communities to develop a more integrated continuum of prevention and intervention activities, all directed toward the community's most pressing problems.

“The use of Title V funds has allowed us to strengthen existing prevention programs and enhance mobilization efforts to ensure a more efficient system of services.”

— Juvenile Justice Specialist, Florida

States also promote coordination and cost-savings through shared training opportunities. In Montana, Title V grantees attended *Communities That Care Training* sponsored on behalf of the DHHS' Center for Substance Abuse Prevention (CSAP) grantees. Not only does shared training reduce costs, it also forces community members to think collectively about the interrelated problems of substance abuse and juvenile delinquency and develop comprehensive, interrelated solutions. Other States, such as Pennsylvania, have adopted a “train-the-trainers” strategy and are building a cadre of certified State trainers to deliver the conceptual framework training to more communities and more participants within the communities.

Finally, and perhaps most significantly, States are contributing large sums of non-Title V funds to increase the momentum of community-based, risk-and-protective-factor focused prevention activities. The Governor of Pennsylvania has set aside \$4 million from this year's budget for research-based prevention initiatives. In Iowa, a total of 27 communities have gone through the Title V planning and application processes, of which 5 have received full or partial Title V funding (totaling \$200,000) while the remainder share \$1.5 million in State Juvenile Crime Prevention Community Grant Program money. Colorado also supplements Title V funding with approximately \$500,000 annually in

State “*Build a Generation*” monies. These States have witnessed the positive outcomes made possible through the conceptual framework embraced by the Community Prevention Grant Program and are committed to leveraging its impact.

4.3 Securing Continuation Funds

One barometer of success of the Community Prevention Grants Program is the ability to “institutionalize” the prevention programs following the grant award period. Many communities struggle with sustainability; at least 24 communities have been unable to continue with grant activities past their Title V funding period, while more have continued but at reduced funding levels.

On the other hand, 73 percent of responding States reported that at least one earlier Title V subgrantee was able to continue its service delivery after its Title V grant award had expired. More than 110 former grantees have obtained continuation funding through a variety of sources, including State juvenile crime prevention funds, children's trust funds, tobacco tax funding, foundations, school systems, and departments of health and human services, law enforcement, and housing. Local contributions to sustaining the Title V prevention activities frequently reflect the renewed sense of ownership among community representatives from the public, private, and non-profit sectors for building stronger families and healthier youth.

The State of Arizona encourages self-sustainability by awarding subgrants in diminishing amounts. During its first year, a grantee can apply for 100 percent of its projected budget. If the grantee is successful in completing its objectives during the first year, it is eligible for 75 percent of the budget the following year and 50 percent the third year. The State finds that the diminishing funding cycle builds stronger community support from other funding sources so that communities are better able to sustain their programs without Federal support following the final grant period.

Communities report that the comprehensive planning processes and collection of performance and outcome data are key factors that enable them to secure additional funding. In Kauai, Hawaii, for example, the Title V process resulted in the collection of informative community statistics, the development of a 3-year plan, and the cultivation of a shared vision, all of which “laid the framework” for them to receive

a \$100,000 grant from the Drug-Free Communities Support Program. This grant will build on the multifaceted prevention activities begun during the Title V grant period. Similarly, in Missoula County, Montana the community members have gained access to \$100,000 from the Dewitt Wallace Foundation to continue their delinquency prevention efforts begun under Title V.

“Everyone came in on the ground floor. The police, the school, and the community have all been involved from the beginning so that when we needed more money, we knew we could get it and where.”

— Substance Abuse Services Director, New Jersey

5. Tracking Outcomes, Risk Factors, and Juvenile Delinquency Problems Over Time

Incorporated into the Community Prevention Grants Program are mechanisms for evaluating whether desired program outcomes and systems changes have occurred and whether they are having their desired effects on risk factors and juvenile delinquency problems over time. Local grantees are required in their subgrant applications to specify “a plan for the measurement of performance and outcomes of project activities.” This evaluation requirement is implemented at the individual program level by measuring desired program outcomes (e.g., enhanced parenting skills, improved test scores) and at the community level, by tracking changes in risk factors and juvenile problem behaviors. The prerequisite risk and resource assessment process creates a baseline from which changes can be measured during and after program implementation.

Local grantees recognize that there are many advantages to a good evaluation plan, especially one that includes tracking outcomes and risk factors. Tracking of outcomes assists stakeholders in their project cycle by feeding back information about program results relative to objectives, and enabling stakeholders to assess progress and refine their programs. Tracking risk factors helps communities further assess program effectiveness by monitoring the relationship between prevention strategies and long-term changes in community risk factors and youth problem behaviors. Nevertheless, for a variety

of reasons including issues related to perspective and capacity, evaluation poses a particular challenge for many community members. In fact, as one community member described it, “*Evaluation is the biggest barrier of the Community Prevention Grants Program at the local level.*”

5.1 Adopting a Long-term Perspective

As discussed in Section 2 above, conducting the initial risk and resource assessment can be challenging for many communities, particularly in terms of the time-consuming processes of finding and gaining access to community risk and protective factor data. Communities often confront these same challenges as they try to track risk factors over time. Additionally, many communities do not recognize that they should be tracking risk factors and juvenile delinquency problems over time as a key part of their evaluation process. The theoretical links between the community’s programs, its short and intermediate outcomes, and the eventual changes in risk factors are not always clear.

A community’s willingness to track outcomes and risk factors over time can be influenced by a *perceived* conflict between the theory and practice. That is, the theoretical model underlying Title V proposes a *long-term perspective* that fosters positive, sustained community change over time. Nevertheless, many communities perceive Title V as a *short-term process*. One factor underlying this conflict is that many communities are accustomed to traditional grants in which once grant money is expended, program operations end and monitoring of results cease. Recent trends toward comprehensive, community-based initiatives like Title V, however, encourage broader integrated efforts and long-term systems change intended to outlast the grant period.

The conflict between long-term theory and short-term practice is bolstered by the 3-year time limits on Title V funding, the uncertainty of funds from year to year, and the fact that risk factors take a long time to impact. The impact of prevention strategies—such as home visitation for families with newborns—on risk factors and adolescent problem behaviors may not be noticeable for as many as 10, 15, or 20 years (Developmental Research and Programs, 1999). Communities that are dealing every day with the consequences of serious juvenile crime and problem behavior often become frustrated at the prospect of waiting years for priority risk factors to change.

Although short-term approaches produce short-term outcomes, communities feel validated when they can see the immediate effects of their efforts.

5.2 Building Local Capacity

Recognizing the challenges inherent in tracking risk factors and conducting evaluations, and the resource limitations of many communities—specifically rural communities, low-income communities, and communities with few existing resources—OJJDP and several States have developed solutions to help increase community evaluation capacity. OJJDP makes technical assistance and training available to States and communities on an as-needed basis.⁶ Assistance is available to help with all aspects of the Title V process, from strengthening the conceptual understanding of the risk-focused model of prevention to planning and evaluation. OJJDP has provided a valuable source of evaluation assistance with its *Title V Community Self-Evaluation Workbook*. The *Workbook* consists of easy-to-complete forms and step-by-step instructions that guide communities through key evaluation activities. In fact, the *Workbook* has been so well-received that 13 States including Arizona, Michigan, Florida, and Vermont, among others, now require communities to use the *Workbook* as their primary evaluation tool. Some States, such as West Virginia, also have promoted the use of the *Workbook* or related tools to grantees of other juvenile justice programs.

Several States are providing communities with local evaluation technical assistance support and training. For example, Colorado, Pennsylvania, and Michigan have TA and training contracts with local research and evaluation experts. Available to help communities meet their local evaluation needs, as well as Federal and State requirements, local TA and training providers have made significant progress in replacing evaluation fears with skills. To help communities develop measurable outcomes, Iowa is producing a set of evaluation protocols. Other States, including Washington and Nevada, have helped communities anticipate evaluation needs by requiring them to set aside a certain percentage of their grants for evaluation support.

Communities also are developing their own strategies to help overcome evaluation limitations. Using existing community-based resources, or creating their

own, communities are securing the assistance they need to develop and implement evaluation plans. Some communities choose to use a portion of their grant money to hire a local evaluator. Others take advantage of local colleges or universities, seeking assistance from graduate students or faculty who are often willing to take on the evaluation as a collaborative research project. Still other communities recruit PPB members who possess evaluation expertise. Additionally, communities are taking advantage of available evaluation tools including surveys, data books, and supplemental materials designed to foster local evaluation capacity by groups such as DRP (*Communities That Care*) and the Search Institute (*Youth Asset Model*). A vast amount of information and other supplemental materials and resources are also available to communities through the Juvenile Justice Clearinghouse, OJJDP's information center for juvenile justice professionals, practitioners, policy makers, and the public.

5.3 Demonstrating the Power of Outcome Data

Despite the challenges of data collection and evaluation, communities have developed and implemented evaluation plans to help them monitor change in outcomes and risk factors. And, in evaluating their efforts, communities are demonstrating that through comprehensive prevention efforts, community change can, and does, occur. Local grant and evaluation reports indicate:

- ◆ The Gateway Initiative in Clinton, Iowa, implemented the Families and Schools Together (F.A.S.T.) program at nine local sites and experienced a 37 percent decrease in school behavior problems in the first program year, and a 31 percent decrease in the second program year.
- ◆ Of the 343 elementary school children served over the last three years by the Neighborhood Centers in Thurston County, Washington, pre-post test comparisons indicated that 66 percent of the students were “much improved” on academic achievement, and 25 percent were “much improved” in overall behavior.
- ◆ The School Reentry Program in Clark County, Washington witnessed a 39 percent decrease in gang involvement in participating students from 1995 to 1998.

⁶ Training and technical assistance activities are supported by OJJDP discretionary funds.

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- ◆ In Jackson, Tennessee, schools reported a 23 percent improvement in overall grade point averages for the 57 students consistently participating in the multi-agency delinquency prevention program and also a decrease in overall school suspensions. Additionally, vandalism cases in the targeted area dropped from 84 in the first year to 64 in the second.
 - ◆ Following reassignment of police from patrol to a community resource center, residents in Ponca City, Oklahoma showed marked improvement in their fear of crime and perception of the police department. For example, after the initiative, less than one third (32%) of households surveyed indicated that they were “more afraid of crime than I have ever been” as compared to half (49%) before. More residents (83% versus 56%) agreed that the “police department does the best job it can against crime in this neighborhood.”
 - ◆ The Family Access Network—school-based centers for child and family services—in Bend, Oregon improved measured behaviors in 11 percent of the 2nd graders served by their mentor program. At one school, the peer mediation training program reduced discipline referrals by 75 percent.
 - ◆ Students participating in the law-related education program in Layton City, Utah were less likely to be arrested for theft than were a control group. In addition, reported gang involvement was reduced by 37 students from year 1 to year 2.

These findings provide encouraging evidence that the Title V Community Prevention Grants Program model can help communities strengthen positive youth development and reduce risk factors and problem behaviors among their youth. As the national evaluation of program implementation and outcomes progresses, and communities continue to build their local evaluation capacity, we will be better able to demonstrate that local prevention and early intervention efforts are making a positive difference in the lives of our nation’s children and families.

IV. Concentration of Federal Efforts in Delinquency Prevention

The complexity of the problem of juvenile delinquency and its underlying causes demands coordinated, multidisciplinary responses at the local, State, and Federal levels. OJJDP promotes collaborative interagency responses at the local level through their Title V Community Prevention Grants Program, and at the Federal level through their Concentration of Federal Efforts (CFE) program. Carried out in consultation with the Coordinating Council on Juvenile Justice and Delinquency Prevention (Coordinating Council, see Exhibit 9), the CFE program facilitates comprehensive, coordinated Federal juvenile justice policy through a range of inter-agency efforts designed to develop and implement effective delinquency prevention, intervention, and treatment strategies.

In 1996, the Coordinating Council published and disseminated *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*. The *Action Plan* draws on decades of research, information, and programming and describes coordinated Federal efforts to support State and local initiatives and establish strengthened linkages between national organizations and State and local communities. The *Action Plan* specifies several objectives related to juvenile delinquency prevention:

- ◆ Supporting the development of innovative approaches to research and evaluation.
- ◆ Addressing child abuse and neglect and breaking the cycle of violence.
- ◆ Reducing youth involvement with guns, drugs, and gangs.
- ◆ Providing opportunities for children and youth, including youth with disabilities.

Through the CFE program and the Coordinating Council, OJJDP continues to support the objectives and strategies set forth in the *Action Plan*. Specifically, OJJDP initiates, supports, and conducts a host of activities designed to improve interagency planning, encourage research-based program development, stimulate collaborative grant

Exhibit 9 Members of Coordinating Council on Juvenile Justice and Delinquency Prevention

The Coordinating Council is an independent body within the Executive Branch, chaired by the Attorney General of the United States. The Council is made up of the following nine statutory Federal agencies and nine juvenile justice practitioners:

- ◆ Office of Juvenile Justice and Delinquency Prevention (OJJDP)
- ◆ Department of Justice (DOJ)
- ◆ Immigration and Naturalization Services (INS)
- ◆ Department of Health and Human Services (HHS)
- ◆ Department of Labor (DOL)
- ◆ Department of Education (DOE)
- ◆ Department of Housing and Urban Development (HUD)
- ◆ Office of National Drug Control Policy (ONDCP)
- ◆ Corporation for National Service (CNS)

opportunities and initiatives, and educate key stakeholders through information exchange. Outlined in the following sections, by objective, are key 1998 CFE and Coordinating Council activities.

1. Supporting Innovative Approaches to Research and Evaluation

Knowledge about “what works” helps OJJDP and other Federal agencies design better initiatives and provide more effective technical assistance and training to communities working to prevent delinquency. It also helps shape future policy and priorities. In 1998, through the CFE program, a number of research initiatives were undertaken,

engaging a variety of disciplines in validating assumptions about delinquent behavior and identifying successful program components and activities.

Working with the Coordinating Council, the Institute of Medicine and the National Research Council's Commission on Behavioral and Social Sciences and Education developed the *Forum on Adolescence*, a meeting ground for experts from government, academia, and other related fields. As a group, Forum members work to synthesize, analyze, and evaluate scientific research on critical national issues relating to youth and their families and then disseminate the findings to a wide array of audiences. Current Forum projects include the Juvenile Crime, Prevention, Treatment and Control Committee, workshops on helping communities promote positive youth development, and initiatives to promote peaceful, respectful relations among youth.

Supporting efforts to link evaluation findings to program development and practice, OJJDP, in cooperation with the Center for the Study and Prevention of Violence (CSPV), is funding 120 communities to implement the *Blueprints Project*. This initiative provides step-by-step instructions that help communities plan and implement exemplary violence prevention programs that have been proven through extensive research and evaluation to be effective in reducing violence and juvenile delinquency. Additionally, the *Science on the Same Page* initiative is working across agencies to develop common terminology for defining and discussing promising prevention strategies and programs.

2. Breaking the Cycle of Violence

Research to date clearly confirms that children who live in families with a history of child maltreatment are at a heightened risk for juvenile delinquency and problem behaviors including mental health problems, low academic achievement, substance abuse, teenage pregnancy, and/or violent criminal behavior in later years (Kelley, Thornberry, & Smith, 1997). Committed to breaking the cycle of child violence and victimization, the Coordinating Council focused a number of important activities on advancing our understanding of the link between child maltreatment and juvenile delinquency.

In February 1998, the Coordinating Council established the *Interagency Working Group on Child*

Maltreatment and Juvenile Delinquency. Intended to facilitate interdisciplinary exchange among practitioners and agency representatives on the link between child maltreatment and delinquency, the *Working Group* has planned a number of State Forums that will bring together State and local legislators, representatives of child welfare, law enforcement, juvenile justice, public and mental health, and education, among others, to foster collaboration, identify promising strategies and ongoing initiatives, and encourage community-based assessment and planning for victims of child abuse.

To foster a unified and cooperative approach to juvenile delinquency prevention, OJJDP's *Missing and Exploited Children's Program* (MECP) awarded \$2.4 million to State and local law enforcement agencies for the development of coordinated plans for combating *Internet Crimes Against Children*. Recipients are using funds to develop case management systems, formulate collaborative response protocols, secure investigative training and equipment, and support task forces and representatives from law enforcement, victim services, child protective services, and other agencies. The MECP also funded a "cyber tipline," a hotline for citizens to call and report information on computer-assisted sexual exploitation of children.

The Council also continued to support in 1998 a number of other important cooperative prevention programs and activities:

- ◆ David Olds' *Nurse Home Visitation Program*—a prenatal and early childhood home visitation program for low-income, first time mothers.
- ◆ *Safe Kids/Safe Streets: Community Approaches to Reducing Abuse and Neglect and Preventing Delinquency*—a grant program designed to break the cycle of child and adolescent abuse and neglect through system reform and accountability, development of a continuum of services, and prevention education.
- ◆ *Strengthening Services for Chemically-Involved Children, Youth and Families*—a training and technical assistance program for child welfare professionals to address the multiple needs of families with alcohol and other drug problems while simultaneously delivering services that protect and promote the health and well-being of children.

- ◆ *The Portable Guide Series*—booklets that provide law enforcement and other professionals basic information on the most critical aspects of investigations of child abuse and neglect.

These collaborative grant programs, capacity building efforts, and information dissemination activities bolster the ability at the local level to help break the cycle of violence and victimization, thus preventing later juvenile delinquency.

3. Reducing Youth Involvement with Guns, Drugs, and Gangs

The recent involvement of youth with guns, drugs, and gangs has fueled concern for the health and well-being of our young people. Recent research has confirmed a number of troubling relationships including those between delinquency and alcohol and illegal drug use, delinquency and gang membership, and an increased involvement with firearms for youth involved with drugs and gangs (Juvenile Justice Action Plan, 1996). Additionally, last year's highly publicized school shootings have increased concerns about the safety of our youth while at school. In 1998, a number of efforts were undertaken to reduce school-related violence and alcohol and other drug use among youth.

One of the biggest events of the year was the *White House Conference on School Safety*. Sponsored by the Council and hosted by the President, Vice President, and First Lady, the conference brought together researchers, practitioners, educators, and concerned citizens to address the issues of violence in our schools. The conference also provided a forum for the President to announce a series of new Federal initiatives aimed at combating the incidence and consequences of school violence including \$12 million to assist local schools and communities in the wake of school-related violent deaths and \$65 million to enable schools with serious crime problems to hire community police and school resource officers. OJJDP also has convened a *Working Group on School Violence* with member representatives from each OJJDP division, along with representatives from the National Institute of Justice and the Bureau of Justice Assistance, to monitor developments in the area of school violence, share information, and work on future plans to combat school violence.

In 1998, the Council also championed a number of other programs intended to address school violence

and reduce youth involvement in guns, drugs, and gangs:

- ◆ *Inter-agency Safe Schools-Healthy Students*—a new initiative designed to help schools and communities develop and implement comprehensive responses to school safety.
- ◆ *Drug Free Communities Support Program*—a collaborative grant effort between OJJDP and the Office of National Drug Control Policy designed to strengthen community-based coalition efforts to reduce youth substance abuse.
- ◆ *Combating Underage Drinking Program*—an initiative to help States develop comprehensive strategies that encourage cooperation and coordination among States, communities, and private organizations to address underage drinking.
- ◆ *Replication of Life Skills Training Program*—a three-year intervention, implemented in school classrooms by school teachers, designed to prevent or reduce gateway drug use (i.e., tobacco, alcohol, and marijuana).

Additionally, OJJDP and the Center for Substance Abuse Prevention (CSAP) continued development of the *Federal Assisted Community Efforts* or *FACE Database*. This Internet-accessible database is being designed to reduce duplication of efforts by providing a single point of entry for local, State, and Federal decision makers to gather detailed information on all Federal programs and activities.

4. Providing Opportunities for Children and Youth: Addressing the Needs of Students with Disabilities

Students with learning disabilities and behavioral disorders are more likely to engage in criminal and delinquent behaviors and be incarcerated than are other youth (Kelley, Loeber, Keenan, & DeLamatre, 1997). In addition, many children in the juvenile justice system have an identified learning disability.

To address the social, educational, and psychological needs of students with disabilities, OJJDP is collaborating with the Department of Education's Office of Special Education and Rehabilitative Services and the Office of Vocational and Adult Education (OVAE) to initiate a variety of activities. One such program is a 5-year collaborative effort to

address the needs of students with disabilities in the correction system and facilitate a smooth transition back to their home, schools, and communities. In addition, OJJDP and OVAE also are working towards developing a series of monographs on the key issues related to learning disabilities and juvenile delinquency. To further address the topic of learning disabilities, OJJDP partnered with the National Institute of Mental Health to support an expanded and extended follow-up study of various treatment modalities for attention deficit hyperactive disorder (ADHD) in children. The expanded follow up will assess substance abuse and related factors in ADHD children.

Addressing the issues of children with disabilities will remain a key priority area for the Coordinating Council in 1999 with the opening of a new center for students with disabilities in the juvenile justice system. Sponsored by OJJDP, the Office of Special Education, and various grantees including the Hamilton Fish National Institute and the School Safety Training Center, *The Center for Positive Behavioral Interventions and Support* will build awareness and motivation for schools to design and implement school-wide support for children with learning disabilities.

Through joint funding and support of activities that promote coordination and collaboration at the Federal level, such as those outlined above, OJJDP and the Coordinating Council forge ahead to enhance our response to juvenile delinquency and crime prevention. Future activities will contribute further to our understanding of the causes and correlates of juvenile delinquency, while continuing to move all parties involved one step closer to meeting the goals of the *National Juvenile Justice Action Plan* and creating safe, healthy communities.

V. Moving Toward a Healthier, Safer Future

Over the past 5 years, the Title V Community Prevention Grants Program has provided more than 600 local communities with four essential ingredients for implementing a sustainable strategy to prevent juvenile crime and delinquency:

- ◆ A theory-driven, research-based *framework* for risk- and protection-focused prevention.
- ◆ *Tools* for building on that framework.
- ◆ *Training and technical assistance* to use those tools efficiently and cost-effectively.
- ◆ *Local control* of the process.

As noted in a Nebraska Title V subgrant application, “*Communities have expressed the desire to be more involved in prioritizing their own needs and a willingness to accept greater responsibility for achieving outcomes.*” The Community Prevention Grants Program helps communities identify and prioritize their needs, maximize the use of local resources, and develop community-specific delinquency prevention plans. Through this data-driven framework, communities are accepting more widespread ownership for delinquency prevention planning and programming and greater accountability for results.

Never intended as a quick-fix solution to the complex issues of juvenile crime and delinquency, the Community Prevention Grants Program provides instead a strategic, long-term process that helps communities “change the way they do business.” As discussed in Chapter III, such change is often not easy. In fact, implementing this theory-based prevention model has proven to be quite challenging for many participating communities. However, States and communities are developing innovative approaches to overcome these challenges and each year are enhancing their programs based on the early lessons learned. Through the national evaluation, as well as continued applied research on juvenile delinquency, OJJDP continues to advance understanding of how best to support communities in both initiating and institutionalizing their delinquency prevention strategies and integrates that knowledge into ongoing program policies and training efforts. Additionally, as presented in

Chapter IV, OJJDP continues to work with its Federal partners to coordinate comprehensive interagency programs and technical assistance activities that address youth issues.

States and communities across the country have demonstrated a solid commitment to the underlying principles and processes of the Community Prevention Grants Program. Several States have supplemented their Federal Title V funds with State funding to support additional communities through the processes of community mobilization, assessment and planning, program implementation, and institutionalization and monitoring. Some States also are integrating the Title V framework into their grant/funding requirements for other youth and justice programming. At the local level, several community board members report that the process of community mobilization, conducting thorough community assessments, and developing targeted 3-year plans was so helpful in bringing the community to focus on youth issues that they “*no longer cared if they received the grant money.*” Finally, many of the communities that have received 3 years of Title V grant funds are beginning to secure funds from a variety of local and State sources to sustain their efforts over the long term.

For the past 5 years, the Title V Community Prevention Grants Program has helped communities create environments that foster strong, nurturing families and healthy, law-abiding youth. Thousands of parents have received parenting classes, home visiting services, and new parent newsletters, while children have gained access to academic enrichment, tutoring, and conflict resolution programs. Adult mentors have served as role models for youth and developed supportive relationships with them. Police officers, social workers, educators, youth program administrators, religious leaders, and others have collaborated to integrate and expand services in a cost-effective manner. Entire communities have joined together to foster healthy beliefs and set clear standards for their youth.

As a result of these efforts and our program monitoring tools, we continue to have promising evidence that these local delinquency prevention

initiatives can make a sustained difference. Communities are reporting encouraging outcomes in terms of enhanced coordination of youth resources, family strengthening, school performance, and youth behavior. Through the national impact evaluation we expect to learn even more about the strength and effects of strategic delinquency planning and programming over the coming years.

Given the encouraging results of the first 5 years of the Community Prevention Grants Program, we must capitalize on this momentum and continue to invest in the risk- and protection-focused approach to delinquency prevention. The Title V appropriation for Fiscal Year 1999 more than doubles the funding for the Community Prevention Grants Program, from \$20 million to \$45 million. (In Fiscal Year 1999, funding for the At-Risk Children's Program also covers other prevention initiatives, including \$25 million for the Enforcing Underage Drinking Law Program, \$15 million for the Safe Schools Initiative, and \$10 million for the new Tribal Youth Program.) The increased Community Prevention Grants Program funding will enable States to provide more and/or larger local grants. Larger grants will provide greater incentives to those communities who have reported that the Title V requirements are *"too much work for the small amount of funding available."* Additionally, we will continue providing training and technical assistance to best support communities in the challenging but rewarding processes of implementing the strategic, research-based prevention framework. Working in partnership with State governments and local communities, we can continue the downward trend in juvenile crime and delinquency and continue to build a healthier, safer future for our Nation's children and families.

For Further Information about the Title V Community Prevention Grants Program and Other OJJDP Programs...

**Visit the Home Page of the Office of Juvenile Justice and
Delinquency Prevention, U.S. Department of Justice at:**

<http://ojjdp.ncjrs.org>

Contact the Juvenile Justice Clearinghouse at:

Phone: 800-638-8736
Fax: 301-519-5212
Address: P.O. Box 6000
Rockville, MD 20849-6000
E-Mail: askncjrs@ncjrs.org
Web Site: <http://ncjrs.org>

APPENDIX

RISK FACTORS FOR UNHEALTHY ADOLESCENT BEHAVIORS

The following is a summary of risk factors identified in longitudinal studies as predictors of adolescent health and behavior problems. The problem behaviors they predict are indicated in parentheses.

Community Risk Factors

Availability of drugs (substance abuse). The more easily available drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community (Gorsuch & Butler, 1976). Perceived availability of drugs in school is also associated with increased risk (Gottfredson, 1988).

Availability of firearms (delinquency, violence). Firearms, primarily handguns, are the leading mechanism of violent injury and death (Fingerhut, Kleinman, Godfrey, & Rosenberg, 1991). Easy availability of firearms may escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that areas with greater availability of firearms experience higher rates of violent crime including homicide (Alexander, Massey, Gibbs, Altekruze, 1985; Kellerman, Rivara, Rushforth et al., in review; Wintenuite, 1987).

Community laws and norms favorable toward drug use, firearms, and crime (substance abuse, delinquency, and violence). Community norms—the attitudes and policies a community holds in relation to drug use, violence, and crime—are communicated in a variety of ways: through laws and written policies, through informal social practices, through the media, and through the expectations that parents, teachers, and other members of the community have of young people. When laws, tax rates, and community standards are favorable toward substance abuse or crime, or even when they are just unclear, young people are at higher risk.

One example of a community law affecting drug use is the taxation of alcoholic beverages. Higher rates of taxation decrease the rate of alcohol use (Levy & Sheflin, 1985; Cook & Tauchen, 1982). Examples of local rules and norms that also are linked with rates

of drug and alcohol use are policies and regulations in schools and workplaces.

Media portrayals of violence (violence). There is growing evidence that media violence can have an impact upon community acceptance and rates of violent or aggressive behavior. Several studies have documented both long- and short-term effects of media violence on aggressive behavior (Eron & Huesmann, 1987; National Research Council, 1993).

Transitions and mobility (substance abuse, delinquency, and school dropout). Even normal school transitions can predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rates of drug use, school dropout, and anti-social behavior may occur (Gottfredson, 1988).

Communities characterized by high rates of mobility appear to be at an increased risk of drug and crime problems. The more the people in a community move, the greater the risk of criminal behavior (Farrington, 1991). While some people find buffers against the negative effects of mobility by making connections in new communities, others are less likely to have the resources to deal with the effects of frequent moves and are more likely to have problems.

Low neighborhood attachment and community disorganization (substance abuse, delinquency, and violence). Higher rates of drug problems, crime, and delinquency and higher rates of adult crime and drug trafficking occur in communities or neighborhoods where people have little attachment to the community, where the rates of vandalism are

Risk Factors for Health and Behavior Problems

Risk Factors	Adolescent Problem Behaviors				
	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
Community					
Availability of Drugs	✓				
Availability of Firearms		✓			✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓			✓
Media Portrayals of Violence					✓
Transitions and Mobility	✓	✓		✓	
Low Neighborhood Attachment and Community Organization	✓	✓			✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓
Family					
Family History of the Problem Behavior	✓	✓	✓	✓	
Family Management Problems	✓	✓	✓	✓	✓
Family Conflict	✓	✓	✓	✓	✓
Favorable Parental Attitudes Toward and Involvement in the Problem Behavior	✓	✓			✓
School					
Early and Persistent Antisocial Behavior	✓	✓	✓	✓	✓
Academic Failure Beginning in Elementary School	✓	✓	✓	✓	✓
Lack of Commitment to School	✓	✓	✓	✓	
Individual/Peer					
Rebelliousness	✓	✓		✓	
Friends Who Engage in the Problem Behavior	✓	✓	✓	✓	✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓	
Early Initiation of the Problem Behavior	✓	✓	✓	✓	✓
Constitutional Factors	✓	✓			✓

Source: Howell, J. (Ed.). 1995. *Guide for implementing the comprehensive strategy for serious, violent, and chronic juvenile offenders*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

high, and where surveillance of public places is low (Murray, 1983; Wilson & Hernstein, 1985).

Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the key players in the neighborhood—such as merchants, teachers, police, and human and social services personnel—live outside the neighborhood, residents' sense of commitment will be less. Lower rates of voter participation and parental involvement in school also reflect attitudes about community attachment. Neighborhood disorganization makes it more difficult for schools, churches, and families to pass on pro-social values and norms (Herting & Guest, 1985; Sampson, 1986).

Extreme economic and social deprivation (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Children who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions, and high unemployment are more likely to develop problems with delinquency, teen pregnancy, and school dropout or to engage in violence toward others during adolescence and adulthood (Bursik & Webb, 1982; Farrington et al., 1990). Children who live in these areas *and* have behavior or adjustment problems early in life are also more likely to have problems with drugs later on (Robins & Ratcliff, 1979).

Family Risk Factors

A family history of high-risk behavior (substance abuse, delinquency, teen pregnancy, and school dropout). If children are raised in a family with a history of addiction to alcohol or other drugs, their risk of having alcohol or other drug problems themselves increases (Goodwin, 1985). If children are born or raised in a family with a history of criminal activity, their risk for delinquency increases (Bohman, 1978). Similarly, children who are born to a teenage mother are more likely to be teen parents, and children of dropouts are more likely to drop out of school themselves (Slavin, 1990).

Family management problems (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Poor family management practices are defined as a lack of clear expectations for behavior, failure of parents to supervise and monitor their children, and excessively severe, harsh, or inconsistent punishment. Children exposed to these poor family management practices are at higher risk of developing all of the health and behavior problems listed above (Patterson & Dishion, 1985; Farrington, 1991; Kandel & Andrews, 1987; Peterson et al., 1994; Thornberry, 1994).

Family conflict (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Although children whose parents are divorced have higher rates of delinquency and substance abuse, it appears that it is not the divorce itself that contributes to delinquent behavior. Rather, conflict between family members appears to be more important in predicting delinquency than family structure (Rutter & Giller, 1983). For example, domestic violence in a family increases the likelihood that young people will engage in violent behavior themselves (Loeber & Dishion, 1984). Children raised in an environment of conflict between family members appear to be at risk for all of these problems behaviors.

Parental attitudes and involvement in the problem behavior (substance abuse, delinquency, and violence). Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of their children (Brook et al., 1990; Kandel, Kessler, & Maguiles, 1978; Hansen, Graham, Shelton, Flay, & Johnson, 1987). Children of parents who excuse their children for breaking the law are more likely to develop problems with juvenile delinquency (Hawkins & Weis, 1985). Children whose parents engage in violent behavior inside or outside the home are at greater risk for exhibiting violent behavior.

In families where parents use illegal drugs, are heavy users of alcohol, or are tolerant of children's use, children are more likely to become drug abusers in adolescence. The risk is further increased if parents involve children in their own

drug or alcohol-using behavior—for example, asking the child to light the parent’s cigarette or get the parent a beer from the refrigerator (Ahmed, Bush, Davidson, & Iannotti, 1984).

School Risk Factors

Early and persistent antisocial behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Boys who are aggressive in grades K-3 or who have trouble controlling their impulses are at higher risk for substance abuse, delinquency, and violent behavior (Loeber, 1988; Lerner & Vicary, 1984; American Psychological Association, 1993). When a boy’s aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This also applies to aggressive behavior combined with hyperactivity (Kellam & Brown, 1982).

Academic failure beginning in late elementary school (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, teen pregnancy, and school dropout. Children fail for many reasons, but it appears that the *experience* of failure itself, not necessarily ability, increases the risk of these problem behaviors (Jessor, 1976; Farrington, 1991).

Low commitment to school (substance abuse, delinquency, teen pregnancy, and school dropout). Lack of commitment to school means the child has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for the problem behaviors listed above (Gottfredson, 1988; Johnston, O’Malley, & Bachman, 1991).

Individual/Peer Risk Factors

Rebelliousness (substance abuse, delinquency, and school dropout). Young people who feel they are not part of society or are not bound by rules, who don’t believe in trying to be successful or responsible, or who take an actively rebellious stance toward society are at higher risk of drug

abuse, delinquency, and school dropout (Jessor & Jessor, 1977; Kandel, 1982; Bachman, Lloyd, & O’Malley, 1981).

Friends who engage in the problem behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Young people who associate with peers who engage in a problem behavior—delinquency, substance abuse, violent activity, sexual activity, or dropping out of school—are much more likely to engage in the same problem behavior (Barnes & Welte, 1986; Farrington, 1991; Cairns, Cairns, Neckerman, Gest, & Gairepy, 1988; Elliott et al., 1989).

This is one of the most consistent predictors that research has identified. Even when young people come from well-managed families and do not experience other risk factors, just spending time with friends who engage in problem behaviors greatly increases the risk of that problem developing.

Favorable attitudes toward the problem behavior (substance abuse, delinquency, teen pregnancy, and school dropout). During the elementary school years, children usually express anti-drug, anti-crime, and pro-social attitudes and have difficulty imagining why people use drugs, commit crimes, and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places them at higher risk (Kandel et al., 1978; Huesmann & Eron, 1986).

Early initiation of the problem behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout). The earlier young people drop out of school, use drugs, commit crimes, and become sexually active, the greater the likelihood that they will have chronic problems with these behaviors later (Elliott et al., 1986). For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems than

those who wait until after the age of 19 (Robins & Przybeck, 1985).

Constitutional factors (substance abuse, delinquency, and violence). Constitutional factors are factors that may have a biological or physiological basis (Hawkins & Lam, 1987). These factors are often seen in young people with behaviors such as sensation-seeking, low harm-avoidance, and lack of impulse control. These factors appear to increase the risk of young people abusing drugs, engaging in delinquent behavior, and/or committing violent acts.

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