

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



OJJDP

**Annual
Report**

1990

130583

1990 OJJDP Annual Report

130583

U.S. Department of Justice
National Institute of Justice

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

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

Public Domain/OJP/OJJDP
U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

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

Office of Juvenile Justice and Delinquency Prevention

**Robert W. Sweet, Jr.
Administrator**

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.

Table of Contents

Foreword	v
Introduction	vii
Chapter 1: Juveniles Taken Into Custody	1
Responding to the Congressional Mandate	1
Defining a Research Agenda	2
Summary of Findings	5
State Correctional Agency Data	10
Developing and Testing a National Reporting System	11
Chapter 2: Coordinated Federal Efforts	15
Concentration of Federal Effort Program	15
Coordinating Council on Juvenile Justice and Delinquency Prevention	16
Federal Agency Delinquency Development Statements	18
The 1990 Action Plan To Prevent Illegal Drug Use Among High-Risk Youth	19
Federal Agencies' Practices With Regard to Taking Juveniles Into Custody	20
Recommendations of the Coordinating Council	21
Other Programs Funded Under Part A of the JJDP Act	23
Chapter 3: Formula Grants Program	31
Status of State Formula Grants Program	31
Status of States' Compliance: 1988 Monitoring Reports	35
Summary of State Compliance With Section 223(a)(12)(A), (13), and (14) of the Juvenile Justice and Delinquency Prevention Act of 1974, as Amended	36
Appendix 1	42
Appendix 2	45
Appendix 3	48

Chapter 4: Highlights of OJJDP Fiscal Year

1990 Initiatives	51
Drugs and Alcohol	53
Youth Gangs	65
Schools	72
Delinquency Prevention in the Community	82
Intermediate Sanctions	91
Law Enforcement	97
Prosecution	103
Courts	109
Corrections	114
Research	119
Statistics	131
Informing the Juvenile Justice System	138
Missing Children's Program	141

Chapter 5: Exemplary Delinquency Prevention

Programs	149
Targeted Outreach With a Gang Prevention and Intervention Component	150
National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project	152
Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project, Phase III	153

Attachment A	155
Attachment B	163
Attachment C	169
Attachment D	173

Foreword

As we enter the last decade of the twentieth century, the challenge of improving America's juvenile justice system to prevent and address delinquency more effectively continues to demand our best efforts. Our children and our Nation deserve no less.

Charged with this responsibility by Congress, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has sought to provide Federal leadership, while encouraging local initiative, on a variety of problems besetting youth.

The 1990 OJJDP Annual Report describes more than 70 programs funded by OJJDP to advance juvenile justice and provides the latest data regarding children in custody and State compliance with the mandates of the Juvenile Justice and Delinquency Prevention Act.

The answers to our problems will not be found in Washington alone. If Pennsylvania Avenue and Capitol Hill are not joined by Main Street, U.S.A., the road ahead will be a dead end. But, working together, we shall continue to take steps in the right direction, as documented in this report.

The truism that an ounce of prevention is worth a pound of cure surely applies to delinquency. If we are to check the disturbing increase in violent crime by juveniles, we must go beyond treating symptoms, however diligently, to examine causes. Nor must we be so preoccupied with what is wrong with a minority of our youth that our tunnel vision blinds us to what is right with the majority.

Strong families are the foundation of a sound society. America is blessed with many. They teach the moral values that develop respect for one's own responsibilities and for the rights of others. This is delinquency prevention at its most effective level—the family, for, as President Bush affirmed in his 1991 Education Day Proclamation, “moral education begins at home, in the guidance parents provide for their children.”

We encourage and commend your personal involvement on behalf of our Nation's youth. Their future is America's.

Robert W. Sweet, Jr.
Administrator

Introduction

The Creation of the Office of Juvenile Justice and Delinquency Prevention

Congress established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 to address heightened public concerns about America's troubled youth. Subsequent amendments to the Act enhanced and strengthened the original legislation. For 15 years OJJDP has carried out its congressionally chartered mandates to provide direction, coordination, leadership, and resources to State and local juvenile justice systems and the related youth service delivery network.

By law OJJDP is the primary Federal agency charged with addressing the needs of the juvenile justice system. The Administrator of OJJDP is appointed by the President and confirmed by the U.S. Senate. The Administrator's role is to implement overall policy for Federal juvenile delinquency programs and advise the President through the Attorney General on all matters of Federal policy regarding juvenile delinquency.

Though problems faced by our Nation's youth and families continue to increase in magnitude, intensity, and variety, OJJDP has responded each year by researching problems and proposing solutions; creating, funding, and giving direction to programs; facilitating the exchange of valuable information; and supplying expertise to communities and organizations. Fiscal Year 1990 was no exception. Juvenile justice program initiatives described in this volume involved intensive efforts to address priority issues regarding delinquent and troubled youth.

OJJDP Goals and Activities in Fiscal Year 1990

The Fiscal Year 1990 Program Plan defined the following four program goals:

- Prevent and control illegal drug use.
- Prevent and control serious juvenile crime.
- Assist States in complying with the formula grant mandates.
- Enhance prevention and intervention efforts for missing and exploited children.

Each year OJJDP pursues the goals set forth in its Program Plan through the efforts of its five divisions. The following are brief descriptions of the divisions and their areas of responsibility:

The State Relations and Assistance Division oversees the formula grant program, monitors States' compliance with the mandates of the JJDP Act, and provides training and technical assistance to participating States.

The Special Emphasis Division provides discretionary funds to develop promising approaches to delinquency prevention, treatment, and control. A major component of these efforts is to select, demonstrate, and test specific program initiatives.

The Research and Program Development Division pursues a comprehensive research agenda, developing knowledge about special problems, monitoring trends, and analyzing practices of the juvenile justice system. It also applies this research to the development and testing of state-of-the-art programs.

The Training, Dissemination, and Technical Assistance Division develops technical assistance and training programs for practitioners in juvenile justice and enhances the delivery of

expertise by outside consultants to help meet the specific needs of the system nationwide.

The Information Dissemination Unit conducts a wide variety of information dissemination activities for OJJDP in support of the Office's statutory mandate to serve as a clearinghouse and information center for the preparation, publication, and dissemination of information on juvenile delinquency and missing children.

Other major program areas within OJJDP include the Concentration of Federal Effort Program, and the Missing Children's Program which reports its activities in the *OJJDP Annual Report on Missing Children*.

Each year OJJDP provides direct funding and staff support for field initiatives. The goal of these initiatives is to provide States and localities with effective programs that can eventually be directed and funded with a minimum of Federal involvement.

During Fiscal Year 1990, OJJDP funded more than 70 programs to meet the above goals; these programs are described in this report. OJJDP spent a total of \$72 million during Fiscal Year 1990, including \$48 million distributed to States as formula grants. Administrator Robert W. Sweet, Jr., arrived to head the Office in April 1990, the midpoint of Fiscal Year 1990.

Looking to the Future

OJJDP will continue to implement the priority concerns of the JJDP Act by providing national leadership in juvenile justice program development, demonstration, research, and evaluation. Of these responsibilities, program evaluation will be a key concern in the coming months. To ensure the quality of services, it is essential that OJJDP initiatives undergo independent evaluation. Funded programs must demonstrate success, reflect current theory, incorporate innovative practices, and be cost-effective.

Continued emphasis will be placed on helping States achieve and maintain compliance with statutory mandates through the State Formula Grants Program. The Office will maintain its broad focus, seeking to achieve, yet go beyond, the basic statutory concerns to motivate improvements in each unique State system.

OJJDP will seek ideas from the juvenile justice community through a program of field-initiated research efforts and new fellowship opportunities. In this way the Office will pursue innovative ideas, not addressed by grant programs, which demonstrate potential for improving local systems.

Developing workable alternative sanctions will continue to be a high priority. As the Attorney General has repeatedly emphasized, the criminal justice system needs a "portfolio of intermediate sanctions" to apply to gradations of criminal behavior. This is no less true in juvenile justice. We will pursue, as we have in the past, such alternatives as restitution, electronic monitoring, drug testing, and intensive probation. Ultimately, every jurisdiction should provide multiple options for dealing with juvenile offenders.

These are but some of the areas of emphasis OJJDP will pursue. These are discussed, along with the programs that follow, in our 1991 Program Plan. The following are key OJJDP objectives for the near future:

- To demonstrate juvenile boot camps. These demonstrations will occur at as many as three sites. Boot camps will provide nonviolent offenders with an intensive experience in a highly disciplined environment designed to help them develop the skills they need for responsible living.

-
- To answer questions about why minorities are incarcerated in greater numbers than their proportions in the general population. This research is in the initial stages, but soon will be under way.
 - To further investigate and focus attention on the problem of juvenile gangs. Through a new National Youth Gang Clearinghouse, the latest information on gang activity and effective model programs to confront it will be made available to States and localities.
 - To devise a program to reach preschool and elementary-age children in public housing. A demonstration project, operating much like the old one-room schoolhouse, will address educational and character development needs.
 - To pursue a program of family-strengthening research that will improve prevention and treatment efforts by indicating key factors that correlate with delinquency prevention. This project will sharpen our focus on the determinants of wholesome family living.
 - To teach literacy skills to juveniles in correctional institutions. A national network of trained volunteers will help delinquents learn the skills needed to obtain employment and avoid repeat offenses.
 - To improve national data collection on juveniles as victims and offenders. Our partnership with the Bureau of Justice Statistics will enhance our efforts to improve Federal data collection.

These are but some of the activities planned to address the critical concerns of the juvenile justice system in the 1990's.

Explanation of the Annual Report

Congress requires the Administrator of OJJDP to report annually on five vital areas of juvenile justice policy. This volume, a series of five reports, meets that requirement for Fiscal Year 1990. By law the Administrator must submit to the President, the Speaker of the House of Representatives, and the President pro tempore of the Senate the following:

- A summary and analysis of the most recent data regarding juveniles taken into custody.
- A description of programs funded under Part A of the JJDP Act, including activities of the Coordinating Council on Juvenile Justice and Delinquency Prevention.
- A description of States' compliance with the mandates of Part B of the JJDP Act.
- A description and evaluation of programs funded under Parts C and D of the JJDP Act, with recommendations on their suitability for replication.
- A description of exemplary delinquency prevention programs funded by the Office.

These requirements are drawn from Section 207 of the JJDP Act. The five chapters that follow comprise a detailed description of Fiscal Year 1990 activities in each of these areas.

Juveniles Taken Into Custody

The 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act require the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to submit to Congress an annual report summarizing and analyzing the most recent available juvenile custody data. The report must include (1) the number and characteristics of juveniles taken into custody; (2) the rates at which they are taken into custody; and (3) the number of juveniles who died in custody and the circumstances of their deaths, as well as trends demonstrated by such data. The legislation further requires that this analysis of juvenile custody data be presented separately for delinquent offenders, status offenders, and nonoffenders and that it be disaggregated by specific types of facilities (e.g., secure detention and correctional facilities, jails, and lockups). The analysis must also be disaggregated by selected youth characteristics (e.g., offense, race, sex, and age). The *Juveniles Taken Into Custody Fiscal Year 1990 Report*, which is summarized below, presents the results of this analysis and OJJDP's progress in developing a data collection system that someday will satisfy fully the needs of Congress and the field.

Responding to the Congressional Mandate

OJJDP immediately recognized that fulfilling this new statutory mandate would be a significant challenge as available data were inadequate. In order to respond to the requirements of the Act and to improve our knowledge of juvenile delinquency, OJJDP funded the Research Program on Juveniles Taken Into Custody (JTIC). The National Council on Crime and Delinquency

Juveniles Taken Into Custody

(NCCD) was awarded a grant to work with OJJDP and the Census Bureau to develop a data collection system that would meet the congressional reporting requirements and the needs of the State and local administrators and policymakers as well. A primary objective of that effort was to improve the comprehensiveness, precision, and policy relevance of data collection. In achieving this objective, the need to develop better ways of using data from State and local correctional agencies was recognized.

As the second in the series of required reports, the 1990 JTIC report provides a detailed summary and analysis of the most recent national data from federally sponsored censuses on juveniles taken into custody. The JTIC report presents the most current statistics on the numbers of juvenile admissions and juveniles held in public and private juvenile facilities, adult jails, State correctional facilities, and police lockups. The report indicates the limitations of existing data for meeting the congressional requirements and points out the need for improved data. It assesses State correctional data sources and discusses the design and testing of a new national collection effort to improve current information on juveniles taken into custody.

Defining a Research Agenda

The statutory requirements suggest a number of research questions related to the confined youth population. Basic questions that should be answered by national data include the following:

- How many juveniles are taken into custody each year and for what reasons?
- How many and what kinds of facilities are used to confine juveniles?
- What are the characteristics of youths taken into custody? (These would include their age, race, sex, current and prior

involvement with the juvenile justice system, education level, and drug abuse.)

- How long are juveniles held in custody? Are the average lengths of stay different for juveniles with more serious offenses or for those with prior delinquent records?

While these questions are straightforward, none can be answered completely from existing data. There are several reasons for this lack of basic information. First and foremost, the complexity and decentralization of the juvenile justice system makes comprehensive data collection difficult. Decentralization contributes to differences in the basic definition of "juvenile" used by Federal data collection efforts, many of which rely on divergent State definitions. Figure 1 indicates the breadth of factors that must be considered in constructing definitions of both the juvenile population and the facilities to fit the scope of the statutory requirements. Another factor is the large number of juvenile and adult custodial facilities that may confine juveniles.

As indicated in table 1, more than 11,000 facilities nationwide may hold juveniles who are nonoffenders and status and delinquent offenders. These include secure juvenile detention and correctional facilities, State prisons, adult jails and lockups, and other public and private juvenile custody facilities. It is estimated that these facilities process more than 800,000 juveniles annually. While most facilities record specific demographic, legal, and other information for administrative or operational purposes, there is no current mechanism for collecting and synthesizing these data on a national level for research, policy, or program development purposes.

For the most part, Federal censuses and surveys, including OJJDP's Children in Custody series, the Bureau of Justice Statistics' Censuses of Jails and Adult Prisons, and the Law Enforcement Management and Administration Survey, provide little more than basic admission counts as an indication of the num-

Figure 1 Juveniles Taken into Custody: Working Definitions

Juveniles Taken into Custody Are Those Youths Under the Age of 18 or Under Juvenile Court Authority and Admitted to a Juvenile or Adult Custody Facility.

Authority for custody

The taking of a juvenile into custody may be the result of:

- a. An order to take or place a juvenile into physical custody by a law enforcement agency (police, sheriff, immigration agent, marshal, or prosecutor); or by a social service agency (Child Protective Services, welfare) that has wardship over the juvenile.
- b. A formal diversion agreement authorized by the parent, the juvenile's legal custodian, or the juvenile.
- c. A voluntary admission by the juvenile.

Purpose for custody

The juvenile may be taken into custody for the purpose of providing care, protection, treatment, supervision and control, or punishment.

Reasons for being taken into custody

The juvenile may be taken into custody for the following reasons:

- a. Violating, or allegedly violating, a Federal, State, or local delinquency or criminal statute or ordinance regarding noncriminal misbehavior; a judicial order, decree, or condition of supervision (either probation or aftercare) pursuant to a diversion agreement or dispositional order (including those youth 18 years or older who are still under juvenile court authority).
- b. Being the subject of a dependency, neglect, or child abuse allegation, investigation, or petition.

Custody facility

A custody facility is one that admits juveniles into custody for one of the above reasons and purposes, and where the juvenile is under the supervision of facility staff. The facility may be:

- a. Operated by Federal, State, or local government agency.
- b. Operated by a private nonprofit or proprietary agency under contract to a Federal, State, or local government agency to provide physical custody to juveniles.
- c. A facility that is architecturally designed or operated to prevent juveniles from leaving without legal authorization.
- d. A facility that does not rely on physical restrictive architecture or devices to prevent juveniles from leaving, but permits access to the community.

ber of juveniles taken into custody. Details of the characteristics of juveniles in custody collected in these statistical series are usually limited to summary data for the resident population on the date of the census. With few exceptions, data are not reported for individual juveniles. This severely restricts the ability to analyze and interpret those findings to answer the questions previously posed.

Summary of Findings

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

Table 1 shows that there are in excess of 11,000 different facilities that might hold juveniles. Thirty percent are specifically designed to hold juveniles—the balance are adult jails, police lockups, and State correctional facilities. On any given day there are nearly 100,000 youths residing in juvenile and adult facilities. Data on juveniles held in police lockups are available only for a 24-hour admission period in 1987, and then only from a sample of facilities.

Juveniles Taken Into Custody

Table 1
The Most Recent Estimates of the Number of
Juvenile Admissions to Custody and in Custody
(1-day counts)

	# of Facilities	# Juvenile Annual Admissions	# In Custody 1-Day Counts
Total	11,056	834,985 ⁵	99,617 ⁵
Public facilities ¹	1,100	619,181	56,123
Private facilities ¹	2,167	141,463	37,822
Adult jails ²	3,316	65,263	1,676
State correctional facilities ³	903	9,078	3,996
Police lockups ⁴	3,570	Unknown	Unknown

Note:

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

Sources:

¹ 1989 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities: Admissions for Calendar Year 1988; 1-Day Count Census Day was 2/15/89.

² Census of Local Jails, 1988: Admissions for FY 1988; 1-Day Count Census Day was 6/30/88; Juvenile is defined as a person of juvenile age as defined by State law even if tried as an adult in criminal court.

³ Census of State Correctional Facilities, 1984. For this report, juveniles are all persons under the age of 18.

⁴ Law Enforcement Management and Administrative Survey, 1987; Juvenile is defined as a person under juvenile court jurisdiction but would not include youths under 18 and under criminal court jurisdiction.

⁵ Totals do not include juveniles admitted to police lockups.

Figure 2 shows that between the 1979 and 1989 censuses, juvenile admissions to public and private juvenile custody facilities have increased steadily from 638,309 to 760,644. That is a 34-percent increase in the overall juvenile admission rate, however, there was a 129-percent increase in admissions to private-sector juvenile facilities.

The number of juvenile admissions to adult jails declined from 105,366 in Fiscal Year 1983 to 65,263 in Fiscal Year 1988, a 38-percent reduction. There was an 18-percent reduction in the average daily juvenile population from 1,760 to 1,451.

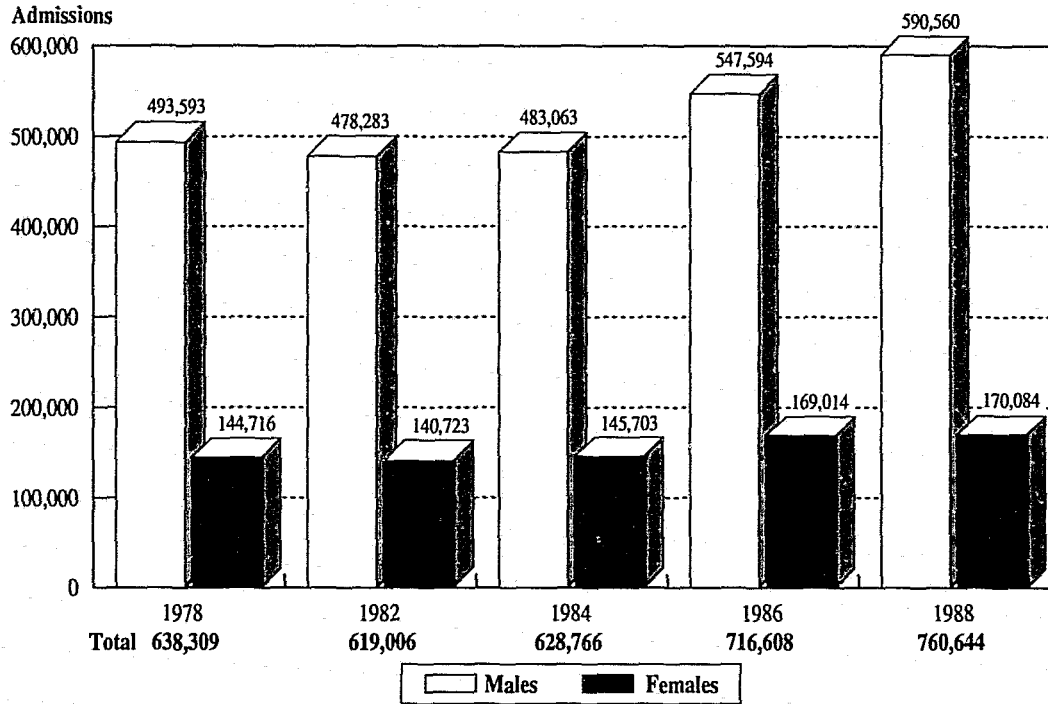
Table 1 shows that for the 1-day counts of juveniles in custody, nearly 94 percent were held in juvenile facilities; a substantial minority of all juvenile admissions annually (25 percent) are to adult jails or prisons.

In 1989, for the first time, the proportion of minorities in public and private juvenile custody facilities (52 percent) exceeded nonminorities. Figure 3 shows that the proportion of non-Hispanic white youth in public juvenile facilities decreased from 53 percent in 1985 to 40 percent in 1989.

Females admitted to jails and all juvenile facilities comprised more than 1 out of 5 of all admissions, representing 17 percent of admissions to jails, 18 percent of admissions to public facilities, and 40 percent of admissions to private juvenile facilities. Females had a higher proportion of admissions for detention to public juvenile facilities (85 percent) than males (80 percent).

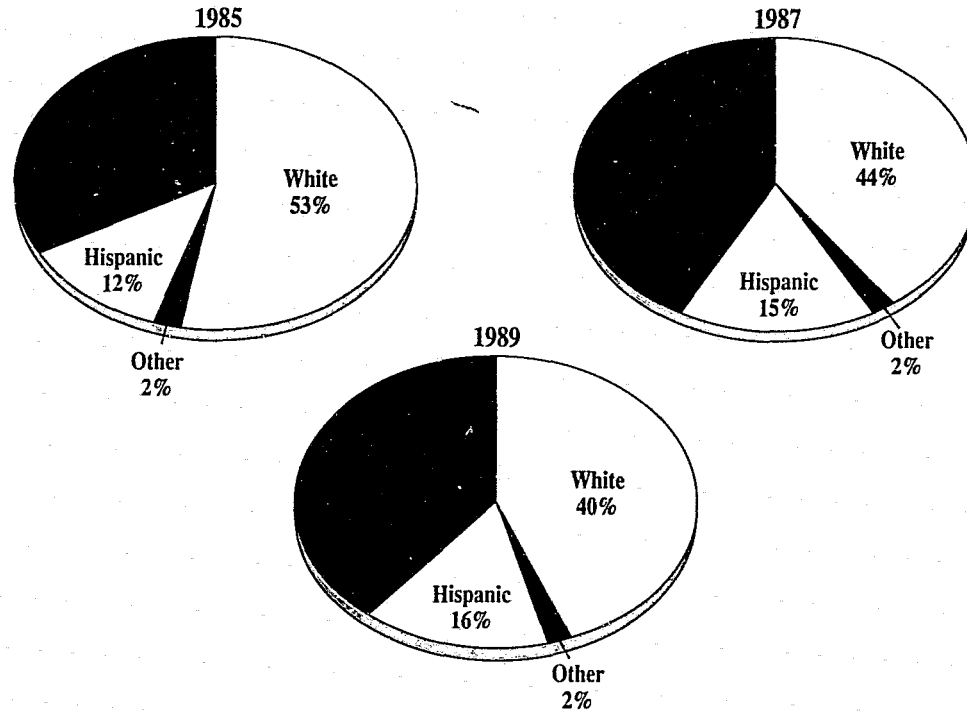
In 1988, there were 56 juvenile deaths reported in public and private juvenile facilities; 24 suicides and 8 homicides. The 1988 National Jail Census reported five juvenile deaths, four of which were suicides. The suicide rate of juveniles in adult jails per admission was 6 per 100,000 admissions, compared to 2.2 per 100,000 admissions to juvenile detention facilities.

Figure 2
U.S. Public and Private Juvenile Admissions, 1979–1989



Source: 1979–1989 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities.

Figure 3
U.S. Public Juvenile Facilities:
1-Day Counts by Race, 1985-1989



Source: 1985-1989 Census of Public Juvenile Detention, Correctional and Shelter Facilities.

Juveniles Taken Into Custody

In 1989, the vast majority of status offenders (73 percent) were held in nonsecure facilities. Status offenders comprised only 4 percent of the public facility 1-day count and 18 percent of the private juvenile facility count in 1989, compared to 7 percent and 22 percent, respectively, in 1979. Runaways (32 percent) and juveniles charged with violations of valid court orders (26 percent) made up the majority of status offenders held in public facilities. In private facilities, incorrigibility (46 percent) was the most predominant status offense reported, followed by running away (22 percent).

State Correctional Agency Data

In an attempt to explore the extent to which State correctional agencies compiled data that could be used to respond to the congressional reporting requirements, NCCD surveyed State agencies, requesting copies of annual reports or other documents. Thirty-eight States and the District of Columbia provided data for this assessment. This examination revealed that the current State data exhibit many of the same limitations as the Federal data. For the most part, State reporting systems rely primarily on facility-based admission counts rather than individual-based reporting. Nearly all of the States report data on the characteristics of their juvenile correctional populations, however, many of the States only report some of the required data elements of age, sex, race, and offense.

To illustrate the potential value of individual-based data, NCCD presented information from four States that provided annual data on the number and characteristics of juveniles taken into confinement rather than data from 1-day counts or annual admissions. It is clear that there are currently no data systems that can fully meet the congressional mandate and address the types of key policy questions of interest to the field. Because the current data from both existing Federal and State sources are inadequate, the last section of this report describes the proposed design of a new national reporting system that would substan-

tially improve our present knowledge about juveniles taken into custody and one that would meet the policy and information requirements of Congress and the field more fully.

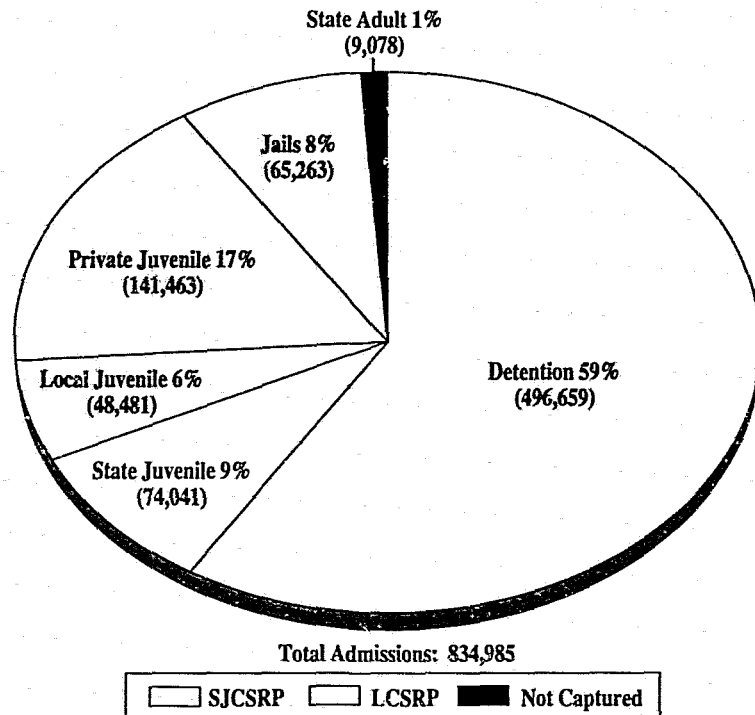
Developing and Testing a National Reporting System

During Fiscal Year 1990, NCCD, in cooperation with the Census Bureau and OJJDP, outlined an approach to the design of the National Juveniles Taken Into Custody Reporting program. It has been specifically designed to provide individual-based data on juveniles taken into custody across a broad spectrum of correctional facilities and to strike a balance between providing substantial data enhancement and ease of implementation. Figure 4 illustrates the potential scope of the program. The initial design reflects a two-part, two-stage system.

The first is the State Juvenile Corrections System Reporting Program (SJCSRP), an individual-based, State-level system that would capture the number of juveniles committed annually to the State's juvenile corrections or youth services agency. It would collect admission and release data from automated records systems maintained in a centralized administration or would be collected manually for those States without automated systems. The second reporting system, the Local Juvenile Corrections System Reporting Program (LJCSRP), would include county or municipal detention, correctional facilities, jails, police lockups, and any privately administered facilities. SJCSRP would include data on the most lengthy and restrictive forms of custody, while LJCSRP would cover the high-volume, short-duration custody situations. While SJCSRP captures only approximately 9 percent of the annual admissions and 33 percent of the 1-day count, it is an important and feasible first step.

Testing of the automated data collection procedures began after site visits to the following seven States: California, Florida, Illinois, New Jersey, New York, Ohio, and Texas. All States

Figure 4
Admissions by Type of Facility



Sources: 1984 National Census of State Correctional Facilities; 1988 Census of Local Jails; and 1989 Survey of Children in Custody.

except Florida were able to participate in the first round of pilot tests in Fiscal Year 1990. Each State agreed to give the Census Bureau data tapes containing all 1989 admissions and releases of juveniles using the definitions and specifications of the JTIC project. States planning to participate as nonautomated test sites will be using software developed by NCCD to record admissions and releases for the test period. Participating States include Delaware, New Hampshire, and North Dakota.

Initial State cooperation has been encouraging. In the coming months separate reports will be produced representing the results of the field tests, including examples of individual-based data intended to demonstrate the potential benefits of the new system.

The report describes the field test of this new reporting system and discusses issues related to data availability, willingness to participate, definitions of key variables, issues of data processing, confidentiality, and implementation. This discussion indicates that the testing to date in a cross section of States has produced encouraging results.

The availability of reliable, comprehensive data is essential to making informed policy decisions regarding juvenile delinquency at the national, State, and local levels. The report seeks to increase awareness of the need to collect and organize basic information about juvenile confinement policies and practices. While the task of gathering accurate data on juveniles taken into custody is not without its difficulties, it is a task that must be continued with effective Federal leadership under the aegis of OJJDP.

Coordinated Federal Efforts

Part A of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 clearly states the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) central role in coordinating Federal juvenile justice policy. This is done principally through the Concentration of Federal Effort (CFE) Program and the Coordinating Council for Juvenile Justice and Delinquency Prevention. Six other programs were undertaken within Part A of the JJDP Act.

Concentration of Federal Effort Program

The JJDP Act established the Concentration of Federal Effort Program to help the Administrator of OJJDP implement effective policy and develop objectives and priorities for all Federal juvenile delinquency programs and activities.

The CFE Program promotes interagency cooperation to eliminate duplicate efforts and provide direction for the use of Federal resources to facilitate a comprehensive, unified juvenile justice policy.

OJJDP's central leadership role is critical because a number of Federal agencies are involved in directing programs for our youth. Each Federal agency must be aware of what other agencies are doing. Moreover, since interagency approaches to problems of juvenile delinquency are often most effective, it is essential that such efforts be coordinated.

The activities of CFE during Fiscal Year 1990 were carried out principally through the Coordinating Council on Juvenile

Justice and Delinquency Prevention, which was established in the JJDP Act.

Coordinating Council on Juvenile Justice and Delinquency Prevention

Through quarterly meetings, the Coordinating Council provides the opportunity for Federal agencies that address juvenile justice matters to work together toward a unified juvenile justice policy. The Coordinating Council must review all joint funding proposals involving OJJDP and other Federal agencies represented on the Council. Through thorough examination of the needs of juveniles and careful planning of policies and practices addressing those needs, the Council plays an important and vital role in developing a comprehensive, coordinated approach to preventing juvenile delinquency and improving the juvenile justice system.

Each agency represented on the Council employs a unique approach, based on its legislative mandates, goals, and objectives. Yet, the work and focus of each agency represents an important component of the total response to the problems facing children and youth. As a collective body, the work and efforts of the Council agencies form a comprehensive approach to addressing some of these most critical and challenging problems.

The Coordinating Council is composed of representatives of 17 statutory member agencies. Eleven additional agencies regularly participate. The Attorney General of the United States chairs the Coordinating Council; the OJJDP Administrator serves as vice chairman.

The following is a list of Coordinating Council members:

Statutory Members

Attorney General of the United States, Chairman

Administrator, Office of Juvenile Justice and Delinquency
Prevention, Vice Chairman

Secretary, Department of Health and Human Services

Secretary, Department of Labor

Secretary, Department of Education

Secretary, Department of Housing and Urban Development

Director, ACTION

Director, Bureau of Prisons

Commissioner, Bureau of Indian Affairs

Director, Office of Special Education and Rehabilitative
Services

Commissioner, Administration for Children, Youth, and
Families

Director, Family and Youth Service Bureau (formerly called
the Youth Development Bureau)

Assistant Attorney General, Office of Justice Programs

Director, Bureau of Justice Assistance

Director, Office of Community Services

Director, National Institute of Justice

Director, Office of National Drug Control Policy (formerly
called the Office of Drug Abuse Policy)

Nonstatutory Voluntary Participants

Drug Enforcement Administration

National Highway Traffic Safety Administration

Alcohol, Drug Abuse, and Mental Health Administration

Office for Substance Abuse Prevention

Department of Commerce

Community Relations Service

Department of Agriculture

Administration for Native Americans

Office for Victims of Crime

National Institute on Drug Abuse

Environmental Protection Agency

Quarterly meetings of the Coordinating Council took place during Fiscal Year 1990. These meetings provided indepth discussion of priority issues of the juvenile justice system such as drugs, gangs, dropout prevention, and causes of delinquency.

Participation by Coordinating Council members during Fiscal Year 1990 was marked by a high level of interest in working together to address youth concerns. Action taken in the meetings resulted in the four achievements listed below:

Federal Agency Delinquency Development Statements

All Coordinating Council agencies participated in the preparation of the first edition of the Federal Agency Delinquency Development Statements (FADDS) during Fiscal Year 1990.

This volume provides a comprehensive overview of all Federal initiatives related to juvenile justice and delinquency prevention and details some 260 programs directed toward the needs of youth. These programs spent over \$3 billion to help the Nation's youth during the Fiscal Year 1989 survey period. This document, now being published, will prove extremely valuable in refining our understanding of the broad scope of Federal programs affecting young people.

FADDS provides program details, funding amounts, and numbers of young people served among all Federal agency efforts targeted to delinquent and potentially delinquent youths. The information, arranged in a usable format, benefits policymakers and juvenile justice practitioners. FADDS will be a valuable resource for creating informed new designs for Federal programs, improving cooperation among agencies, and preventing duplicate efforts. OJJDP plans to provide the information in a computer data base format for use by all Coordinating Council agencies.

The 1990 Action Plan To Prevent Illegal Drug Use Among High-Risk Youth

In Fiscal Year 1990, the Coordinating Council moved decisively to support efforts in the war on drugs coordinated through the President's Office of National Drug Control Policy. The Coordinating Council held a program planning workshop in late Fiscal Year 1989 that involved 21 participants from 16 Federal agencies. The purpose of the workshop was to develop interagency initiatives to combat the juvenile drug problem.

The 1990 Action Plan to Prevent Illegal Drug Use Among High-Risk Youth provides details of the 19 interagency projects that resulted from the program planning workshop. OJJDP jointly funds 15 of these projects. This effort demonstrates how the Coordinating Council agencies worked together to use

Coordinated Federal Efforts

resources from such diverse agencies as the National Highway Traffic Safety Administration, the Bureau of Indian Affairs, the Department of Labor, and the Department of Education.

For the first time, Coordinating Council agencies collaborated on a project to produce a jointly sponsored document for the field. The product titled *Juvenile Alcohol and Other Drug Abuse: A Guide to Federal Initiatives for Prevention, Treatment, and Control* will serve as a resource for State, local, and private agencies and individuals working to combat juvenile drug and alcohol abuse.

As many as 10 programs funded by each Coordinating Council agency will be highlighted in the guide, which will be published in Fiscal Year 1991. By advising juvenile justice professionals of the major Federal efforts now under way to confront the drug problem, the guide will help improve local responses by informing agencies and individuals of programs that are successful and will encourage policy coordination.

Federal Agencies' Practices With Regard to Taking Juveniles Into Custody

During Fiscal Year 1990, the Coordinating Council began studying the degree to which Federal agencies support the goals of the JJDP Act in their confinement of juveniles. Council members sought to review the programs and practices of Federal agencies and detail how they assist in accomplishing three priority goals of the Act: (1) deinstitutionalization of status offenders, (2) separation of incarcerated juveniles and adults, and (3) removal of juveniles from adult jails and lockups.

Study objectives in the systematic survey of 19 selected Federal agencies included:

- Determining which Federal agencies detain juveniles.
- Reviewing the reasons why Federal agencies take juveniles into custody.
- Recommending how to improve Federal practices and facilities for holding juveniles in custody.
- Determining how many juveniles are detained by Federal agencies.

All surveyed respondents provided data for the study. Following analysis of the data, a publication reporting the results of the study will be released in Fiscal Year 1991.

Recommendations of the Coordinating Council

By law the Coordinating Council must annually provide recommendations to the President and the Congress on the coordination of overall policy for all Federal juvenile delinquency programs and activities. The following are the Coordinating Council's recommendations for Fiscal Year 1990.

Recommendations to the President and the Congress From the 1990 Coordinating Council on Juvenile Justice and Delinquency Prevention

1. The Coordinating Council recommends, first, that Federal agencies continue to collaborate on the development and implementation of comprehensive anti-drug projects that focus on the risk factors known to make youth vulnerable to using and selling illegal drugs and alcohol.

Coordinated Federal Efforts

2. Second, the Coordinating Council recommends that Federal agencies aggressively develop and implement education programs to impact the causes of juvenile delinquency and promote law abiding, healthy, and successful youth. These programs can include, but are not limited to, addressing issues such as drug abuse, juvenile gangs, unhealthy lifestyles, peer pressure, employment, runaway and homeless youth, and dysfunctional families.
3. Third, the Coordinating Council recommends that Federal agencies initiate programs to address the problems of illiteracy, underachievement, school dropouts, and school discipline. Public/private partnerships to improve youth employability and self-sufficiency should be encouraged. Federal agencies should support and strengthen programs that provide for remedial education, special education, and literacy training for adjudicated youths who are in community programs, as well as for those confined in correctional institutions.
4. Fourth, the Coordinating Council recommends that Federal agencies ensure that their policies and programs include specific measures to strengthen families and encourage personal accountability among children and parents.
5. Fifth, the Coordinating Council recommends that relevant Federal agencies continue to work together to serve the interests of missing, exploited, and homeless children and their custodial parents. Cooperation between information networks at the Federal, State, and local levels is critical to the safe recovery of all types of missing, runaway, and homeless children.
6. Sixth, the Coordinating Council recommends that Federal agencies continue to provide leadership in addressing the national problem of gang-related juvenile crime and drug

trafficking. The Coordinating Council should continue to serve as a platform for sharing information on effective prevention and intervention strategies and communication among jurisdictions with gang-related crime.

Other Programs Funded Under Part A of the JJDP Act

The following programs were funded in Fiscal Year 1990 and fall appropriately under Part A of the JJDP Act as Concentration of Federal Effort Programs. Each program is a cooperative effort among agencies working together to achieve unified goals.

Technical Assistance and Support to the Office of Juvenile Justice and Delinquency Prevention

As the primary Federal agency addressing juvenile crime and related issues nationwide, OJJDP requires high-quality technical assistance in juvenile justice program areas, research methodology, and evaluation and training techniques.

The Juvenile Justice Resource Center (JJRC) provides technical assistance and support to OJJDP and its grantees, the Coordinating Council on Juvenile Justice and Delinquency Prevention, and the Missing Children's Program. The project's focus includes research, program development, evaluation, training, information dissemination, and research utilization activities. JJRC also provides logistical and staff support, as well as resource persons and speakers; advises on the content of reports; supports and conducts conferences and workshops; assists with special projects; and provides experts to advise OJJDP and the Administrator about state-of-the-art juvenile justice and delinquency prevention efforts.

During Fiscal Year 1990, the JJRC project supported 31 task orders, including conducting 20 peer reviews, performing 4

Coordinated Federal Efforts

product reviews, providing logistical support to 4 Coordinating Council meetings, and providing support for Council priorities and initiatives as required. In addition, five meetings were conducted in support of the Administrator, including program development workshops and special briefings for OJJDP. Publications support included developing numerous reports and bulletins, an operations manual for nonprofit organizations that work with missing and exploited youth, and briefing materials on various topics.

Juvenile Justice Resource Center
1600 Research Boulevard
Rockville, MD 20850

Bonnie Halford, OJJDP Program Manager
Office of the Administrator

District of Columbia Drug-Free School Zones

In the District of Columbia, the sale and use of "crack" cocaine has reached epidemic proportions. Neighborhoods surrounding the schools are filled with drug dealers who recruit youths to participate in sales of illegal drugs.

In response to the problem, OJJDP funded this program to design and implement a community organization and planning strategy to rid the schools of drugs. This goal will be achieved by implementing drug-free school zones in five target schools in the District and surrounding communities.

This project has implemented a crime reduction strategy for the targeted schools. The project also identified existing private, Federal, and local service resources to coordinate these efforts in the school zones and effectively deliver services to students.

Cities in Schools, Inc.
1023 15th Street NW., Suite 600
Washington, DC 20005

Douglas C. Dodge, OJJDP Program Manager
Special Emphasis Division

Project Rescue: The Paul and Lisa Program

Child victimization and exploitation are staggering problems in the United States. Paul and Lisa, Inc., is working to eliminate child prostitution, child pornography, exploitation, and abuse.

The program has five components: intervention/education, streetwork outreach, counseling/referral, rehabilitation, and reunification of children with their families or alternate placements, if necessary. Through intervention/education and streetwork outreach, the project provides age-appropriate programs to schools, religious and civic organizations, childcare professionals, law enforcement personnel, and concerned citizens. The education programs emphasize the dangers of street life, drugs, disease, sexual exploitation, pornography, and the empowerment of individuals to make healthy lifestyle choices. Through the street outreach program, rapport with victimized and sexually exploited children can be gained, and a trusting relationship can be built. This relationship enables project staff to help these youngsters understand that they have the potential to redirect their lives.

The education program has been presented to more than 50,000 individuals since its inception in 1980. During Fiscal Year 1990, Paul and Lisa continued to reach individuals throughout the Nation and offered expanded services to children in need.

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

Coordinated Federal Efforts

Robert O. Heck, OJJDP Program Manager
Special Emphasis Division

Drug-Free Public Housing Project

The drug problem at many inner-city and public housing sites takes a tremendous toll on the residents. Children and youth growing up in public housing may also be exposed to extensive gang-related crime and high rates of personal victimization. These youth may also perceive that they have limited access to higher education and productive employment.

The purpose of this project is to create safe, drug-free public housing at selected sites in Wilmington, Delaware. Selected housing sites are implementing a comprehensive strategy for crime reduction by focusing law enforcement resources on:

- Establishing an intelligence network within the public housing complex to identify individuals involved in various criminal, drug trafficking, and gang activities.
- Coordinating arrest, incarceration, and expeditious disposition to remove the offenders from public housing or intensively supervising their activities.
- Evicting residents involved in criminal activity, particularly drug trafficking and substance abuse.

In addition to providing effective law enforcement, selected project sites are identifying the special needs of their residents and coordinating the delivery of human services. Project sites are developing the following:

- Multiservice centers in or adjacent to the housing complexes to make comprehensive services more accessible to residents.

- Contracts with families to provide special services (e.g., employment, adult education, counseling, and medical services) that will assist residents in achieving independence from public support.
- Economic opportunities in the immediate vicinity of the housing complex.
- Alternative services for improved supervision of children and youth, family support, and educational achievement.

Project implementers are striving to transform each selected public housing site from that of a residence of last resort to a center of opportunity.

City of Wilmington and Venture Properties
800 French Street
Wilmington, DE 19801

Douglas C. Dodge, OJJDP Program Manager
Special Emphasis Division

**Interagency Agreement Between U.S.
Department of Education, Office of Special
Education and Rehabilitation Services, and U.S.
Department of Justice, Office of Juvenile Justice
and Delinquency Prevention**

Drug-dependent youth who receive vocational rehabilitation services present unique challenges to State vocational rehabilitation service delivery systems. This distinct population has complex needs and demands specialized services. In order to respond to these varied needs, this interagency agreement enables State vocational rehabilitation agencies to receive training through the development, implementation, and evaluation of a comprehensive drug rehabilitation training and information program.

Coordinated Federal Efforts

This program is an integral component of the war on drugs. Through this program, State vocational rehabilitation counselors will be able to assist these clients with enhanced knowledge and skills. This program will not only provide these counselors with information, but they will receive specific training that will enhance their ability to provide thorough client-specific services.

The ultimate goal of this program is to secure employment for eligible youth ages 14 to 18 who have been drug dependent. The process involves counseling youth in making successful transitions from drug dependency, through treatment, and into appropriate employment.

This program entails:

- Assessing resources available to vocational counselors in State rehabilitation agencies.
- Designing and developing culturally sensitive training modules about drug abuse, prevention, and rehabilitation.
- Delivering effective vocational rehabilitation techniques for youth with histories of drug dependency and substance abuse.
- Evaluating the relevancy of training techniques and modules.

U.S. Department of Justice
Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue NW.
Washington, DC 20531

Peter Freivalds, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

U.S. Department of Education
Office of Special Education and Rehabilitation Services
330 C Street SW.
Washington, DC 20202

Michael Vader, Office of Special Education and Rehabilitation
Services

TeamSpirit

When confronted with the question of whether to use drugs and alcohol, many youth turn to each other as role models. It is important to tap the natural leadership abilities of adolescents to provide positive peer leadership for the youth in our communities.

TeamSpirit is designed to empower high school youth to take an active role in preventing drug and alcohol use and impaired driving by their peers. It is based on the belief that youth can become a potent force in combating substance abuse among their peers. It provides the opportunity for youth to lead other teenagers in creating and engaging in drug-free activities. The TeamSpirit Program of training and technical assistance was originally developed as a joint initiative sponsored by OJJDP and the National Highway Traffic Safety Administration of the U.S. Department of Transportation.

The TeamSpirit model consists of two phases: a residential leadership training conference at which youth develop action plans for local program activities, and the delivery of extensive technical assistance and support services to nurture individual school and community team activities. This program was originally pilot tested in Dallas, Texas, in 1989. During Fiscal Year 1990, residential leadership training conferences were held at two additional locations selected to serve as models for similar

Coordinated Federal Efforts

communities that will develop TeamSpirit programs in subsequent years.

Pacific Institute for Research and Evaluation
7315 Wisconsin Avenue, Number 900 East
Bethesda, MD 20814

Frank Smith, OJJDP Program Manager
Special Emphasis Division

Formula Grants Program

The Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) must submit annually a description of States' compliance with the mandates of the Juvenile Justice and Delinquency Prevention (JJDP) Act.

Part B of the JJDP Act addresses the priority of OJJDP to work directly with the States to improve statewide systems.

A major focus of the legislation that established OJJDP is improving practices regarding confinement of juveniles in correctional institutions. As this report shows, substantial progress was made by States in Fiscal Year 1990.

Status of State Formula Grants Program

OJJDP provides formula grants to States and local governments to help them improve the juvenile justice system and address issues associated with preventing juvenile crime and delinquency. These funds assist State and local units of government in planning, developing, operating, coordinating, and evaluating juvenile justice programs.

To receive formula grants, State and local governments must comply with provisions of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, by deinstitutionalizing status offenders and nonoffenders, providing sight and sound separation of juveniles and adults in detention and correctional facilities, and removing juveniles from adult jails and lockups. The JJDP Act requires that OJJDP's annual report describe the extent of each State's compliance with the statutory mandates.

Formula Grants Program

The State Relations and Assistance Division (SRAD) within OJJDP monitors State compliance and oversees the grant program. SRAD provides training and technical assistance to States that receive formula grants, and awards funds to public and private nonprofit agencies that do not participate in the formula grants program. In this way, SRAD supports the goal of achieving compliance with the deinstitutionalization, sight and sound separation, and jail removal mandates. At the end of Fiscal Year 1990, 56 States and territories were eligible to participate in the program; only South Dakota chose not to participate. South Dakota is expected to join the other States in the near future.

The 1988 amendments included three major changes for OJJDP's formula grants program. Provisions were added permitting States not in compliance with the jail removal mandate to request a waiver of termination from the OJJDP Administrator. States receiving formula grants must take steps to reduce the proportions of minority juveniles in custody "if such proportion exceeds the proportion such groups represent in the general population," according to the amendments. The amendments also require States to study how American Indian and Alaskan native youths "are treated in the justice systems administered by Indian tribes and Alaskan native organizations" and show the extent to which these tribes and organizations comply with the statutory mandates. In Fiscal Year 1990, all States participating in the program began to implement the minority and Indian programs.

The Office has held briefing conferences, seminars, and workshops; has developed instruction and implementation manuals; recruited expert consultants in both program areas; and has provided technical assistance to States implementing these initiatives. Most States in which Indian tribes perform law enforcement functions for their reservations have launched projects or made subgrant awards to eligible tribes. Most States are in the process of making Minority Disproportionate Representation Initiative assessments required under Phase I. Several

are funding State initiatives under Phase II to address problems identified under Phase I.

States' Use of Formula Grant Funds

Each State participating in the formula grants program is required to submit to OJJDP a 3-year comprehensive plan describing how it intends to use those funds to meet the mandates of the JJDP Act, prevent juvenile delinquency, and develop a comprehensive juvenile justice system. Those plans are updated annually. (See Part B, Section 223 of the JJDP Act.)

Highlighted data on the major components of each State's 3-year plan (covering Fiscal Years 1988 to 1990) were presented in the *Fiscal Year 1988 OJJDP Annual Report*. The 3-year plan data for Fiscal Years 1991 to 1993 will be included in the Fiscal Year 1991 annual report.

Technical Assistance to States

A major focus of SRAD's activities has been to fulfill the needs and requests for technical assistance from States, local units of government, and other public and private organizations with juvenile justice responsibilities. In Fiscal Year 1990, nearly every State and territory received technical assistance of some type through the Division. The types of technical assistance provided by SRAD included on-site planning and assessments, workshops, and conferences; special projects, including publications for distribution to States; conference presentations for National groups such as the National Coalition for State Juvenile Justice Advisory Groups, and the American Correctional Association; the Waiver States Technical Assistance Initiative; responding to specialized information requests; and training.

SRAD technical assistance has addressed a wide range of topical concerns. These include jail removal planning, deinstitutionalization of status offenders (DSO) policy development, State

Formula Grants Program

plan development, legislative testimony, compliance monitoring system development, and needs assessments. Other areas of technical assistance include State Advisory Group training, automation plans, innovative advanced techniques in focusing on a neglected target group, disproportionate minority representation, Native American tribes performing law enforcement functions, and other issues related to the mandates of the JJDP Act.

The distribution of SRAD technical assistance resources in Fiscal Year 1990 was as follows:

- All but one State received technical assistance by means of project designation by the Division or through specialized information requests.
- SRAD conducted 117 technical assistance projects for State and local jurisdictions in 41 States.
- An additional 25 special projects were implemented on behalf of the States. Examples include conference presenters for the National Juvenile Detention Association and the National Coalition of State Juvenile Justice Advisory Groups, the development of a law enforcement training tape and guide for distribution to local communities, and a conference and accompanying technical assistance materials on issues on minority overrepresentation in detention facilities and the Native American pass-through amendments to the JJDP Act.
- In conducting technical assistance, SRAD made 99 on-site visits to 29 States. Such visits were made for planning, assessment, presentations, workshops, and other purposes.
- SRAD responded to 189 formal specialized information requests from 46 States and territories. Examples include information on how to plan for jail removal, effective program and policy strategies for the deinstitutionalization

of status offenders, how to conduct evaluations, and how to develop detention standards, among others. This does not include the hundreds of requests for information received directly by SRAD staff.

Status of States' Compliance: 1988 Monitoring Reports

Fifty-six States and territories participated in the Fiscal Year 1990 JJDP Act formula grants program. Formula grant awards for the year totaled \$48,361,000. Eligibility for these awards was based on States' and territories' 1988 monitoring reports.

According to those reports, 52 States and territories achieved full compliance with the DSO provision of the JJDP Act. Thirty-two States and territories demonstrated compliance with the separation provision, and an additional 21 reported progress toward compliance.

The 1988 monitoring reports also indicated that 29 States and territories achieved full compliance with the Act's jail and lockup removal provision. An additional 14 jurisdictions demonstrated substantial compliance. Ten States did not achieve full or substantial compliance with jail and lockup removal, but they demonstrated their eligibility for, and received, a waiver of termination from participation in the formula grants program. One territory must still submit additional information before a compliance finding can be made. North Dakota, which began participation in 1989, was required to submit a 1989 monitoring report. Wyoming began participation in 1990 and will be required to submit a 1991 monitoring report.

During the 1988 monitoring period, 9,741 DSO violations were reported to OJJDP. This represents a 94-percent reduction in violations since 1976.

Formula Grants Program

There were 18,417 separation violations reported for 1988—a 78-percent reduction from 1976.

Jail and lockup removal violations, totaling 42,537 in 1988, have declined 72 percent from 1980 when the mandate was enacted by Congress. To assist the compliance efforts of States and territories, OJJDP has recently completed a law enforcement training videotape on the custody of juveniles.

Summary of State Compliance With Section 223(a)(12)(A), (13), and (14) of the Juvenile Justice and Delinquency Prevention Act of 1974, as Amended

Based on the 1988 monitoring reports, 56 States and territories participated in the 1990 JJDP Act formula grants program.

The following is a summary of compliance by States with Section 223(a), paragraphs (12)(A), (13), and (14) of the JJDP Act. The annual monitoring reports to OJJDP, upon which eligibility for the formula grants is determined, are based on data collected by the State from secure juvenile and adult facilities. These data include self-reporting by the facilities to State agencies administering the JJDP formula grants program. The State administering agencies are required to verify the self-reporting data from the facilities and data from other State agencies.

Deinstitutionalization of Status and Nonoffenders

The following 51 States and territories are in full compliance with Section 223(a)(12)(A) of the Act:

Alabama	Iowa	Northern Marianas
Alaska	Kansas	Ohio
American Samoa	Kentucky ¹	Oklahoma
Arizona	Louisiana	Oregon
Arkansas	Maine	Pennsylvania
California	Maryland	Puerto Rico
Colorado	Massachusetts	Rhode Island
Connecticut	Michigan	South Carolina
Delaware	Minnesota	Tennessee
District of Columbia	Missouri	Texas
Florida	Montana	Utah
Georgia ¹	Nebraska	Vermont
Guam	New Hampshire	Virginia
Hawaii	New Jersey	Virgin Islands
Idaho	New Mexico ²	Washington
Illinois	New York	West Virginia
Indiana ²	North Carolina	Wisconsin

¹Above the maximum allowable de minimis rate. Determined to be in full compliance with de minimis exceptions based on Exceptional Circumstance No. 1 (out-of-state runaways), pursuant with the January 8, 1981, *Federal Register* (46 FR 2567).

²Above the maximum allowable de minimis rate. Determined to be in full compliance with de minimis exceptions based on Exceptional Circumstance No. 3 (recently enacted legislation), pursuant with the January 8, 1981, *Federal Register* (46 FR 2567).

Formula Grants Program

Nevada began participation in 1987. The State's 1988 monitoring report demonstrated progress in achieving full, or at least substantial compliance with Section 223(a)(12)(A).

North Dakota began participation in 1989 and will be required to submit a 1990 monitoring report. Wyoming began participation in 1990 and will be required to submit a 1991 monitoring report.

The 1988 monitoring report for Mississippi and Palau have been reviewed. Final determination of compliance with Section 223(a)(12)(A) are awaiting the submission of additional information and/or the clarification of information previously submitted.

Separation of Juvenile and Adult Offenders

Thirty-two of the fifty-six participating States and territories demonstrated compliance with Section 223(a)(13) of the Act. The following States and territories have been found in compliance with this requirement:

Alabama	Massachusetts	Pennsylvania
American Samoa	Michigan	Puerto Rico
Arizona	Minnesota	Rhode Island
California	Missouri	South Carolina
Connecticut	Nebraska	Texas
Delaware	Nevada	Utah
Georgia	New Mexico	Virginia
Guam	New York	Washington
Iowa	North Carolina	West Virginia
Louisiana	Ohio	Wisconsin
Maine	Oregon	

The following 20 States and territories are making progress toward achieving compliance, although the designated date for achieving compliance has not been reached:

Alaska	Illinois	New Jersey
Arkansas	Indiana	Northern Marianas
Colorado	Kansas	Oklahoma
District of Columbia	Kentucky	Tennessee
Florida	Maryland	Vermont
Hawaii	Montana	Virgin Islands
Idaho	New Hampshire	

North Dakota began participation in 1989 and will be required to submit a 1990 monitoring report. Wyoming began participation in 1990 and will be required to submit a 1991 monitoring report.

The 1988 monitoring report for Mississippi and Palau have been reviewed. Final determinations of compliance with Section 223(13) are awaiting the submission of additional information and/or the clarification of information previously submitted.

Jail and Lockup Removal

All participating States' and territories' 1988 monitoring reports were required to demonstrate full or substantial compliance with the jail and lockup removal requirement of Section 223(a)(14). Pursuant to the 1988 Amendments to the JJDP Act, substantial compliance may be demonstrated by a 75-percent reduction in violations from the baseline, or successfully meeting four criteria: (1) the removal of all status and nonoffenders, (2) meaningful progress in removing juvenile criminal offenders, (3) diligent execution of the State's or territory's jail removal plan, and (4) historical and continued expenditure of an appropriate and significant share of formula grant resources on jail and lockup removal. States and territories achieving substantial compliance under either definition must also demonstrate an unequivocal commitment to achieving full compliance.

The 1988 amendments established an alternative sanction for States and territories that fail to achieve full or substantial

Formula Grants Program

compliance with Section 223(a)(14). The Administrator may waive termination of eligibility to receive formula grant funds if the State or territory agrees to expend all of its allocation (except planning and administration, State advisory group, and Indian tribe pass-through) on jail and lockup removal. Regulatory criteria were published by OJJDP in the August 8, 1989, *Federal Register*.

The following eight States and territories were determined to be in full compliance based on zero violations of Section 223(a)(14):

District of Columbia	New York	Oregon
Guam	North Carolina	Virgin Islands
Missouri	Northern Marianas	

The following 21 States and territories demonstrated full compliance with Section 223(a)(14) pursuant to the policy and criteria for numerical de minimis exceptions published in the November 2, 1989, *Federal Register* (28 CFR 31):

Alabama	Iowa	Puerto Rico
American Samoa	Louisiana	Tennessee
Arizona	Maryland	Texas
Connecticut	Nevada	Utah
Delaware	New Jersey	Vermont
Georgia	Ohio	Washington
Hawaii	Oklahoma	West Virginia

The nine States listed below achieved substantial compliance by reporting at least a 75-percent reduction in violations of Section 223(a)(14) and by demonstrating an unequivocal commitment to achieving full compliance:

Arkansas	Idaho	Nebraska
California	Kentucky	Rhode Island
Colorado	Montana	Virginia

The four States listed below achieved substantial compliance based on the four criteria set forth in the 1988 amendments and implemented through the OJJDP formula grants regulation (28 CFR 31), published in the August 8, 1989, *Federal Register*:

Florida	Michigan
Maine	South Carolina

The 10 States listed below have not achieved full, or at least substantial compliance with Section 223(a)(14). However, these States have requested waivers of termination from participation in the formula grants program. Each of these States has demonstrated its eligibility for a waiver pursuant to Section 223(c)(2)(B) of the JJDP Act and Section 31.303(f)(6)(iii)(D) of the OJJDP formula grants regulation (28 CFR 31).

Alaska	Massachusetts	Pennsylvania
Illinois	Minnesota	Wisconsin
Indiana	New Hampshire	
Kansas	New Mexico	

North Dakota began participation in 1989 and will be required to submit a 1990 monitoring report. Wyoming began participation in 1990 and will be required to submit a 1991 monitoring report.

The 1988 monitoring reports for Mississippi and Palau have been received. Final determinations of compliance with Section 223(a)(14) are awaiting the submission of additional information and/or the clarification of information previously submitted.

APPENDIX 1**Section 223(a)(12)(A)****Number of Status Offenders and Nonoffenders Held in
Secure Facilities**

	<u>Baseline</u>	<u>Current</u>
Alabama	6,008	33
Alaska	485	9
American Samoa	4	0
Arizona	5,436	242
Arkansas	4,260	8
California	34,216	260
Colorado	6,123	204
Connecticut	699	29
Delaware	335	8
District of Columbia	107	5
Florida	1,231	576
Georgia	410	443
Guam	1	0
Hawaii	64	64
Idaho	2,196	55
Illinois	1,797	87
Indiana	7,494	450
Iowa	1,189	0
Kansas	3,826	57
Kentucky	5,606	283
Louisiana	123	141
Maine	41	0
Maryland	857	1
Massachusetts	37	28
Michigan	19,332	102
Minnesota	6,309	3
Mississippi*	4,172	—
Missouri	4,783	207
Montana	1,194	4

	<u>Baseline</u>	<u>Current</u>
Nebraska	1,087	132
Nevada	2,997	2,997
New Hampshire	200	0
New Jersey	50	19
New Mexico	2,376	462
New York	7,933	160
North Carolina	3,228	457
North Dakota	—	—
Northern Marianas	0	0
Ohio	16,552	826
Oklahoma	208	154
Oregon	4,110	21
Palau*	—	—
Pennsylvania	3,634	0
Puerto Rico	961	0
Rhode Island	1,972	0
South Carolina	409	274
South Dakota**	—	—
Tennessee	4,078	85
Texas	4,722	555
Utah	3,344	79
Vermont	744	4
Virginia	6,558	64
Virgin Islands	89	0
Washington	132	24
West Virginia	627	3
Wisconsin	3,66	126
Wyoming	—	—
Totals	188,007	9,741

All data are collected by the States and reported to OJJDP.

All data are 12-month actual or a minimum of 6 months projected to cover a 12-month period. The data do not include those accused status offenders and

Formula Grants Program

nonoffenders held less than 24 hours, and those charged or found to be in violation of a valid court order where the regulatory criteria for taking this exception have been met.

The year of baseline data varies by State, and depends on when valid and reliable monitoring data were first available. This determining factor is related to when each State began participating in the formula grants program. For the vast majority of States, this occurred between 1974 and 1979.

Current data are the data provided by the States in the 1988 monitoring report.

North Dakota began participating in 1989; Wyoming in 1990.

* Requires clarification.

** Not participating.

APPENDIX 2

Section 223(a)(13)

Number of Juveniles Held in Regular Contact With Incarcerated Adults

	<u>Baseline</u>	<u>Current</u>
Alabama	3,300	3
Alaska	824	564
American Samoa	0	0
Arizona	25	358
Arkansas	727	390
California	3,041	0
Colorado	4,750	445
Connecticut	3	1
Delaware	0	0
District of Columbia	5,252	8,544
Florida	231	72
Georgia	1,769	187
Guam	0	0
Hawaii	1	0
Idaho	2,021	850
Illinois	777	103
Indiana	8,580	5,294
Iowa	1,193	10
Kansas	1,716	237
Kentucky	4,516	951
Louisiana	3,523	21
Maine	1,186	0
Maryland	229	14
Massachusetts	0	0
Michigan	0	1
Minnesota	3	0
Mississippi*	2,280	—
Missouri	3,279	0
Montana	1,878	88

Formula Grants Program

	<u>Baseline</u>	<u>Current</u>
Nebraska	39	0
Nevada	0	0
New Hampshire	74	10
New Jersey	75	24
New Mexico	0	0
New York	13	0
North Carolina	0	0
North Dakota	—	—
Northern Marianas	0	113
Ohio	5,751	0
Oklahoma	7,457	67
Oregon	1,798	0
Palau*	—	—
Pennsylvania	3,196	0
Puerto Rico	3	0
Rhode Island	0	0
South Carolina	332	24
South Dakota**	—	—
Tennessee	7,574	35
Texas	370	0
Utah	449	0
Vermont	0	4
Virginia	5,624	0
Virgin Islands	13	2
Washington	234	2
West Virginia	24	3
Wisconsin	0	0
Wyoming	—	—
Totals	84,130	18,417

All data are collected by the States and reported to OJJDP.

All data are 12-month actual or a minimum of 6 months projected to cover a 12-month period. The data do not include those accused status offenders and

nonoffenders held less than 24 hours, and those charged or found to be in violation of a valid court order where the regulatory criteria for taking this exception have been met.

The year of baseline data varies by State, and depends on when valid and reliable monitoring data were first available. This determining factor is related to when each State began participating in the formula grants program. For the vast majority of States, this occurred between 1974 and 1979.

Current data are the data provided by the States in the 1988 monitoring report.

North Dakota began participating in 1989; Wyoming in 1990.

* Requires clarification.

** Not participating.

APPENDIX 3**Section 223(a)(14)****Number of Juveniles Held in Adult Jails and Lockups**

	<u>Baseline</u>	<u>Current</u>
Alabama	1,095	58
Alaska	864	409
American Samoa	0	1
Arizona	258	767
Arkansas	1,968	354
California	32,489	730
Colorado	6,112	355
Connecticut	27	28
Delaware	0	8
District of Columbia	0	0
Florida	1,925	1,096
Georgia	130	49
Guam	0	0
Hawaii	8	10
Idaho	7,469	781
Illinois	4,808	1,640
Indiana	9,552	7,372
Iowa	7,781	57
Kansas	3,228	1,201
Kentucky	8,612	1,705
Louisiana	1,081	73
Maine	1,186	771
Maryland	108	77
Massachusetts	3,020	1,901
Michigan	972	4,920
Minnesota	1,828	1,016
Mississippi*	1,307	—
Missouri	768	0
Montana	1,402	304
Nebraska	2,807	556

	<u>Baseline</u>	<u>Current</u>
Nevada	698	698
New Hampshire	700	816
New Jersey	75	29
New Mexico	8,060	2,158
New York	52	0
North Carolina	266	0
North Dakota	—	—
Northern Marianas	14	0
Ohio	3,527	230
Oklahoma	7,457	441
Oregon	1,047	0
Palau*	—	—
Pennsylvania	3,196	8,730
Puerto Rico	62	17
Rhode Island	970	55
South Carolina	3,828	1,347
South Dakota**	—	—
Tennessee	8,407	32
Texas	2,223	3
Utah	147	90
Vermont	25	10
Virginia	3,578	195
Virgin Islands	0	0
Washington	140	24
West Virginia	189	17
Wisconsin	4,633	1,406
Wyoming	—	—
Totals	150,099	42,537

All data are collected by the States and reported to OJJDP.

All data are 12-month actual or a minimum of 6 months projected to cover a 12-month period. The data do not include criminal-type (delinquents) juveniles held less than 6 hours, juveniles having felony charges filed in

Formula Grants Program

criminal courts, and juveniles held for more than 6, but less than 24 hours in those jurisdictions meeting the non-MSA exception criteria.

The year of baseline data varies by State, and depends on when valid and reliable monitoring data were first available following enactment of the jail and lockup removal provision (1980).

Current data are the data provided by the States in the 1988 monitoring report.

North Dakota began participating in 1989; Wyoming in 1990.

* Requires clarification.

** Not participating.

Highlights of OJJDP Fiscal Year 1990 Initiatives

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is required to provide a description and evaluation of programs funded under Parts C and D of the Juvenile Justice and Delinquency Prevention (JJDP) Act. The 1988 reauthorization of the JJDP Act consolidated the programs of the National Institute of Juvenile Justice and Delinquency Prevention and OJJDP's Special Emphasis Division under Part C, National Programs. The amended legislation established a new section, Part D, Prevention and Treatment Programs Relating to Juvenile Gangs and Drug Abuse and Drug Trafficking.

In addition, OJJDP is further charged by Congress to review ongoing programs to determine their suitability for replication. During Fiscal Year 1990, OJJDP established a Model Program Task Force to identify those programs meriting State and local replication as well as incorporation in the Office's training and technical assistance activities. The work of that Task Force is currently under way. Attachment A categorizes each of the programs funded under Parts C and D as to its suitability for replication.

In Fiscal Year 1990, a total of 56 discretionary programs were funded by OJJDP under Parts C and D. Of these, the following three projects have been designated as "exemplary" and are described in detail in Chapter V: Exemplary Delinquency Prevention Programs:

1. Targeted Outreach With a Gang Prevention and Intervention Component.

Highlights of OJJDP Fiscal Year 1990 Initiatives

2. National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project.
3. Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project.

This chapter of the OJJDP annual report highlights major discretionary program activities and accomplishments for Fiscal Year 1990. Each of the remaining 54 programs funded under Parts C and D is described and evaluated. In addition, a brief overview is provided at the end of this chapter on the 14 discretionary projects funded under the Missing Children's Program. A more detailed discussion of OJJDP's extensive activity in this program area is provided in the *OJJDP Annual Report on Missing Children 1990*.

The following programs represent the broad spectrum of important initiatives supported by OJJDP during the past year. Initiatives funded in 13 program areas are described, with the program title, grantee, and OJJDP monitoring office identified so that readers can pursue additional information on their own. Project descriptions are arranged in order of the major program areas addressed in Fiscal Year 1990 as follows:

- Drugs and Alcohol.
- Youth Gangs.
- Schools.
- Delinquency Prevention in the Community.
- Intermediate Sanctions.
- Law Enforcement.
- Prosecution.
- Courts.

- Corrections.
- Research.
- Statistics.
- Informing the Juvenile Justice System.
- Missing Children's Program.

Drugs and Alcohol

The problem of illegal drug and alcohol use by America's youth is pervasive. This nightmare has torn families apart, turned some schools into drug markets, and threatened the safety of citizens throughout the country, in small and large communities alike. The preponderance of alcohol- and drug-involved juvenile offenders has placed a significant burden on the juvenile justice system and the specialized treatment delivery network. In its 1987 report on juvenile court statistics, the National Juvenile Court Data Archive indicated that 6 percent of delinquency cases handled by juvenile courts involved a drug law violation such as possession or sale. Of these drug law violations, 92 percent were referred by law enforcement agencies.

The 1989 Children in Custody survey reported that nearly 11 percent of all juveniles held in public facilities were placed there because of drug-related offenses. Of those juvenile offenders, 49 percent were held for distribution of drugs. It is evident that the various components of the juvenile justice system are inundated with drug law violators.

In spite of these troubling statistics, there are some hopeful signs that illicit drug and alcohol use by American high school seniors is declining. In a 1990 University of Michigan study, 33 percent of all high school seniors surveyed reported taking at least one illicit drug during the past year—a major decline from the peak of 54 percent reported in 1979. In 1990, more than 27 percent of the high school seniors reported marijuana use in the past

year; this also represents a significant decline from the peak of 51 percent reported in 1979. Cocaine use also dropped from the 13 percent peak in 1986 to 5 percent in the 1990 survey.

Alcohol use among high school seniors also appears to have declined in recent years. The proportion of students reporting alcohol use has fallen from the peak of 72 percent in 1980 to 57 percent in 1990. The proportion reporting at least one occasion of heavy drinking—defined as five or more drinks in succession—in the previous 2 weeks has been falling gradually from the peak of 41 percent in 1983 to 32 percent in 1990.

Among this high school senior sample, the use of crack and other illicit drugs has declined significantly, but alcohol use, while declining, still affects the lives of more than half of the students surveyed. It is important to note that this survey does not include dropout youths of the same chronological age as the school-attending seniors. Among the dropout population, illicit drug and alcohol use is likely to be much more prevalent.

OJJDP's programmatic response to the youth drug problem is threefold: identification, intervention, and prevention. For those youth coming into contact with the juvenile justice system, it is essential to carefully screen them for substance abuse problems. Once a drug-involved youth is identified, appropriate drug treatment must be provided. In addition, OJJDP has a long-standing commitment to local, State, and nationwide drug and alcohol prevention initiatives for youths.

Training and Technical Assistance Curriculum for Drug Identification, Screening, and Testing in the Juvenile Justice System

Recognizing the role of illegal drug use in early and ongoing delinquent behavior, OJJDP is committed to developing programs, policies, and practices that eradicate the use of illegal drugs by America's youth. Strategies for identifying, screening,

and testing youth for illegal drug use represent a means for positively identifying those youth with substance abuse problems within the juvenile justice system.

The project, funded in late Fiscal Year 1990, expands two past OJJDP-sponsored initiatives (Drug Testing Guidelines for the Juvenile Justice System and Drug Identification Program for Juvenile Probation and Aftercare) by the American Probation and Parole Association and the Council of State Governments. Program goals and objectives include developing a comprehensive drug identification, screening, and testing program to be included in training curriculums for juvenile justice policymakers, administrators, and direct service professionals.

As a result of developing this training curriculum, OJJDP hopes to train juvenile justice personnel to be better prepared to intervene with many of the at-risk youth with drug and alcohol problems who come under the system's supervision.

American Probation and Parole Association
The Council of State Governments
P.O. Box 11910 Iron Works Pike
Lexington, KY 40578

Peter Freivalds, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Testing for Illegal Drug Use in Juvenile Detention

Every referral to the intake unit of the juvenile justice system requires that a decision be made to detain or release the juvenile. Typically, juveniles who are detained are charged with serious crimes or have a history of involvement in serious crime and are often at greatest risk of illegal drug use. Youth assigned to detention who use illegal drugs represent a significant threat to themselves as well as other youth and staff in the facility.

Highlights of OJJDP Fiscal Year 1990 Initiatives

Effective programming for detained juveniles requires accurate and complete information on the type and extent of their drug use. This program's goals include developing a comprehensive drug identification, screening, and testing program; and developing training curriculums for juvenile justice policymakers, administrators, and direct service professionals. Upon review of the final products, national dissemination and a conference on drug testing will be considered.

In Fiscal Year 1990, the American Correctional Association (ACA) informed the juvenile justice community about the project, established an advisory board, completed a literature review of the status of juvenile drug testing programs, created a list of experts in juvenile justice and drug testing, and held a workshop to discuss issues involving drug testing in juvenile corrections. ACA developed a questionnaire for identifying promising programs in juvenile drug testing and distributed it to over 500 juvenile detention facilities across the country. From the survey, ACA identified facilities operating drug testing programs and visited those with promising programs.

Future activities include developing operational manuals for drug testing in detention facilities and devising a training curriculum. The final stage in the project will provide training and technical assistance, including a step-by-step self-instructional manual that details the design, implementation, and staff training requirements for a drug treatment program.

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707

Eric Peterson, OJJDP Program Manager
Research and Program Development Division

Urine Testing of Juvenile Detainees: A Prospective Study, Phase III, Identifying Youths at High Risk of Future Delinquency and Drug Use

Juvenile offenders who frequently use drugs tend to have higher rates of delinquency and an increased proclivity for sustained involvement with the justice system. Efficient identification of drug-involved juvenile detainees offers considerable promise for earlier intervention in the pattern of continued delinquency and substance abuse. Research has shown, however, that both self-reports and official criminal justice records provide inaccurate measures of drug use among offenders. The utility of urine tests for identification and monitoring of drug-abusing juvenile offenders merits further investigation.

OJJDP, in cooperation with the National Institute of Justice, has cosponsored a 3-year longitudinal research project in Tampa, Florida, examining the role of drug use in the lives of juvenile detainees, utilizing the EMIT™ urinalysis procedure to screen for drugs. The researchers have examined drug testing data in conjunction with information gained from criminal justice records. Researchers followed up with data collection from official justice records for 30 months after the detainees' original contact with research interviewers. Findings from this research highlight the usefulness of urine testing for drug use (especially recent cocaine use) in identifying youths at high risk for future referrals to juvenile or criminal court for property offenses.

The findings of this research underscore the need for identifying and treating drug-abusing juvenile detainees, who will be much more difficult to treat as they grow older. The number of youths in the project sample of 399 individuals who tested positive for cocaine use doubled in 15 months. By 30 months after their initial interviews, 37 percent of those studied had been admitted to the Florida State Department of Corrections.

Personal interviews were conducted with the juvenile detainees, during which issues such as self-reported delinquency and substance abuse, drug sales, mental health concerns, physical abuse, sexual exploitation, and medical problems were explored. Of the sample youth, 47 percent reportedly were victims of sexual, physical, or emotional abuse or neglect. Most striking to the researchers was the extent to which these youth exhibited multiple treatment needs that frequently could not be adequately addressed with existing resources available in the community. The researchers have utilized findings from this study to justify the urgent need for increased resources to be made available for this population.

Researchers have also collected detailed information on the youths' educational experiences in order to clarify how the youths' activities and performance in school relate to their behavior in the community, involvement in the justice system, and substance abuse. In contrast to the body of literature on this topic, the results of this analysis clearly show that the various measures of the youths' educational experiences were not significantly related to their alcohol, marijuana/hashish, and cocaine use, nor to their self-reported delinquent behavior over time. However, compared to youngsters of similar age in the general population, the youths in this particular longitudinal study are an extreme group in terms of troubled background experiences, inappropriate behavior in the community, and lack of academic success. Among this study sample, school grade level lagged 2 years behind their average age at the time of their initial interviews. Performance measures of reading, math, and language skills were 2 years behind their actual grade levels. The researchers concluded that the relationships between the educational experience factors and the delinquency/drug use variables for this extreme group were not systematic and did not follow the patterns reflected in the general population.

During Fiscal Year 1990, the researchers published extensively in journals and produced a final report along with the following documents:

- A procedures manual documenting how to establish and maintain a screening/triage unit at a juvenile detention center, involving urinalysis and the collection of other important information on detained youth.
- A protocol to be used in the screening/triage process.
- A supplemental manual discussing the development of various procedures for linking troubled youths and their families to relevant community agencies.

University of South Florida
Department of Criminology
4202 East Fowler Avenue
Tampa, FL 33620

Donni LeBoeuf, OJJDP Program Manager
Research and Program Development Division

Prevention and Intervention for Illegal Drug Use and AIDS Among High-Risk Youth

Few adolescents who run away from home and live on the streets have legitimate means of financial support. Often they resort to supporting themselves through prostitution and selling illegal drugs, which they frequently use as well. Young people who engage in sexual activity with multiple partners and use intravenous drugs place themselves at great risk of contracting AIDS and spreading the disease to others. Although many agencies have developed programs over the past two decades to serve runaway, homeless, and exploited youth, few agencies are adequately prepared to deal with this latest threat to the health of our Nation's youth.

Highlights of OJJDP Fiscal Year 1990 Initiatives

In Fiscal Year 1990, the Education Development Center, Inc., in collaboration with the National Network of Runaway Youth Services, began a research and development project to assist youth service, law enforcement, juvenile justice, and health agencies in reducing the risks of drug use and HIV infection among homeless, runaway, and exploited youth. The Runaways Risk Reduction Project is documenting the obstacles faced by programs serving this population; the project is also identifying the most promising prevention and intervention strategies at each stage of contact with youth: outreach, crisis intervention, intermediate care, transitional living, and aftercare. Project staff are devoting special attention to the issues of collaboration between runaway programs and the law enforcement and juvenile justice communities, as well as other systems and community resources that help reduce the risk of HIV infection and drug use among these youth.

During Fiscal Year 1990, the project staff completed the first stage, assessment activities. With a membership of over 700 youth-serving agencies, the National Network of Runaway Youth Services, Inc., was integral to this process. An extensive survey of programs across the country included a telephone survey of 50 programs identified as most promising. This survey led to a valuable compilation of descriptive materials on programs across the country. Some program materials contain statistics derived from local studies of runaway youth and evaluations of program services. These materials were incorporated into a comprehensive review of the literature.

Project staff also conducted site visits at six programs with comprehensive and replicable models. These programs were selected to provide a cross section of program innovations, racial and ethnic mix of clientele, service needs of target populations, and geographic areas. One key finding from this field investigation was that the highest quality programs have strong commitments to recruiting, training, supporting, and retaining competent staff.

In Fiscal Year 1991, project staff will develop and field test prototypes. The staff will also prepare and disseminate a training and technical assistance program to help communities adapt and implement these risk reduction strategies.

Education Development Center, Inc.
School and Society Programs
55 Chapel Street
Newton, MA 02160

Richard Sutton, OJJDP Program Manager
Research and Program Development Division

Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles

In response to concerns about the increase in juvenile illegal drug use, OJJDP is sponsoring a program to provide communities that are experiencing high rates of adolescent drug and alcohol abuse with information and strategies to prevent and treat this nationwide problem.

This project consists of four stages of development:

- Identification and assessment of programmatic approaches.
- Prototype development based on existing approaches.
- Developmental training and technical assistance materials to transfer the prototype designs.
- Testing of prototypes.

The completed assessment report highlights a comprehensive analysis of program practices. Each program strategy (primary prevention, early intervention, treatment, and aftercare) was studied.

Highlights of OJJDP Fiscal Year 1990 Initiatives

A telephone and publications survey provided the names of approximately 400 youth programs. Program information was supplemented by telephone interviews, and 200 programs responded. Examples of the most promising program elements were used to establish a list of sites for followup visits and interviews. The outcome of this assessment was the development of four program prototypes that provide information on factors that put youth at risk for drug and alcohol abuse, as well as highlights of prevention strategies.

Pacific Institute for Research and Evaluation
7315 Wisconsin Avenue NW., Suite 900 East
Bethesda, MD 20814

Frank Smith, OJJDP Program Manager
Special Emphasis Division

National Anti-Drug Abuse Campaign

The sale, distribution, and use of illegal drugs has pervaded our inner cities and communities. To help combat this problem, there is a need for strategies to educate, redirect, and support youth and their families in the struggle against drugs. OJJDP recognized the need to develop a more positive statement on alternatives to drugs and crime for youth.

This program is a continuation program funded by OJJDP and the Bureau of Justice Assistance. It is designed to develop and implement a national training and technical assistance program. The project increases public awareness and mobilizes residents to address the problem of drug abuse through the coordinated efforts of black religious leaders, the Department of Justice, and other Federal agencies.

This program works in conjunction with police departments and other justice agencies, schools, social service agencies, private industry, and citizen groups to design, test, and implement

strategies to support youth and families in the struggle to avoid and overcome drugs. The project has been implemented in the following sites: Washington, D.C.; Jamaica, Queens, New York; Atlanta, Georgia; Memphis, Tennessee; Chicago, Illinois; and San Diego, California.

Congress of National Black Churches
600 New Hampshire Avenue NW., Suite 650
Washington, DC 20037-2403

Frank Smith, OJJDP Program Manager
Special Emphasis Division

Introduction of Effective Systemwide Strategies To Combat Youth Drug and Alcohol Abuse

To effectively combat youth drug and alcohol abuse and coordinate juvenile substance abuse prevention and treatment programs, further knowledge must be gained on strategies and approaches that communities are using nationwide.

In response to this need, OJJDP funded the Introduction of Effective Systemwide Strategies To Combat Youth Drug and Alcohol Abuse project to help communities assess their resources and capabilities, and use a coordinated systemwide approach to address drug- and alcohol-related problems.

A three-volume assessment report was produced containing the following:

- A review of literature on community organizations, psychology, and systemwide strategy.
- Information describing 10 promising approaches to coordinated efforts in selected communities.
- A model for community action against drug and alcohol abuse that discusses a Systemwide Response Planning

Highlights of OJJDP Fiscal Year 1990 Initiatives

Process (SRPP) implemented in Grants Pass, Oregon; Salt Lake City, Utah; Sikeston, Missouri; Bedford, Indiana; and Fredricksburg, Virginia.

In a companion effort, a TeamSpirit Leadership Training Conference was held in Dallas, Texas. Staff worked with the Techniques for Effective Alcohol Management Coalition in Dallas and the Safety Council of Greater Dallas to conduct this event. More than 100 high school students from high-risk neighborhoods attended. This conference provided information and skills to students to organize drug-free activities and events in their schools and communities. A youth substance abuse curriculum consisting of 26 chapters and instruction guides was also developed.

Late in Fiscal Year 1990, the National 4-H Council's Effective Strategies in Extension Services Network program was funded by OJJDP to implement the SRPP training curriculum developed in 20 communities across the nation.

Pacific Institution for Research and Evaluation
7315 Wisconsin Avenue NW., Suite 900 East
Bethesda, MD 20814

Douglas Dodge, OJJDP Program Manager
Special Emphasis Division

Students Mobilized Against Drugs in the District of Columbia

Students who resist drugs and other negative influences can be an effective resource in combating this devastating problem by helping peers avoid drug use.

The Students Mobilized Against Drugs (SMAD) project is funded by the U.S. Department of Education and jointly

administered with OJJDP to provide training and technical assistance to 20 schools (5 junior and middle schools and 15 feeder elementary schools) on student-initiated anti-drug projects. Each school's core student committee is organized to do the program planning. An adult teacher or staff member coordinates the project. Students learn decisionmaking skills to help them determine which program approaches best coincide with their particular school. Students, teachers, and peers are all provided training on the most promising student-initiated programs in the country, community service, inschool prevention programs, and cross-age education projects.

During Fiscal Year 1990, SMAD sponsored a 2-day summer camp. In addition, students participated in producing a videotape about the SMAD program for use in recruiting schools. The position of a SMAD coordinator was created to facilitate the expansion of the program. A training conference was conducted for academic year 1990–1991 involving teachers, administrators, students, and resource persons from all 20 schools, with approximately 100 persons participating. A curriculum for the student leadership training program is being developed during Fiscal Year 1991.

National Crime Prevention Council
1700 12th Street NW., Second Floor
Washington, DC 20006

Travis A. Cain, OJJDP Program Manager
Special Emphasis Division

Youth Gangs

Law enforcement and the media report that youth gangs have emerged across the nation and that their members can be found in most of the 50 States, Puerto Rico, and territories. The extent and seriousness of the youth gang problem is not fully under-

Highlights of OJJDP Fiscal Year 1990 Initiatives

stood because of limited national research and lack of agreement on the definition of youth gang membership and activities.

After completing a recent survey of 45 cities and 6 sites with promising approaches for dealing with the problem, University of Chicago researchers proposed that the definition of a youth gang should be restricted to youth groups engaged in serious violence and crime. The researchers concluded that the primary purpose for a gang's existence is symbolic or communal, rather than related to economic gain. They further proposed that a gang incident should be defined as any illegal act that arises out of gang motivation, gang function, or gang-related circumstances. The mere fact that an offender happens to be a gang member under this proposed definition would not be sufficient grounds for categorizing the incident as gang-related. It should be noted that at the present, youth gangs and gang incidents are defined differently, across and within cities and jurisdictions, by criminal justice agencies, community-based organizations, and schools.

Respondents to the University of Chicago survey included law enforcement personnel from 35 nonoverlapping cities and jurisdictions with emerging and chronic gangs, and with organized programs to address this gang problem. In these cities and jurisdictions, the respondents estimated there were 1,439 gangs with over 120,000 members. Law enforcement respondents indicated that the major racial/ethnic groups in the gang populations were blacks (55 percent), primarily African-Americans, and Hispanics (33 percent), mostly Mexican-Americans.

Youth gang membership is associated with increased involvement in serious and violent crime. In recent years, gang youth have become increasingly involved in illicit drug use, sale, and trafficking. The University of Chicago researchers examined the relationship between gang-related violence and drug use and sales. They concluded that although high levels of competition for drug markets seem to increase the likelihood of conflict, most

gang homicides still appear to grow out of traditional turf conflicts.

OJJDP is committed to carrying out its legislative mandate under Part D of the JJDP Act, which calls for prevention and treatment programs relating to juvenile gangs and drug abuse and drug trafficking. OJJDP continues to support the development and national dissemination of comprehensive prototype models for the suppression, control, and treatment of criminality among chronic and emerging youth gangs. OJJDP also sponsors a number of programs involving personnel from all components of the juvenile justice system in communitywide efforts to reclaim neighborhoods experiencing major youth gang problems and to confront drug activity by gangs.

National Gang Suppression and Intervention Program

The scope of the local youth gang problem has increased in the last decade, though little is known about the problem across jurisdictions. There is increasing evidence that, in addition to the continued presence of chronic gang activity in major metropolitan areas, gang activity is emerging in smaller jurisdictions. To understand and respond to the continuing emergence and growth of gang activity, it is imperative that new and effective measures be developed to identify, suppress, and control gang activity. There is also clear evidence that youth gangs are becoming involved in illegal drug trafficking.

The National Gang Suppression and Intervention Program develops effective, comprehensive approaches to suppress, control, and treat criminality among chronic and emerging youth gangs. Specifically, this program effort (1) identifies and assesses selected programmatic approaches, (2) develops prototypes (models) based on the existing approaches, (3) develops training and technical assistance materials to transfer the prototype

Highlights of OJJDP Fiscal Year 1990 Initiatives

designs, and (4) provides technical assistance and training on the models.

The assessment stage of the project was completed in May 1990, with the development of reports highlighting seven data collection or research phases for the National Youth Gang Suppression and Intervention Program. The assessment stage was to determine the scope and nature of the youth gang problem and respond to it, especially what might comprise promising approaches for combating the problem. The assessment stage reviewed and integrated information on:

- Scope and seriousness of the problem.
- Characteristics of gang structure and experience.
- Social context of gang development (including family, school, politics, organized crime, and prisons).
- Cities with emerging and chronic youth gang problems.
- Response to the problem (from a historical perspective).
- Institutional responses (including police, prosecution, judiciary, probation/parole, corrections, local school programs, local community organizations, and employment).
- Policy structures and procedures.
- Promising approaches from a law enforcement perspective (including suppression and alternative support programs).
- Effectiveness of intervention strategies from a general perspective.
- Recommended systemwide responses from field observations.
- Former youth gang influentials' perspectives with some racial/ethnic differences.

The policy and program recommendations from the assessment stage included definitions on what constitutes a youth gang, a gang incident, a gang member; targeting gang youth for comprehensive gang control and early intervention programs, a special comprehensive approach for chronic gang problem cities; and use of local educational administrative units for the development of special early intervention programs.

In addition, the following program activities were completed in Fiscal Year 1990: a survey of 45 cities, six site visits and case studies of gang activity, a transcript of two national youth gang symposia, a draft of a community design and 11 other models for dealing with the youth gang problem, a client evaluation of gang services, and a product on gang evidence issues for criminal defense.

University of Chicago
5801 South Ellis Avenue
Chicago, IL 60637

Leonard I. Johnson, OJJDP Program Manager
Special Emphasis Division

Gang Community Reclamation Project

Gangs create widespread fear among community residents, forcing out of the community public and private agencies and businesses that provide opportunities to youth.

The Gang Community Reclamation Project supports efforts for the prevention and suppression of gang-related crime and treatment of offenders through the coordination of system- and community-based resources and activities. This project works toward reclaiming specific geographic areas within Los Angeles County where serious gang activity has begun to develop, but has not yet overrun the community.

Highlights of OJJDP Fiscal Year 1990 Initiatives

This project ensures that responsible agencies and personnel receive training and technical assistance to conduct a successful reclamation effort. Accomplishments of this project include implementing community watch organizations, publishing a community newsletter, and creating a community coordinating council. The project has developed complete profiles within the four target communities (Lomita, Carson, Wilmington, and Harbor City). The profiles include an assessment of available resources and identification of gang and drug hot spots. The program has produced a "how-to" manual with forms used during the implementation of this project.

Activities and accomplishments during Fiscal Year 1990 included the following:

- Three "Follow Me, I'm Gang and Drug Free" walks were held. Approximately 610 residents participated.
- The Community Reclamation Program (CRP) cosponsored the Los Angeles Police Department's Harbor Division Open House, coordinating community-based agencies, neighborhood involvement groups, and homeowners' associations as part of the drug program.
- CRP received requests for community mobilization/organization training from the following:
 - Orange County Youth Gang Task Force
 - Santa Barbara County Court and Community Schools
 - California Youth Authority
 - Constitutional Rights Foundation
- Five parenting programs were held, and approximately 40 parents in the four target areas participated.

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

Leonard I. Johnson, OJJDP Program Manager
Special Emphasis Division

Gang and Drug POLICY Training Program

A crucial issue in addressing gang and drug problems is the need for close cooperation and sharing of information among all key juvenile justice policymakers within a jurisdiction. Effective coordination and sharing of information help agencies achieve their objectives, and aid the control of troubled youth.

The Gang and Drug POLICY Training Program is the newest component of OJJDP's law enforcement training program. The other components (POLICY I, POLICY II, Child Abuse and Exploitation Investigative Techniques Training, Managing Juvenile Operations, and SAFE POLICY) are fully explained under the program description for Juvenile Justice Technical Assistance and Law Enforcement Training to National, State, and Local Law Enforcement Agencies.

The program provides assistance to personnel from all arenas of the local juvenile justice system in confronting drug activity by gangs. The objectives of this training program are to present to key policymakers a cooperative interagency process that leads to improved public and private gang and drug prevention, intervention, and suppression strategies. Upon completion of the program, each participating jurisdictional team will be able to:

- Recognize the benefits of cooperation in developing an effective strategy to address gang and drug problems.
- Develop strategies and techniques for public and private interagency partnerships that deal with community gang and drug problems.

- Clarify and document legal roles, responsibilities, and issues related to an interagency approach to gang and drug problems.
- Develop or improve the responses to gang and drug issues through an effective interagency approach.

The Gang and Drug POLICY Training Program was developed during Fiscal Year 1990, and the first training will be held early in Fiscal Year 1991.

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

Ron Laney, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Schools

With the exception of the family, no institution comes into contact with more of the Nation's children and youth than the network of public, private, and parochial schools. Schools are an essential complement to the juvenile justice system and a critical focus for delinquency prevention efforts.

A complex set of tasks challenge school administrators and educators, who are not only responsible for educating our children, but also must discipline them. Studies have shown that the most important characteristics of effective schools are a strong instructional leadership, a safe and orderly climate, an emphasis on basic skills, high teacher expectations for student achievement, and frequent review and assessment of students' progress. These standards become increasingly difficult to attain in light of high student-teacher ratios; the rate of absenteeism and dropouts; and the presence of crime, violence, gangs, and drug use and trafficking in many schools.

Before students, faculties, and administrators can begin to approach a shared goal of academic excellence, they must cooperate to establish a safe climate for educational pursuits. Disciplinary codes must be clearly articulated and fairly enforced. Local juvenile justice agencies must work in tandem with parents, students, teachers, and school administrators to develop and support safe, drug-free schools.

Efforts must continue to foster character development, prosocial behavior, and understanding and appreciation of the law. At the same time, the hesitancy to approach issues such as traditional values within the school setting must be overcome. Infusing elementary and secondary curriculums with moral education concepts can be accomplished only with the full support and coordinated efforts of parents and educators in their communities. Schools must more fully realize their potential to help students distinguish between right and wrong and to appreciate the consequences of their behavior. Students can also assist each other in this process by developing peer leadership skills that target the prevention of drug abuse and delinquency.

Research indicates that youth who come into contact with the juvenile justice system frequently have experienced failure in the traditional school setting. Compared to the general population of adolescents, delinquent youth more often experience grade retention, poor academic achievement, functional illiteracy, absenteeism, suspension, and expulsion: many ultimately drop out. Delinquent youth are characterized by a much higher than average prevalence of significant learning disabilities. If these youth engage in substance abuse, their intellectual capacity for learning may be temporarily or permanently impaired.

OJJDP strongly supports efforts to salvage the academic careers of dropouts and of youth failing in the traditional educational system, to prevent delinquency among nonoffenders and to curtail law-violating careers among those who are already

Highlights of OJJDP Fiscal Year 1990 Initiatives

delinquent. Educational programs designed for these youth emphasize:

- Establishing a personal relationship with a caring adult who fosters the individual youth's positive self-esteem and academic achievement.
- Providing vocational preparation and practical work experience to assist youth in achieving their employment potential.

OJJDP is acutely aware of the diverse roles and problems facing school systems across the country. More importantly, OJJDP recognizes that schools are an integral component of all delinquency prevention efforts.

National School Safety Center

To provide an effective education for the nation's youth, schools must provide safe havens where students can learn and grow. The National School Safety Center (NSSC) serves as a national clearinghouse and resource center for programs and activities related to school security, legal issues, student discipline, prevention of drug abuse, gangs, and bullying. The goal of NSSC is to focus national attention on providing safe and effective schools. NSSC develops publications and training programs that are used by educators, law enforcement personnel, lawyers, judges, civic organizations, and criminal justice personnel. The center maintains and directs a national school safety information network representing 50 States and the District of Columbia.

In Fiscal Year 1990, NSSC-sponsored projects included an annual Principals of Recognition Program and America's Safe Schools Week, held October 21-27, 1990.

NSSC published *School Safety* three times during the year and distributed the newsletter to approximately 60,000 school

administrators, judges, legislators, law enforcement personnel, and other educational and juvenile justice professionals. NSSC responded to 16,891 information requests for publications and technical assistance during Fiscal Year 1990. The center developed and distributed the training film "School Crisis Under Control," an update of the *School Safety Checkbook*, and four new resource papers.

National School Safety Center
Pepperdine University
16830 Ventura Boulevard
Encino, CA 91436

Lois Brown, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

National Training and Dissemination Program for Law-Related Education

Understanding and respect for the law can help youth develop into productive adults and curb the development of delinquent behavior. Law-Related Education (LRE) is an educational program designed to teach students from kindergarten through 12th grade about the Constitution, the law, and citizens' rights and responsibilities under the law. The program's primary focus is to institutionalize LRE in the nation's schools, emphasizing curriculums and teaching methods that research suggests are effective in delinquency prevention.

The National Training and Dissemination Program (NTDP) for Law-Related Education includes the following program activities:

- **Coordination and management.** A committee of representatives from national organizations meets quarterly to recommend policy to OJJDP and to monitor program implementation. The Constitutional Rights Foundation (CRF) manages

Highlights of OJJDP Fiscal Year 1990 Initiatives

State contracts, and a State coordinator advisory group assists with program planning.

- **Training and technical assistance.** This is the largest component of NTDP. Activities are focused on training and technical assistance for participating States. The American Bar Association's (ABA) annual leadership development seminar is a major part of this component. Each of the program's five grantees provides training and technical assistance.
- **Preliminary assistance to future sites.** The program provides limited assistance to several States in preparation for their participation in NTDP during the next year.
- **Public information.** NTDP works with national education groups through ABA and justice organizations through Phi Alpha Delta (PAD) to secure resolutions of support, articles in journals, presentations at meetings, and linkage with State and local affiliates. NTDP also produces periodic news bulletins through CRF, two project brochures, and an introductory audiovisual presentation for State and local leaders attending public-private partnership conferences. A documentary-quality video explaining LRE will be produced in 1991.
- **Program development.** Under this component, the national project updates its training and curriculum materials, supports its partnership efforts, and provides continued training to staff. In 1990, the principal areas of program development were the dissemination of the drug-focused LRE materials and programs produced by the five grantees and coordinated by the Center for Civic Education, and the implementation of LRE in juvenile justice.

During 1990, NTDP expanded to include 47 States and the District of Columbia. In addition, two major national initiatives were developed. One, the Fourth Annual Leadership Training

Conference held in Washington, D.C., brought together teams of LRE project coordinators from 36 States. The other, a new substance prevention initiative entitled Drugs, the Law, and Schools, included 44 States, the District of Columbia, and Guam. This initiative was implemented by the end of 1990.

In September 1990, NTDP conducted the first annual LRE conference for juvenile justice professionals in Kansas City, Missouri. As a result of this conference, 16 sites received seed funding to pilot LRE programs in juvenile correctional settings, including detention, probation, group homes, and training schools.

American Bar Association
Fund for Justice and Education
750 North Lake Shore Drive
Chicago, IL 60611

Center for Civic Education
5146 Douglas Fir Road
Calabasas, CA 91302

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

National Institute for Citizen Education in the Law
711 G Street SE.
Washington, DC 20003

Phi Alpha Delta Legal Fraternity
7315 Wisconsin Avenue, Suite 325 East
Bethesda, MD 20814

Frank Porpotage, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Partnership Plan, Phase IV

Youth who are functioning below their potential and who are at risk of dropping out of school require specialized support services and academic intervention beyond traditional school services. The Cities in Schools (CIS) program organizes a local coalition of public and private leadership to support the development of the CIS model in that community. Staff are drawn from various social agencies and relocated at the school to support high-risk youth, thus keeping them in school. The relocated staff, along with the school staff, provide specialized planning, and furnish or arrange services for these youth and their families.

CIS has developed a 5-year plan to reach 500,000 at-risk youth and their families by the end of 1995. Phase IV of the CIS Partnership Plan is jointly funded by the Departments of Labor (DOL), Commerce (DOC), Health and Human Services (HHS), and OJJDP. The Department of Education, DOL, and OJJDP offer evaluation support and technical assistance.

Fiscal Year 1990 accomplishments include:

- Implementation of three DOL-supported Private Industry Council (PIC)/CIS State offices and six local Joint Employment Enhanced Dropout Prevention Programs.
- Development of PIC/CIS State and local dropout prevention programs how-to material for CIS training.
- Publication of three volumes of the *CIS Strategy: Building a Cities in Schools Program, A Replication Process; Directing a Cities in Schools Project: A Project Operations Manual; and Building a Cities in Schools Program With a CIS/Burger King Corporate Academy Project.*
- Implementation of two HHS-supported initiatives to address the prevention of AIDS, school violence, and substance abuse.

By the end of Fiscal Year 1990, 213 educational sites were operational.

A formal evaluation of the CIS program will be conducted, with DOL committing Fiscal Year 1991 funds for the evaluation.

Cities in Schools, Inc.
1023 15th Street NW., Suite 600
Washington, DC 20005

Sharon Cantelon, OJJDP Program Manager
Special Emphasis Division

Alternative Schools Project, Phase II

The Alternative Schools Project is a collaborative effort among OJJDP, Cities in Schools, Inc., and Burger King Corporation to provide participants with social services, employment training, and practical work experience while earning a high school diploma through Burger King Academies.

During Phase I of this project, Burger King Academies (alternative schools) were established at 10 sites throughout the country. By the end of Fiscal Year 1990, program sites included Miami, Florida; West Palm Beach, Florida; Charleston, South Carolina; Columbia, South Carolina; Atlanta, Georgia; San Antonio, Texas; Philadelphia, Pennsylvania; Long Beach, California; Inglewood, California; and Sacramento, California. During August 1990, a CIS/Burger King conference was held in Key Biscayne, Florida, to spotlight existing programs and to allow academy staff to share challenges, successes, and creative ideas to help develop and strengthen the program. During Fiscal Year 1990, over 200 requests for information about the academies were received.

The goal of Phase II is to open six new Burger King Academies by February 1991. By September 1991, these new alternative

Highlights of OJJDP Fiscal Year 1990 Initiatives

schools would be capable of serving a total of 1,625 at-risk youth and their families.

Cities in Schools, Inc.
1023 15th Street NW., Suite 600
Washington, DC 20005

Sharon Cantelon, OJJDP Program Manager
Special Emphasis Division

Super Teams of the Washington Metropolitan Area

Peer pressure is frequently a significant factor in teenagers' decisions to use drugs and alcohol. Adolescents are strongly influenced by the attitudes and behaviors of their peers, but positive role models in the community also are influential. By tapping the potential of positive peer interactions, students can assume a leadership role in combating drug and alcohol abuse.

The Super Teams program uses peer counseling to prevent teenage drug and alcohol abuse. The program's goals are to train a group of student leaders to resist drugs and alcohol; in turn, these leaders help their fellow students to stay drug free.

Super Teams operates in three phases. In the first phase, a training session is held to introduce school personnel and parents to the Super Teams concept and to familiarize them with the various elements of a 5-day training session for participating youngsters. In the second phase, the youngsters are taken on a retreat where they receive 5 days of intensive training on peer counseling techniques, pressures of adolescence, and drug prevention methodologies; students also receive information on AIDS and the effects of drug and alcohol abuse. Students pledge to remain drug free and to recruit other members for the program when they return to school. The third phase is the ongoing program held at the school where students take the lead in

developing schoolwide activities for other youngsters; student leaders operate a "rap room," provide peer counseling, and work with feeder schools in the area to prevent inappropriate behavior by younger children. Professional athletes also participate in the program and serve as role models.

The Super Teams program was highly successful in several schools in the District of Columbia and was subsequently institutionalized. During Fiscal Year 1990, OJJDP provided funds for the program to operate in four high schools in Prince George's County, Maryland.

Super Teams has had considerable impact upon the participants, their schools, and feeder schools in each area.

Super Teams of the Washington Metropolitan Area, Inc.
1101 15th Street NW., Suite 805
Washington, DC 20005

Lois Brown, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Schools and Jobs Are Winners

To keep youth from becoming involved in the juvenile justice system, delinquency prevention programs must provide alternatives and services to keep young people in school and strengthen their families and communities.

Schools and Jobs Are Winners is a Philadelphia-based gang prevention program that focuses on students in grades 10 and 11 who are gang members, have family members who belong to gangs, are involved with drugs or alcohol, were abused or neglected, or have been arrested. This project is funded by OJJDP and the Private Industry Council (PIC) of Philadelphia. The project's main goal is to prevent students from dropping out of high school and joining gangs. The program provides educa-

Highlights of OJJDP Fiscal Year 1990 Initiatives

tional, recreational, and social services to at-risk and disadvantaged youth; and supportive services to their families. Additional objectives are reducing drug use and curbing criminal and anti-social activities among youth. This program was funded at the end of Fiscal Year 1990 and will be implemented during 1991.

Crime Prevention Association of Philadelphia
311 South Juniper Street
Philadelphia, PA 19109

Leonard I. Johnson, OJJDP Program Manager
Special Emphasis Division

Delinquency Prevention in the Community

The etiology of delinquency is strongly influenced by adverse conditions in the community. It is not coincidental that high crime neighborhoods are frequently characterized by a multitude of environmental deficits, the combination of which increases the proclivity of youth to engage in delinquent behavior. The following are examples of factors to be considered in developing strategies for delinquency prevention in the community:

- Availability of coordinated service delivery by the juvenile justice system, including community-based alternatives to corrections.
- Location, nature, and extent of delinquent and criminal activity and victimization in the community.
- Presence of youth gangs and crime.
- Extent of drug trafficking and sales in the community.
- Degree of destructive behavior—particularly vandalism and arson—by youth.

- Degree to which residents tolerate crime and delinquency and feel powerless to combat illegal activities.
- Prevalence of family violence, child abuse, and neglect.
- Availability of support networks to strengthen family functioning.
- Adequacy of nutrition, particularly among expectant mothers and young children.
- Exposure to toxic substances, particularly lead exposure during infancy and childhood.
- Adequacy of housing.
- Accessibility of medical, social welfare, and mental health services.
- Level of success of the educational system and its responsiveness to the needs of those youth at greatest risk for delinquent involvement.
- Availability of recreational activities for youth.
- Opportunities for gainful and stable employment of adults and youths.
- Cultural and ethnic concerns in the community.

While this listing is by no means exhaustive, these issues highlight the diversity of factors to be examined in delinquency prevention program planning. OJJDP supports efforts to involve youth in peer leadership roles and community service activities directed at delinquency and drug abuse prevention. While some delinquency prevention programs target inner-city populations such as youth residing in public housing, OJJDP is also fostering efforts in suburban, rural, and Native American communities. A fundamental concern in delinquency prevention is recognizing the special needs of families and responding with program strategies to strengthen the family's ability to help each child realize his or her full potential as a productive member of society.

Teens, Crime, and the Community: Teens in Action in the 1990's

Crime statistics show that teenagers are the most likely victims of crime.

OJJDP is working with the National Crime Prevention Council to reduce teen victimization and to promote teen involvement in crime prevention and victim assistance projects in their schools and communities. This program provides training, technical assistance, implementation guidelines, and a specialized curriculum to increase the capacity of schools and juvenile justice institutions to prevent juvenile victimization.

This goal is achieved through an educational unit incorporated into the social studies curriculum, generally at the eighth- and ninth-grade levels. The program curriculum is designed to educate secondary school students about ways they can prevent crimes against themselves, their families, friends, and neighbors. Local schools and juvenile justice institutions can choose to teach any of the self-contained chapters in the curriculum that address the following specific criminal offenses: violent crime, property crime, vandalism, substance abuse, acquaintance rape, child abuse, drunk driving, and shoplifting. Lessons also cover such topics as the structure of the criminal and juvenile justice systems, victims of crime, and teens and crime. The curriculum challenges teenagers to improve their critical thinking and problem-solving skills in order to prevent crime and victimization.

In Fiscal Year 1990, the program expanded to include demonstration sites for youth residing in rural communities and in juvenile justice institutions. Materials were developed to address the special needs arising from these settings.

In addition, an implementation guide was developed for use by educational and juvenile justice institutions replicating this

model program. The program also completed a needs assessment to identify specific programmatic concerns for adapting the Teens in Action approach for Native American youth.

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

Travis A. Cain, OJJDP Program Manager
Special Emphasis Division

Reaching At-Risk Youth in Public Housing

Youth, particularly in the inner city, need activities that develop a sense of belonging, competence, usefulness, and positive influence as alternatives to the streets. This is particularly true for youth living in public housing where access to such activities may be very limited.

The purpose of the Boys and Girls Clubs of America's (BGCA) Reaching At-Risk Youth in Public Housing programs is to expand the number of public housing sites that will initiate Boys and Girls Clubs based on the prototype developed under previous grants. BGCA initiated a demonstration program to research and assess Boys and Girls Clubs in public housing and developed a prototype and manual for others to replicate. The program used FBI Drug Demand Reduction Coordinators (DRC's) to assist BGCA in establishing more clubs and to implement drug prevention programs in public housing.

Meetings were held with FBI representatives, club directors, and BGCA staff; and a training program was developed to prepare DRC's for working with local clubs in preventing drugs in public housing and establishing more Boys and Girls Clubs. BGCA also provides technical assistance to DRC's and local Boys and Girls Clubs.

This project was selected by the Office for Substance Abuse Prevention, the National Association of State Alcohol and Drug Abuse Directors, and the National Prevention Network as one of 10 exemplary prevention programs for 1990. Thus far, BGCA has established seven clubs: San Francisco, California; Boston, Massachusetts; Montgomery, Alabama; Danville, Illinois; Columbia, South Carolina; Nashville, Tennessee; and Wilmington, Delaware.

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

Leonard I. Johnson, OJJDP Program Manager
Special Emphasis Division

Effective Strategies in the Extension Service Network

The problem of illegal drug use by juveniles pervades the nation. In 1989 alone, 145,085 juveniles were arrested for drug abuse violations. To promote information and effective strategies in drug abuse prevention and treatment, OJJDP funded a study entitled "Youth Drug and Alcohol Abuse: The Introduction of Effective Strategies Systemwide." The study produced an assessment report that listed 10 promising approaches and provided information on community organizations involved in combating drug and alcohol abuse. The report also described a Systemwide Response Planning Process (SRPP), a training curriculum that presents a planning and organization strategy communities can use to assess and respond to juvenile drug abuse problems. SRPP also provides information about promising techniques systemwide in drug abuse prevention and treatment methods.

The National 4-H Council used the results of this grant effort in designing the Effective Strategies in the Extension Service

Network program. Awarded in late Fiscal Year 1990, the project is the collaboration of the National 4-H Council and the Departments of Agriculture, Justice, and Transportation. The 18-month project will provide a practical, quality educational program for establishing joint efforts at the community and neighborhood level to combat youth drug and alcohol abuse. The project's goal is to train approximately 200 Extension Service agencies, using the SRPP curriculum, to implement programs in communities across the Nation.

National 4-H Council
7100 Connecticut Avenue
Chevy Chase, MD 20815

Sharon Cantelon, OJJDP Program Manager
Special Emphasis Division

Proyecto Esperanza/Project Hope Family Strengthening Support Program

Research findings during the 1980's have shown a need to address the problems of physical and sexual abuse of Hispanic youth and the related problems of neglect and runaway behavior, which are likely contributing factors to delinquency and subsequent incarceration. The Family Strengthening and Support Network was designed to assist local community-based social service and juvenile justice practitioners by providing a culturally sensitive family-strengthening model that can be used in Hispanic communities.

The Fiscal Year 1990 program continued work begun under stages I, II, and III of the National Coalition of Hispanic Mental Health and Human Services Organizations' Family Strengthening Initiative. This phase was designed to initiate and complete Stage IV, Replication of the Family Strengthening and Support Network. Project activities during Fiscal Year 1990 included developing a program announcement to select four national

Highlights of OJJDP Fiscal Year 1990 Initiatives

sites, reviewing applicants, contracting with four sites, and developing four consortia. The project also included conducting 2-day training sessions at each site, disseminating the manuals, providing training at three national conferences, and evaluating the effects of the implementation at stage III sites and stage IV replication sites. As four new sites are selected, the eight national replication sites will form a national advisory group. The advisory group will hold a planning session and orientation workshop in April 1991 in Washington, D.C.

National Coalition of Hispanic Mental Health
and Human Services Organizations
1030 15th Street NW., Suite 1053
Washington, DC 20005

Travis A. Cain, OJJDP Program Manager
Special Emphasis Division

Effective Parenting Strategies for Families of High-Risk Youth

Parents play the most important role in teaching children to be law-abiding citizens. The primary focus of the program is to provide parents and guardians with training, support, and skills to respond effectively to the needs and behaviors of their children.

The program's purpose is to reduce youth delinquency and drug abuse by providing community agencies with increased information and skills to implement family-strengthening programs for high-risk children and youth. This will be accomplished by identifying, assessing, and disseminating family-oriented programs that have demonstrated success in decreasing risk factors for involvement in delinquency and drug use, or in directly reducing delinquency and drug use. This program effort will consist of (1) identifying and assessing selected program ap-

proaches and (2) developing information and technical assistance materials to be disseminated to juvenile justice practitioners.

The grantee has completed a literature review and a comprehensive assessment report. OJJDP is reviewing the report and after clarification, revisions, and formatting by the grantee, will publish and disseminate the report to juvenile justice practitioners. To reach the juvenile justice community throughout the nation, several workshops will be held to provide training and information to staff and policymakers of youth-serving agencies responsible for dealing with high-risk youth.

University of Utah
302 Park Building
Salt Lake City, UT 84112

Travis A. Cain, OJJDP Program Manager
Special Emphasis Division

National Juvenile Firesetter/Arson Control and Prevention Program

It is estimated that approximately 40 percent of all arson is committed by juveniles, causing hundreds of millions of dollars in damages annually and untold suffering from injuries and deaths. It appears that juvenile firesetters—a much larger group than the juvenile arson arrestees—account for the bulk of intentional fire damage and injury in this country. For the majority of these youth, firesetting does not stem from deeply rooted pathology, but is problem behavior that can be corrected with a combination of education and counseling.

Because of the seriousness of the problem OJJDP, in conjunction with the U.S. Fire Administration, is sponsoring a program to assess, develop, test, and disseminate information on promising

Highlights of OJJDP Fiscal Year 1990 Initiatives

approaches to the control and prevention of juvenile firesetting and arson. The Institute for Social Analysis, in cooperation with the Police Executive Research Forum, conducts the program, which was established by the National Juvenile Firesetter/Arson Partnership, a diverse group of individuals with special expertise and interest in juvenile arson.

The project staff completed a comprehensive assessment of the incidence and dynamics of juvenile firesetting/arson and selected juvenile firesetter programs throughout the United States. This assessment documented that the following seven key elements contribute to a program's success:

- At least one staff person at a fire department with primary responsibility for the program.
- Careful planning and coordination between the program and other agencies and institutions.
- A public awareness education campaign to inform the general public about the juvenile arson problem and the program services.
- Accurate screening and evaluation procedures for assessing the nature of the firesetter's problem and the appropriate intervention.
- A comprehensive range of services that includes both prevention and intervention.
- A broad and efficient referral system between the program and other agencies in the community.
- An effective case-monitoring system for tracking the disposition of juvenile firesetter cases and recidivism rates.

Although many juvenile firesetter programs have one or more of these elements, few programs have fully developed all of them. During Fiscal Year 1990, the project staff completed the prototype program, which integrates the above seven components

into a model suitable for testing. The staff also developed and pretested a training and technical assistance package that includes material providing clear guidance on how to implement and operate a juvenile arson control program.

In Fiscal Year 1991, a national conference will introduce the prototype model and accompanying training and technical assistance package to practitioners across the country. After the conference, four to six jurisdictions will be selected to implement the program. These jurisdictions will participate in an independent evaluation of program implementation and effectiveness. Technical assistance will be provided to the participating sites.

Institute for Social Analysis
201 North Union Street, Suite 360
Alexandria, VA 22314

Travis A. Cain, OJJDP Program Manager
Special Emphasis Division

Intermediate Sanctions

Central to the concerns of OJJDP is its mandate to modify the traditional juvenile justice system and provide critically needed, judicially-imposed sanctions which "fit the crime" and hold the offender accountable. In addition, the traditional secure institution or juvenile training school appears to fulfill in large part the objectives of protecting public safety (while providing an alternative to incarceration) in two ways: by temporarily removing serious juvenile offenders from their communities and by teaching young offenders that adjudication for serious offenses results in a severe penalty—loss of personal freedom. In many of the traditional secure settings, correctional administrators and staff are committed to intervening in the lives of youth to reverse their progression into antisocial behavior and to enhance their academic, vocational, and interpersonal skills. The overall

record of recidivism among youth released from correctional institutions is not very encouraging, however, and rebounds to juvenile and adult correctional settings are all too common.

Theoretically, a primary learning experience gained from a juvenile offender's placement in a correctional facility is how to function and survive in that setting. Upon release from a secure setting, unless intensive efforts are made to reintegrate the youth back into the community, it is unlikely that he will have the necessary skills to achieve a productive and crime-free lifestyle in his home environment.

Intensive supervision and aftercare can provide essential support for the incarcerated youth's transition back into his home environment. OJJDP encourages program development work in these areas.

The juvenile justice system must strive to develop intermediate sanctions that go beyond the traditional methods of confinement for adjudicated youth. Juvenile justice practitioners need to have an array of community-based options at hand, employing such methods as restitution, electronic monitoring, drug testing, and intensive probation. Innovations in residential programs are also necessary. For example, in Fiscal Year 1991, OJJDP will support boot camps to help nonviolent youth develop appropriate living skills within a highly disciplined environment.

Demonstration of Post Adjudication Non-Residential Intensive Supervision

Intensive supervision is an integral component of the continuum of care for postadjudicated youth to help them make a successful transition into a nonresidential setting. Community-based supervision provides youth with an opportunity to learn how to interact effectively with their families and with people within their community, while being held accountable and

responsible. Intensive supervision provides alternatives to commitment to crowded and overburdened secure facilities.

The purpose of the Demonstration of Post Adjudication Non-Residential Intensive Supervision program is to identify promising and effective intensive supervision programs for serious offenders and to demonstrate these successful models at selected sites.

Since no programs were deemed worthy of replication, the project developed a plan to create a model program. This plan includes the development of training and technical assistance materials, as well as delivery of training and technical assistance to possible demonstration sites. The plan also includes developing a program manual and sharing information through newsletters and project summaries.

During Fiscal Year 1990 the following activities occurred:

- A final assessment report was submitted to OJJDP.
- A draft operations manual was developed.
- A dissemination strategy was developed.
- A draft newsletter was prepared for advisory board review.
- Advisory board meetings were convened.
- A program prototype incorporated advisory board comments and recommendations.
- A project timetable was developed and submitted to OJJDP.

The final assessment report summarized the theoretical and analytical bases for juvenile intensive supervision, outlined the grantee's strategy used by the National Council on Crime and Delinquency to complete the assessment, provided a discussion of findings, and made recommendations for developing an intensive supervision prototype.

The draft operations manual described the operational guidelines for a model intensive-supervision program for serious juvenile offenders. It was designed from the indepth assessment of operational juvenile intensive supervision programs nationwide, a literature review of community-based intervention research findings, and an examination of delinquency causation theories and sentencing philosophies, to help establish the theoretical and philosophical base for the program. It is hoped that the manual will encourage jurisdictions throughout the country to develop the intensive supervision program as an effective intermediate sanction for the nonviolent serious juvenile offender.

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

Frank Smith, OJJDP Program Manager
Special Emphasis Division

Intensive Community-Based Aftercare Program

Aftercare is an important component of the juvenile justice system, providing transitional supervision, support, and resources to juveniles who are leaving custody to return to their families and community. Effective aftercare services can significantly reduce recidivism and crime committed by juvenile offenders who are released from secure confinement.

The Intensive Community-Based Aftercare Program was designed to assess, develop, and disseminate information concerning intensive community-based aftercare models for chronic juvenile offenders who are being released back into the community. This project will provide training and technical assistance to public and private juvenile correctional agencies in developing and implementing effective programs.

In Fiscal Year 1990, the assessment stage of the project was completed and a final draft assessment report was produced. The assessment stage included three activities: a review of research literature, mail and telephone interviews, and site visits. The report cites findings in each of the three areas.

- **Review of research literature.** Project staff reviewed theoretical, research, and program literature collected from a number of sources. Only a small body of literature evaluating juvenile aftercare programs from an empirical standpoint exists. Most literature found was descriptive and impressionistic in nature, but did not prove useful. Researchers drew from the surveyed literature in establishing an overall conceptual framework for assessing promising approaches.

To identify offenders most at risk of offending and therefore most in need of intensive aftercare programs, researchers defined seven risk factors. These include: three justice system factors—amount and severity of prior delinquency; early onset of adjudication, and number of previous commitments—and four need-related items associated with the youth's experience with family, school, peer group, and drug and/or alcohol involvement. Researchers also identified the need for a system to develop assessment instruments and diagnostic procedures.

- **Mail surveys and telephone interviews.** Researchers used an extensive mail survey questionnaire to identify promising or innovative aftercare approaches. The surveys were mailed to State juvenile corrections directors and administrators of community-based aftercare programs in every State and the District of Columbia. In addition, hour-long telephone interviews were conducted with administrators of 35 programs.

Researchers noted a great diversity of program types, methods used, types of youth served, and program components. It became apparent, however, that the selection procedures

Highlights of OJJDP Fiscal Year 1990 Initiatives

used by many programs channeled services to low-risk youth.

- **Site visits.** Twenty site visits in six States and analyses of three statewide aftercare systems yielded much valuable information. Researchers discovered a number of implementation barriers, problems, and issues that must be addressed, yet identified a number of effective program components at various sites.

The next phase of the Intensive Community-Based Aftercare Program will be to develop a model program.

During Fiscal Year 1990, the principal investigators made presentations at the American Probation and Parole Association (APPA) conference, and the American Correctional Association annual meeting in August 1990. A short article on the aftercare project was prepared for the October 1990 issue of *Corrections Today* and for an article in the APPA's official publication, *Perspectives*. The researchers presented a program entitled, "Findings from a National Survey of Juvenile Intensive Aftercare" at the 1990 annual meeting of the Academy of Criminal Justice Sciences. It included findings from a mail survey, telephone interviews, and site visits conducted as part of the survey.

The Johns Hopkins University
Institute for Policy Studies
Charles and 34th Streets
Baltimore, MD 21218

Frank Smith, OJJDP Program Manager
Special Emphasis Division

Law Enforcement

For most young offenders, a police officer is the first point of contact with the juvenile justice system. This contact can begin a chain of events, with long-term repercussions for the youth if he or she is formally processed. It is important to examine how law enforcement personnel handle juvenile offenders and to determine where problems exist and what changes are necessary for improved policies and procedures. OJJDP is sponsoring a number of such programs.

Law enforcement officers must develop comprehensive strategies for coordination with other juvenile justice components (e.g., prosecution, judiciary, probation, corrections, and aftercare services); schools; social services; and the medical and mental health community.

Children and youth come in contact with law enforcement personnel under a variety of circumstances—as delinquent offenders, status offenders, drug abusers, gang members, and as victims of child abuse and sexual exploitation. Because the problems to be dealt with are complex, police responses to children and youth often entail coordinated planning and service delivery. Through OJJDP-supported programs, law enforcement personnel gain valuable information that enhances their decisionmaking in the field when confronted by serious repeat offenders and other troubled children and youth.

Recognizing that police operations benefit from improved procedures for management, crime analysis, and coordinated response to cases involving children and youth, OJJDP provides extensive training and technical assistance in these areas. In addition, OJJDP sponsors a program that allows youth across the nation to explore careers in the field of law enforcement.

Serious Habitual Offenders Comprehensive Action Program

Serious, chronic juvenile crime requires a comprehensive, coordinated response by justice officials. The Serious Habitual Offenders Comprehensive Action Program (SHOCAP) is an extensive information and case management system that enables law enforcement, school, probation, judicial, and corrections personnel; social service agencies; and aftercare services to make informed, balanced decisions about effective sentencing dispositions for juveniles who commit serious crimes. SHOCAP encourages agencies in the juvenile justice system to work together through information sharing, analysis, and planning.

SHOCAP is composed of 21 project sites, 3 host sites, and 200 affiliate sites. Two State SHOCAP's, consisting of 15 sites, are supported through State legislation and funding. In Fiscal Year 1990, SHOCAP orientation and implementation training was conducted in Oklahoma City, Oklahoma; Tallahassee, Florida; and Portland, Maine. Host site activities included expanding the SHOCAP corrections and parole/reentry process in the California Youth Authority and the city of Oxnard, California; developing a model for training sexually assaulted/assaultive juveniles in Colorado Springs, Colorado; and building a multiuser crime analysis network in Jacksonville, Florida; Bellingham, Washington; and Oklahoma City, Oklahoma. Each site has hosted statewide expositions to develop legislation and support for State SHOCAP's. Technical assistance and specialized training for project and host sites covered these areas of crime analysis: use of volunteers, juvenile justice organizational development, SHOCAP and public housing, management information systems, and State program development. More than 200 information requests were received for SHOCAP publications and program materials were reviewed.

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

Robert O. Heck, OJJDP Program Manager
Special Emphasis Division

Juvenile Justice Technical Assistance and Law Enforcement Personnel Training to National, State, and Local Law Enforcement Agencies

In recent years, communities have placed increased pressure on law enforcement agencies to address juvenile crime and child abuse. This project provides technical assistance and training to promote understanding of the juvenile justice system in Federal, State, and local law enforcement agencies. It incorporates the following four training programs:

- Police Operations Leading to Improved Children and Youth Services (POLICY), which has two components:
 - POLICY I introduces law enforcement executives to management strategies for integrating juvenile services into the mainstream of their operations. During Fiscal Year 1990, five training programs had 113 participants.
 - POLICY II helps midlevel managers build on these strategies and demonstrates step-by-step methods for improving police productivity in the juvenile justice area. In Fiscal Year 1990, 99 persons were trained in the program.
- The Child Abuse and Exploitation Investigative Techniques Training Program provides law enforcement officers with state-of-the-art approaches for investigating crimes involving child abuse, sexual exploitation, and abduction of children. Ten programs were held during Fiscal Year

Highlights of OJJDP Fiscal Year 1990 Initiatives

1990, and 1,145 persons were trained in these advanced techniques.

- **Managing Juvenile Operations**, a series of training programs for police executives, demonstrates basic methods to increase departmental efficiency and effectiveness by integrating juvenile services into the mainstream of police activity. During Fiscal Year 1990, six programs on managing juvenile operations were provided and 203 participants were trained.
- **School Administrators for Effective Police, Probation, and Prosecutor Operations Leading to Improved Children and Youth Services (SAFE POLICY)** brings together the chief executives of schools with law enforcement, prosecution, and probation program personnel to promote interagency cooperation and coordination in dealing with youth-related problems. Eight programs were held, with 120 participants receiving training in Fiscal Year 1990.

In all, more than 2,600 persons received technical assistance or training in the above programs or on special juvenile justice topics.

During Fiscal Year 1990, a fifth training component, **Gang and Drug POLICY**, was developed for implementation during Fiscal Year 1991. For details of this new initiative, see the description of the **Gang and Drug POLICY Training Program** in this report.

Office of State and Local Programs
Federal Law Enforcement Training Center
Glynco, GA 31524

Ron Laney, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Law Enforcement Handling of Juvenile Offenders

Juvenile offenders pose special challenges to law enforcement officials. This project was developed to identify problems police agencies confront in handling serious juvenile offenders and to develop and test model decisionmaking policies and procedures. The project will enhance law enforcement's identification, screening, and referral services to juvenile offenders, as well as improve strategies for diverting nonserious offenders.

Goals of this four-phase project include:

- Assessing information on the characteristics of juveniles, existing screening policies and procedures, and types of dispositions used by law enforcement.
- Developing criteria for identifying effective policies and procedures for handling serious juvenile offenders.
- Developing a dissemination strategy, as well as training and technical assistance material¹, to transfer the prototypes to selected sites.
- Testing program prototypes.

In Fiscal Year 1990, work continued on the final assessment report. A draft of the technical assistance report was submitted. Work also continued on project dissemination procedures, including publication of journal articles, a police foundation research advisory report, and an article for an *OJJDP Update On Research*.

Police Foundation
1001 22 Street NW., Suite 200
Washington, DC 20037

Leonard I. Johnson, OJJDP Program Manager
Special Emphasis Division

Exploring Careers in Law Enforcement, Criminal Justice, and the National Park Service

Exposing youth to law enforcement training can spark interest in law enforcement careers and foster better understanding between youth and justice/law enforcement personnel. The Boy Scouts of America's Law Enforcement Exploring program strives to educate and interest youth in police or other justice system operations and to build understanding between youth and justice/law enforcement personnel.

The cornerstones of the project's activities are Explorer posts supervised by adult advisers with law enforcement expertise. The post members assist in the work of law enforcement agencies and receive police and other justice system training. Both the hands-on experience and training qualify post members for future employment in these areas. Every 2 years many Explorers attend a national law enforcement exploring conference. A smaller number of post members receive Law Enforcement Exploring Academy training supported by such agencies as the FBI, the Secret Service, and the U.S. Army. During Fiscal Year 1990, 37,103 youth participated in the program, along with 12,287 adult law enforcement advisers at 2,210 program posts. A total of 3,700 participants attended the national conference in July 1990 in Boulder, Colorado, and 221 post members attended a special drug awareness rally and pledged to operate drug prevention/awareness programs in their communities. In addition, 225 adult advisers received advanced training at 3 sessions held during the year. During 1990, a component was added to the program to develop Explorer posts in the National Park Service to provide training and experience primarily for inner-city minority youth.

Boy Scouts of America
1325 Walnut Hill Lane
P.O. Box 152079
Irving, TX 75015-2079

Peter Freivalds, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Prosecution

Prosecutors play a critical role in bringing to justice perpetrators who victimize children through physical abuse, sexual exploitation, abduction, and child homicides. The legal intricacies of securing a conviction in child victim cases can be formidable. In addition, the child victim may well be asked to serve as a witness in the court proceeding. Special safeguards are necessary to minimize the adverse psychological consequences for the child serving in the dual capacity of victim and witness.

OJJDP sponsors training and technical assistance delivery to keep district attorneys abreast of the most recent developments in child abuse prosecution. Following a national assessment effort, OJJDP is sponsoring training on model components for victim-witness assistance programs in the juvenile justice system.

Effective prosecution of delinquency cases is a vital stage of juvenile justice processing. In recent years, OJJDP has devoted considerable resources to the development of improved procedures for identifying and prosecuting repeat serious juvenile offenders. OJJDP currently sponsors juvenile justice training for district attorneys that addresses such issues as waiver procedures, juvenile records, and dispositional alternatives.

Investigation and Prosecution of Child Abuse

Child abuse is a growing problem in our society today, with prosecutors across the country encountering record caseloads. Child abuse cases are complex and those involved in their prosecution require specialized knowledge and training. District attorneys must bear responsibility and take the opportunity to

Highlights of OJJDP Fiscal Year 1990 Initiatives

assume leadership roles in these cases at the national, State, and local levels.

The National Center for the Prosecution of Child Abuse (NCPCA) provides training and assistance to prosecutors and other professionals nationwide in the investigation and prosecution of physical and sexual child abuse. The center also serves as a clearinghouse for information concerning legislative and case law developments, court reforms, trial strategy, current research, medical advances, policy development, and case management. Through these efforts, the center helps formulate policies that can guide the activities of local jurisdictions in responding to child abuse and serve as a basis for legislative reform to protect victims.

During Fiscal Year 1990, NCPCA provided technical assistance to prosecutors and other professionals approximately 2,000 times. Center staff also continued to update their *Trial Manual* with the latest procedural, statutory, and case law changes. Child abuse prosecution training was provided at numerous conferences during the year, and special training was provided in the areas of basic child abuse prosecution and child homicides. Training for Native American law enforcement, courts, and prosecution officials was under development during the year. NCPCA has achieved the goals of the program by establishing and maintaining a clearinghouse and providing publications, technical assistance, and training.

American Prosecutors Research Institute
1033 North Fairfax Street, Suite 200
Alexandria, VA 22314

Douglas Dodge, OJJDP Program Manager
Special Emphasis Division

Victims and Witnesses in the Juvenile Justice System

Victims—the once forgotten figures in the criminal justice system—have received increased attention and assistance in the past decade. Unfortunately, despite the fact that juveniles account for more than one in four arrests for serious crimes, victims of juvenile crime have not shared equally in these advances.

The purpose of this project is to help local juvenile justice agencies and human service providers develop and implement model programs and services for victims and witnesses in the juvenile justice system.

In the first phase, project staff produced an assessment report addressing current knowledge and practice. The literature review revealed a limited amount of available information about victims and witnesses in the juvenile justice system, the problems they face, and the services they receive. For the most part, assistance provided within the juvenile justice system has not been evaluated. The researchers concluded that the lack of attention paid to victims and witnesses of juvenile crime in the reviewed literature may reflect a gap in services for this population.

The assessment included nationwide mail surveys of juvenile justice officials and victim and witness assistance providers, site visits to six promising programs, and an examination of victim-related legislation. The results of this analysis indicate that victims' rights have not achieved the same statutory recognition in the juvenile justice system as they have in the adult system. Most State victim bills of rights do not explicitly extend their provisions to the juvenile justice system.

In the second phase, staff drew on the assessment results to develop a program handbook for policymakers and practitioners.

Highlights of OJJDP Fiscal Year 1990 Initiatives

This handbook describes promising approaches to victim/witness assistance in the juvenile justice system and shows how these approaches can be adapted to a variety of local environments. The following core components are considered to be the minimal prerequisites of a sound victim/witness assistance program in the juvenile arena:

- **Orientation to the juvenile court process.** Programs should offer some explanations of the juvenile court to victims and witnesses, either in response to questions over the telephone or in person. A brochure describing the juvenile court process should be routinely mailed to victims and witnesses.
- **Provision of information about filing and case outcomes.** Where statutes permit, victims and witnesses should be notified of the filing and the outcome of the case, i.e., whether it was dismissed, adjudicated, or sentenced, and where permitted, the specific sentence.
- **Crisis counseling and referral.** Program staff should offer a sympathetic ear to victims who may be traumatized. This does not mean that programs must intervene at the crime scene or employ trained counselors, but it does mean that staff should have enough training in crisis intervention techniques to assess the need for further intervention and to make appropriate referrals.
- **Assistance with compensation, restitution, and victim impact statements.** Programs should routinely provide victims with the necessary restitution and compensation forms and provide assistance in filling them out as needed. Staff should notify victims of their rights regarding participation in sentencing and assist with impact statements.
- **Assistance to victims who must testify.** Though specific strategies may vary, programs should routinely assist victims who appear in court.

In the ongoing third phase, staff developed a training package for practitioners and program developers who want to implement new programs for victims and witnesses of juvenile crime or expand existing services. The training, which incorporates classroom lectures and small group workshops, employs victim/witness practitioners as trainers. A pilot workshop, to be held in May 1991, will be followed by a second workshop in September 1991.

When the pilot sites are funded to establish model program components in the juvenile system in 1991, staff will monitor the implementation process in the participating localities and provide training and technical assistance.

American Institutes for Research
3333 K Street NW.
Washington, DC 20004

Travis A. Cain, OJJDP Program Manager
Special Emphasis Division

Juvenile Justice Prosecution Project

Appropriate attention to juvenile matters must be a part of the overall crime control responsibilities for a district attorney as the chief law enforcement officer for the jurisdiction. The Juvenile Justice Prosecution Project is designed to both educate district attorneys about their role in the juvenile justice system and to enable them to develop sound policies on the prosecution of juvenile cases.

The project's activities include designing and implementing policy development workshops for chief prosecutors and juvenile unit chiefs in district attorney offices. In addition, the project issues a quarterly newsletter *Juvenile Justice Reports* and maintains liaison with professional groups regarding juvenile justice

Highlights of OJJDP Fiscal Year 1990 Initiatives

policy and prosecutor training. During Fiscal Year 1990, National District Attorneys Association presented two workshops designed to expand prosecutor involvement in juvenile justice. Future project activities include collecting materials for a training manual on policy issues pertaining to the prosecution of juvenile offenders.

National District Attorneys Association
1033 North Fairfax Street, Suite 2000
Alexandria, VA 22314

Peter Freivalds, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Prosecution Training in Juvenile Justice

Frontline prosecutors handling juvenile cases require training and expertise in juvenile matters. OJJDP funds training for prosecutors in the juvenile justice system provided by the National College of District Attorneys (NCDA). The curriculum covers information on waiver of juvenile court jurisdiction, juvenile records, dispositional alternatives, juvenile justice processing of offenders, trial techniques, and evidentiary problems.

Project goals include monitoring training programs for local, State, and regional prosecutors' offices and organizations to improve prosecution of juvenile offenders.

In Fiscal Year 1990, 38 prosecutors attended a training program in Jacksonville, Florida. A Trial of the Juvenile Offender conference was held in San Antonio, Texas, to train 64 prosecutors in trial advocacy skill development.

NCDA offers training videotapes, along with accompanying seminar outlines, to make individual training components more accessible to local, State, and regional officials.

National College of District Attorneys
College of Law
University of Houston
Houston, TX 77004

Peter Freivalds, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Courts

The role of the juvenile and family courts in processing juvenile offenders extends beyond the traditional adult court's determination of guilt or innocence. Acting as *parens patriae*, the juvenile court simultaneously considers the need to hold youth accountable for their actions, the need to ensure public safety, and the need to provide effective treatment. The juvenile court must also assess the juvenile offender's social history and prepare the way for appropriate intervention to halt the progression into a delinquent lifestyle.

Juvenile court judges and administrators play a pivotal role in determining the specialized treatment needs of the juvenile offender population and in identifying gaps in service delivery. Juvenile court judges have taken the lead in developing programs to meet the needs of special populations.

OJJDP provides training and technical assistance to help juvenile court judges and administrators identify and develop appropriate options for sentencing and treatment. Training and technical assistance focus on such innovative alternatives as restitution and treatment options for special populations, including adolescent sex offenders and mentally disturbed offenders.

Juvenile and family court judges are confronted with many cases in which the children and youth coming before them are victims of abuse, neglect, and sexual exploitation. In such cases, the

Highlights of OJJDP Fiscal Year 1990 Initiatives

court frequently appoints a special advocate to speak on behalf of the child. OJJDP supports case advocacy and permanency planning for children placed in foster care under two exemplary delinquency prevention programs, which are described more fully in chapter V of this report. OJJDP is also addressing the growing epidemic of drug-impaired infants and providing training for court personnel to better serve this population.

Juvenile and Family Court Training Project

Juvenile and family courts play a pivotal role in defining programs and services for juveniles who come into contact with the court system, and in defining the directions of the juvenile justice system. To promote the efficiency of the juvenile courts, OJJDP works with the National Council of Juvenile and Family Court Judges (NCJFCJ) to refine its juvenile court training programs and to provide technical assistance. Training is designed to supplement law school curriculums and to provide judges with new information on developments in juvenile and family court case law and in options for sentencing and treatment of juvenile offenders.

The juvenile and family court training project will be continued and additional training efforts will be implemented through regional, State, and metropolitan-area sessions. A second component is the NCJFCJ Metropolitan Judges Exploited Children Project. Since 1982, OJJDP has funded this project which addresses abuse, neglect, delinquency, and status offenses.

The project also addresses the tragedy of drug-impaired infants under the abuse and neglect jurisdiction of the court.

In Fiscal Year 1990, there were 17 training sessions for 2,641 judges, probation officers, court staff, public, and juvenile correctional professionals.

National Council of Juvenile and Family Court Judges
University of Nevada at Reno
P.O. Box 8970
Reno, NV 89524

James Gould, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Technical Assistance to Juvenile Courts

Juvenile courts routinely confront a variety of issues that require the assistance of specialists. The Technical Assistance to Juvenile Courts program provides on- and off-site technical assistance to improve the effectiveness and efficiency of juvenile court processing; address administrative, legal, and policy issues of the court; and meet the program development needs of specific populations.

In Fiscal Year 1990, the National Center for Juvenile Justice responded to approximately 400 requests for information, conducted 10 on-site consultations, and made 5 cross-site visits. The project continued to expand its juvenile probation initiative. Project accomplishments included the completion of the *Desktop Guide to Good Juvenile Probation Practice* and a corresponding curriculum for entry-level probation officers. The guide will be available in early 1991 and will be distributed to more than 15,000 probation officers.

National Council of Juvenile and Family Court Judges
University of Nevada at Reno
P.O. Box 8970
Reno, NV 89524

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

Highlights of OJJDP Fiscal Year 1990 Initiatives

James Gould, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Juvenile Justice Courts Management Training

Court management is a vital concern of those seeking to improve our justice system, including the juvenile courts. The National Center for State Courts, Institute for Court Management, conducts education and training programs for court administrators, judges, and others involved in court administration and management.

These education and training programs promote the use of modern management concepts in improving court and justice system administration. The project's objectives include increasing and disseminating reliable knowledge about effective and efficient court and justice system management, building acceptance of the management function in the court and justice system, developing the profession of court management, and enhancing public satisfaction with the administration of justice by improving court and justice system management.

Six workshops were conducted during Fiscal Year 1990 in the following areas:

- Juvenile court intake.
- Mental health services and the juvenile justice system.
- Juvenile court disposition.
- Juvenile justice management.
- Adolescent sexual offenders: intervention by juvenile courts.
- Adolescent drug sellers/abusers: intervention by juvenile courts.

The adolescent drug sellers and abusers workshop was initiated during the year. Approximately 100 court administrators and other juvenile justice personnel were trained during the six seminars.

National Center for State Courts
Institute for Court Management
300 Newport Avenue
Williamsburg, VA 23187-8998

Mary Ann Queen, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Restitution Education Specialized Training and Technical Assistance

Juvenile restitution programs have received increased attention in recent years because they provide alternative dispositions for the juvenile justice system, grant redress for crime victims, and assure offender accountability to the community.

The Restitution Education Specialized Training and Technical Assistance (RESTTA) program encourages the use of restitution as an intermediate sanction by providing training, technical assistance, and information to courts and juvenile justice practitioners. The project offers guidelines for developing, implementing, and improving juvenile restitution programs. Over its several years of operation, RESTTA has retained expert personnel, conducted numerous training events, and developed instructional materials for the initiation, management, and evaluation of juvenile restitution programs.

In Fiscal Year 1990, RESTTA produced two new restitution publications: *Liability and Legal Issues in Juvenile Restitution*, and *Victim Offender Mediation in the Juvenile Justice System*. In addition, this project provided technical assistance and training on victim-offender mediation to juvenile justice professionals in

Highlights of OJJDP Fiscal Year 1990 Initiatives

West Palm Beach County, Florida. This project also provided two conference panel presentations on accountability for drug offenders and restitution for crime victims.

Pacific Institute for Research and Evaluation
7315 Wisconsin Avenue NW., Suite 900 East
Bethesda, MD 20814

Peter Freivalds, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Corrections

Juvenile correctional administrators and staff face stiff challenges in seeking to provide a gateway to a productive future for institutionalized youth. Few youths in these facilities have committed just a single assault, burglary, or other serious crime. Most youths in correctional institutions have engaged chronic delinquent behavior, much of which may never have come to the attention of the juvenile justice system. For many, the time for "early intervention" has long since passed. Without successful intervention in the correctional facility, they run a very high risk of recurring institutionalization and entrance into the adult criminal justice system.

Juvenile corrections must strive to achieve multiple goals. One of the most immediate and pragmatic goals is to protect the public by removing a juvenile offender from the community. A second goal is to hold the offender accountable for delinquent acts by imposing court sanctions that restrict personal freedom. A third goal is to provide the delinquent with the personal, social, educational, and vocational skills necessary to return to the community; these skills will help the youth adopt a productive lifestyle, avoid negative peer influences such as gangs, and reject readily available opportunities for renewed criminal involvement. As the high rates of recidivism of juveniles released

from correctional settings demonstrates, this third goal is the most difficult of the three to achieve.

Juvenile correctional practitioners recognize that those entrusted to their care have deficiencies that require specialized intervention. Many of these youth come from dysfunctional families, lack appropriate adult role models, have failed in school, lack vocational skills, and experience severely limited opportunities for lawful and gainful employment. They may also have behavioral and psychological problems such as high impulsivity, violent reactions to stress, sexual-offending, depression, and drug- or alcohol-related problems.

OJJDP supports program development and training and technical assistance initiatives that foster innovative correctional practices, including literacy training, vocational skills enhancement, paid employment, and suicide prevention. Training and technical assistance also focus on issues of correctional administration such as facility construction, population management, and overcrowding. OJJDP seeks to involve the private sector in the delivery of effective correctional services and employment opportunities for institutionalized youth.

Juvenile Corrections/Detention Training and Technical Assistance

The juvenile corrections field confronts many problems and issues, ranging from facility construction to population management and services. The American Correctional Association has worked closely with OJJDP for a number of years in addressing the needs of juvenile corrections personnel.

The project provides technical assistance and training to juvenile correctional and detention agencies. With participation by juvenile court judges and probation officers, the project also serves as a national forum on juvenile corrections issues. During Fiscal Year 1990, the project:

Highlights of OJJDP Fiscal Year 1990 Initiatives

- Produced a new training videotape "Preventable Tragedy: Guide to Suicide Prevention in Juvenile Justice Systems."
- Produced a manual on juvenile justice architecture.
- Completed a correspondence course on behavior management in juvenile justice settings.

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20709

James Gould, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Juvenile Corrections/Industries Venture Program

Experience with corrections/industries ventures developed specifically for youthful offenders shows possible benefits for youth through increased accountability and training, for victims through monetary restitution, for businesses through productive employees, and for institutions through improved control and an enhanced treatment process.

The Juvenile Corrections/Industries Venture Program provides correctional agencies with treatment alternatives to encourage and motivate incarcerated youth through vocational training, education, and paid employment. The program has four stages: (1) an assessment of the problem of involving juveniles in institution-based correctional education and vocational programs, and of selected joint public and private institution-based industry/business operational programs; (2) a comprehensive description of the development, implementation, and operation of model approaches; (3) the development of a training and technical assistance package to provide intensive training to test sites that are implementing the prototypes; and (4) testing the prototypes.

The National Office of Social Responsibility has completed the assessment and prototype development stages of the project. During Fiscal Year 1991, the training materials will be completed, and training will be provided at six to eight sites.

National Office for Social Responsibility
222 South Washington Street
Alexandria, VA 22314

Frank Smith, OJJDP Program Manager
Special Emphasis Division

Evaluation of Private Sector Corrections Initiative—Chronic Juvenile Offenders

Private Sector Options for Juvenile Corrections

Shrinking budgets and public demands for better juvenile services have emphasized the need for the public and private sectors to work together to provide services traditionally performed by government agencies.

The Evaluation of Private Sector Corrections Initiative—Chronic Juvenile Offenders project was designed to determine the effectiveness of innovative private sector programs in reducing recidivism rates among serious juvenile offenders. The project staff are producing a comparative study of recidivism rates of juveniles participating in these programs. Emphasis was directed toward the management and programming techniques of the private sector program and as a review of the way in which regulating factors affect the quality and growth of these programs. This evaluation covers RCA, Government Services in New Jersey and New Life Youth Services, Paint Creek Youth Center in Bainbridge, Ohio.

Highlights of OJJDP Fiscal Year 1990 Initiatives

A draft of the final evaluation report was submitted to OJJDP in Fiscal Year 1990. The report compared the quality of the experimental programs with regular training schools. The report also identified a number of management strategies that appear to contribute to the successful implementation and continuation of the most highly rated program, the Paint Creek Youth Center. Those strategies include practical and realistic program design, a program director with successful experience in a similar program, training and monitoring of new staff, and the promotion of sound client and community relations.

As a result of this project, in late Fiscal Year 1990, the American Correctional Association (ACA) began a Private Sector Options for Juvenile Corrections project to introduce the information gained through this initiative to State and local juvenile justice agencies. The purpose of the ACA program will be to improve the quality of juvenile correctional services through analysis of existing services, redesign of service delivery, and development of a competitive process for contract service delivery from a private provider.

Rand Corporation
1700 Main Street
Santa Monica, CA 90406

Joseph Moone, OJJDP Program Manager
Research and Program Development

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707

Frank Smith, OJJDP Program Manager
Special Emphasis Division

Research

In many instances, juvenile justice practitioners confront questions for which there are no ready answers. OJJDP fulfills a national leadership role by supporting research initiatives seeking to provide practical solutions to fundamental problems.

Since its inception, OJJDP's research program has sought to accelerate innovation in the juvenile justice field. Findings from basic and applied research projects are used in:

- The conceptualization of innovative program prototypes.
- The development of advanced techniques and methods.
- The refinement of existing policies, practices, and procedures.
- The enhancement of training and technical assistance provided for juvenile justice practitioners.

In Fiscal Year 1990, OJJDP supported two national research initiatives addressing the treatment of minorities by the juvenile justice system. A key research question was whether selection bias at key discretionary junctures of juvenile justice processing might account for the disproportionate ratio of minority youth in the system. A second major study, mandated by the Congress, examined the diversity of tribal justice policies, practices, and procedures affecting American Indian and Alaskan Native youth.

OJJDP is conducting a congressionally mandated study of conditions in juvenile detention facilities and correctional institutions. Researchers are also examining the effects of the deinstitutionalization of status offenders. The results of this investigation will complement the ongoing assessment of OJJDP's progress in implementing the three JJDP Act statutory mandates—deinstitutionalization, separation of juvenile offend-

Highlights of OJJDP Fiscal Year 1990 Initiatives

ers from adults in custody, and the removal of juveniles from adult jails and lockups.

OJJDP recognizes that it is essential to conduct research directed at maximizing the effectiveness of interventions for offenders who repeatedly engage in serious and violent crime. It is also important to conduct research to enhance the development of delinquency prevention strategies. By sponsoring longitudinal investigations that tackle the complex questions of how and why children and youth enter persistent delinquent patterns, OJJDP will better understand how such development of delinquency can be avoided.

Minorities in the Juvenile Justice System

Do minority youth offenders face a higher probability of being arrested, adjudicated, and placed in correctional facilities? A perennial challenge is the extent to which selection bias permeates decisionmaking within the juvenile justice system.

In Fiscal Year 1990, researchers at the University of Wisconsin submitted a draft report to OJJDP addressing the issue of differential treatment of minority youth in the juvenile justice system. A discussion of the findings from this eight-part report follows.

First, the problem of differential treatment of minority youth is stated as selection bias, which can occur at any point of discretion in the juvenile justice system. Drawing from more extensive literature on the adult criminal justice system, the researchers provided a succinct overview of the evidence of higher prevalence rates among blacks in terms of arrest and processing through the entire criminal justice system.

Second, the researchers described the distinguishing factors in the juvenile justice system, with an emphasis on the various points of discretion where selection bias could be exercised.

Discretion is deemed much more frequent in the juvenile justice system than in the adult criminal justice system, thus reducing the comparability of research findings on selection bias across these two systems.

Third, the researchers identified relevant juvenile literature and provided an objective assessment of the conflicting results. An extensive bibliography was prepared.

Fourth, the researchers analyzed the methodological strengths and weaknesses of various studies. They determined that the conflicting results from these studies may be due to significant methodological variations in sampling plans, key research questions, data collected, localities selected, and use of appropriate controls.

Fifth, an attempt was made to identify program initiatives in the United States that address selection bias. With the exception of several research and data assessment projects, selection bias has generated limited program activity.

Sixth, the researchers conducted a secondary analysis on two statewide data sets to demonstrate a model for detecting selection bias at various decision points and for comparing the relative evidence of selection bias across jurisdictions. The researchers recommend that State and local juvenile justice administrators use such a self-assessment model to identify points in the decisionmaking process where categories of youth may be subjected to adverse selection bias.

Seventh, the authors identified the methodological limitations of previous investigations of minorities in the juvenile justice system and structured recommendations on a research and policy agenda that would advance the juvenile justice field.

Eighth, the report briefly summarized and drew conclusions that address the broader social issue of America's emerging minority

under class and its influence on delinquent and criminal activity.

University of Wisconsin-Madison
750 University Avenue
Madison, WI 53706

Donni Leboeuf, OJJDP Program Manager
Research and Program Development Division

American Indian and Alaskan Native Youth: Study of Juvenile Justice Systems

Juveniles residing on Indian reservations fall under the purview of more varied combinations of tribal, local, State, and Federal justice jurisdictions than any other category of American youth. Little research has been conducted on juvenile justice and delinquency prevention practices among Indian tribes. Analysis of available data suggests that arrest rates for crimes committed by Indians on or near certain reservations are comparable to those of persons living in high-crime, inner-city neighborhoods. It should be noted, however, that there is substantial variance in arrest rates and justice system practices among tribes and reservations.

With the passage of the 1988 amendments to JJDP Act, Congress mandated that OJJDP conduct a study of tribal juvenile justice. In Fiscal Year 1990, OJJDP initiated a major investigation to achieve the following five research goals:

- To determine how American Indian and Alaskan Native youth are handled under Indian and Alaskan Native justice systems.
- To determine the resources, including community-based alternatives to incarceration, available to Indian and Alaskan Native justice systems for providing services to

youth accused of or adjudicated for status and delinquency offenses.

- To determine the extent to which Indian tribes' and Alaskan Native organizations' policies, procedures, and practices are consistent with the JJDP Act mandates for deinstitutionalization of status offenders, separation from adults, and jail removal.
- To identify promising approaches, such as community-based alternatives to incarceration, for intervening with Indian and Alaskan Native juvenile offenders.
- To prepare, in consultation with Indians and Alaskan Natives, recommendations for improvements in juvenile justice practices under the systems of justice administered by Indian and Alaskan Native organizations.

During Fiscal Year 1990, the investigators at the American Indian Law Center finalized plans for data collection and analysis. Researchers will gather data in two ways: (1) a literature and data base review will be used to obtain all existing information on tribal and Native Alaskan juvenile justice and (2) the researchers will conduct on-site surveys to gather data on the operation of representative juvenile justice systems. Information also will be obtained through a mail survey of all tribes. The emphasis will be on examining intergovernmental aspects of these operating justice systems and tribal access to and participation in Federal juvenile justice programs.

This study is designed to respond to the congressional research mandate and to aid in the development of improved program strategies for juvenile justice and delinquency prevention for American Indian and Alaskan Native youth.

American Indian Law Center, Inc.
P.O. Box 4456, Station A
Albuquerque, NM 87196

Highlights of OJJDP Fiscal Year 1990 Initiatives

Irving Slott, OJJDP Program Manager
Research and Program Development Division

Study To Evaluate Conditions in Juvenile Detention and Corrections

Under OJJDP's mandate to serve as the primary Federal agency for addressing juvenile crime and related issues, the 1988 amendments to the JJDPA require OJJDP to provide national information on conditions under which juveniles are held in secure juvenile detention and correctional facilities. These conditions will be compared to national standards for the confinement of juveniles and will serve as a basis for policies, objectives, procedures, and tasks that guide the operation of facilities. This congressionally mandated study will also help set standards to measure and evaluate how well facilities are designed, maintained, and operated and how well the facilities provide services to juveniles in custody. In addition, this study will provide information to State and local planners, policymakers, and State legislators seeking to improve conditions and services for confined juveniles.

The Study To Evaluate Conditions in Juvenile Detention and Corrections was funded and began during late Fiscal Year 1990. The results will be reported to Congress by November 1991.

ABT Associates
55 Wheeler Street
Cambridge, MA 02138

Barbara Allen-Hagen, OJJDP Program Manager
Research and Program Development Division

Assessing the Effects of the Deinstitutionalization of Status Offenders

The deinstitutionalization of status offenders is one of the three primary mandates of the JJDP Act. Almost 20 years have passed since the movement to deinstitutionalize status offenders (DSO) began.

The purpose of this research project is to determine the impact of the DSO movement on youths, their parents, the juvenile justice system, and other youth-serving agencies. It will result in an assessment of the level and source of services provided under different combinations of DSO philosophies, legislation, policies, and practices and will identify intervention points where service gaps remain.

Analysis of the legislation in all 50 States has been conducted to identify the dominant DSO rationales. States representing the three primary rationales (normalization, treatment, and deterrence) will be identified, and sites within those States will be selected for an assessment of the level of service implementation. This review will focus on the number and range of programs and services available and the characteristics of status offenders who are in contact with these services. Three sites will be selected for an intensive outcome evaluation. Finally, an examination of the relationship between the principal rationale (what should be) with the level of implementation (what is) will answer the question of who is falling through the cracks and why.

In Fiscal Year 1990, researchers presented a detailed report, "Ideological Dimension of Status Offender Legislation," containing methods and findings from this investigation. Also due in early 1991 is "Youth Service in Seven Cities: A Context of Status Offender Handling," a detailed report on the handling of status offenders.

Highlights of OJJDP Fiscal Year 1990 Initiatives

Social Science Research Institute
University of Southern California
1014 Childs Way
Los Angeles, CA 90089

Jeffrey Slowikowski, OJJDP Program Manager
Research and Program Development Division

Evaluation of OJJDP's Implementation of Statutory Mandates

OJJDP is responsible for implementing the JJDP Act mandates for States participating in the formula grants program. These mandates include deinstitutionalization of status offenders, separation of juvenile offenders from adult persons who are incarcerated, and the removal of juveniles from adult jails or lockups. It is important to assess how well OJJDP is working with State juvenile justice administrators in fostering progressive efforts for full compliance with these mandates, which significantly impact youth.

In Fiscal Year 1990, OJJDP entered into an interagency agreement with the Administrative Conference of the United States to evaluate the effectiveness of OJJDP's implementation of its formula grant programs and the statutory mandates specified in the JJDP Act. The Administrative Conference is a nonpartisan, impartial agency created to study and make recommendations concerning the adequacy, fairness, and efficiency of administrative processes.

Investigators will conduct extensive interviews of OJJDP staff and make field visits to selected States. Researchers will evaluate OJJDP's regulatory approach to the formula grants statutes, including the use of waivers, application of *de minimis* criteria, and other techniques for permitting funding in the context of virtual compliance. The study will examine compliance strategies, including the development of data and reporting require-

ments, agency negotiations with States on waiver, termination and settlement issues, and dispute resolution techniques. Researchers will solicit the views of State formula grant administrators on the effectiveness of the current program and on significant needs. Other Federal agencies with similar formula grant implementation requirements will be studied for comparative purposes. Recommendations will be made concerning the effectiveness of the current approach and what modifications may be advisable.

Administrative Conference of the United States
2120 L Street NW., Suite 500
Washington, DC 20037

Eric Peterson, OJJDP Program Manager
Research and Program Development Division

Program of Research on the Causes and Correlates of Delinquency

Although considerable research has focused on factors related to the development of antisocial behavior and delinquency, many unanswered questions remain. Much can be learned from the examination of high-risk youth who manage to "beat the odds" and avoid delinquency.

To answer some of the most pressing questions, OJJDP is funding three major research projects studying the root causes and correlates of juvenile behavior. This knowledge will be used to design more effective programs to counteract delinquency. OJJDP has supported this major longitudinal cohort study, which is entering its fifth and final scheduled year, at three sites: Denver, Colorado; Pittsburgh, Pennsylvania; and Rochester, New York. The objectives of this research include the following:

- To identify the timing of different causes in the developmental sequence as youth grow older. This knowledge aids

Highlights of OJJDP Fiscal Year 1990 Initiatives

in defining specific age-appropriate programs for reducing juvenile delinquency.

- To provide information on the youths' parents, family, school, neighborhood, peers, etc., to determine delinquent behavior.
- To identify the specific ages and developmental patterns of youth who become involved with alcohol, drugs, guns, gangs, and serious delinquent acts, particularly repeat offenders,
- To generate promising intervention policies that will reduce delinquent behavior.

At the beginning of the study, the youth ranged in age from 7 to 15. Over 4,000 children and youth have been followed for several years. Using an extensive data collection from a variety of sources, the etiology of delinquency and drug use is being investigated in the context of the family, the community, and the individual.

Under this coordinated program of research, the three research projects work together in their investigations of the multicausal nature of antisocial behavior. The level of cooperation achieved represents a major advance in longitudinal interdisciplinary research. Researchers have focused their attention on the comprehensive coverage of key variables, the coordinated development of measures, the identification of samples, and the task of data collection and processing.

As more data are accumulated, the researchers are undertaking the challenges of site-specific and coordinated data analysis. Substantial analysis has been conducted on the data collected in the initial years of the study, particularly cross-sectional analysis of the sample at a given point in time. Preliminary case study analysis can now be conducted on the wealth of data collected, with repeated measures over time on the same research subjects.

The following information is a sample of preliminary findings:

- The higher the youths' oppositional and defiant behavior in the family, the more serious the delinquency.
- The higher the youths' inattentiveness and hyperactivity, the more serious the delinquency.
- In first grade, the youths' reading scores are not related to the seriousness of delinquency. However, by second grade, those boys whose delinquency was most serious in first grade have started to substantially lag behind in reading scores.
- Although single parenthood is related to boys' delinquency, about 50 percent of the seriously delinquent boys come from two-parent families.
- The less the caretakers supervise their children, the more serious the youths' delinquency.
- The worse the relationship between caretakers and the youths, the worse the youths' delinquency.

During Fiscal Year 1991, researchers will produce a collaborative report of the findings with descriptive information concerning the policy implications. Comprehensive reports from each research team will be designed and completed. The researchers will continue to produce special reports, research briefs, and papers on the interdisciplinary nature of child and adolescent development to document interim findings of the study that will be useful to practitioners, policymakers, and researchers.

Denver Youth Survey
Institute of Behavioral Science
University of Colorado at Boulder
Campus Box 442
Boulder, CO 80309-0442

Highlights of OJJDP Fiscal Year 1990 Initiatives

Pittsburgh Youth Study
Western Psychiatric Institute
University of Pittsburgh
3811 O'Hara Street
Pittsburgh, PA 15213-2593

Rochester Youth Development Study
School of Criminal Justice
State University of New York at Albany
135 Western Avenue
Albany, NY 12222

Donni LeBoeuf, OJJDP Program Manager
Research and Program Development Division

Firearms, Violence, and American Youth

Previous studies on juvenile violence have found that American youth have access to firearms and some use them in the commission of crime. What has not been investigated in any rigorous fashion is how youth acquire firearms.

In concert with the National Institute of Justice (NIJ), OJJDP is sponsoring a research project that examines the motives for and patterns of firearms acquisition, ownership, and use by juveniles. Researchers will administer self-report surveys to 2 samples of youth: approximately 1,000 offenders incarcerated in juvenile institutions in 5 States, and approximately 1,000 high school students in cities located near the selected institutions.

The survey is an expansion of a 1985 NIJ study on the armed criminal in America. In addition to replicating firearms issues covered in the 1985 study of adults, the current survey is examining the ownership and usage of automatic and semiautomatic weapons and juvenile socialization into firearms use. The youth in the study are also responding to questions about their gang activities and drug involvement.

Project findings will contribute to the development of improved law enforcement strategies to reduce weapons acquisition and unlawful use by juvenile offenders. Research data will have implications for Federal, State, and local legislators considering changes in gun laws. Finally, the findings will be of value to educators dealing with problems of campus violence, gang activity, and drug involvement.

Tulane University
Department of Sociology
6823 Saint Charles Avenue
New Orleans, LA 70118

Donni LeBoeuf, OJJDP Program Manager
Research and Program Development Division

Statistics

Critical information on the extent and nature of juvenile crime and victimization is seriously deficient, both for policy development and research purposes. National, State, and local data on important aspects of the justice system response are fragmented, incomparable, or nonexistent. Often juvenile justice practitioners make important decisions about planning, management, policy, and program development without the benefit of accurate statistics that often are unavailable within an agency or not shared among agencies. If significant improvements are to be made, the current inadequacies of the existing statistical system must be approached in a comprehensive, systematic fashion.

OJJDP is developing a juvenile justice statistics program that will produce useful and reliable national, State, and local statistics on the extent and nature of juvenile delinquency and victimization and juvenile justice system responses to these social problems. The program will contribute to the establishment of a national statistical system to promote the effective use of statistics for planning, resource allocation, and other management

decisions. This program is the beginning of OJJDP's long-term commitment to provide a national statistical system that can be used to document and monitor trends in juvenile justice and delinquency.

OJJDP is committed to providing the research community with greater access to existing data sets for policy analysis and program evaluation. Making data accessible is a major priority under the new national statistical system as well as under the established National Juvenile Court Data Archive.

OJJDP will continue to support the archiving and analysis of these juvenile court data, thereby enabling the juvenile and family courts to plan effective services, examine problems, and identify trends.

In response to the congressional mandate, OJJDP is conducting a study on juveniles taken into custody. OJJDP continues to work with the U.S. Bureau of the Census in conducting the biennial statistical series on children in custody.

Juvenile Justice Statistics and Systems Development

It is imperative to gain reliable information on youth crime. By monitoring and understanding the trends and the impact of youth crime and victimization rates, we can develop better youth services and programs.

The purpose of this OJJDP-funded project is to improve national, State, and local statistics in juvenile justice, as well as decisionmaking and management information systems. The 5-year project, starting late in Fiscal Year 1990, is progressing on two tracks:

- The national statistics track will help formulate and implement a national juvenile justice statistics program that will

produce a series of routine reports on the extent and nature of youth offenders and victimization, and the juvenile justice system's response. A major product to be developed will be the *Report to the Nation on Juvenile Crime and Victimization*.

- The systems development track will assess juvenile justice agencies' decisionmaking and related management information systems. The project will develop models and provide training and technical assistance to promote their adoption at test sites.

National Council of Juvenile and Family Court Judges
National Center for Juvenile Justice
701 Forbes Avenue
Pittsburgh, PA 15219

Barbara Allen-Hagen, OJJDP Program Manager
Research and Program Development Division

Juveniles Taken Into Custody

The 1988 amendments to the JJDP Act mandated that a study be conducted and an annual report submitted to the President and Congress providing a detailed summary and analysis of juvenile custody rates.

In response to this mandate, OJJDP established a project to:

- Identify and analyze existing Federal and State data.
- Develop a research design, including a new survey instrument, a strategy for data collection, and plans for analysis.
- Provide field support through the development and delivery of technical assistance.
- Analyze, prepare, and disseminate findings of juvenile custody data.

Highlights of OJJDP Fiscal Year 1990 Initiatives

In Fiscal Year 1990, the following activities were completed:

- A compendium of Federal and State sources addressing legislatively prescribed data on training and technical assistance plans and training materials, standards and procedures for selecting and processing data from different jurisdictions for national reporting and for analysis; and a summary report to inform the field of developments in the program and future plans.
- The research team and Census Bureau staff conducted site visits to nine States and began testing the data collection design and procedures from six of the automated sites. Data collection from three nonautomated States will begin in Fiscal Year 1991. The results of the pilot tests will be used to determine next steps in implementing the State Juvenile Correctional System Reporting Program.
- Researchers also addressed meetings of the National Council of Juvenile and Family Court Judges, in Reno, Nevada, on June 25, 1990, and the American Correctional Association Congress in San Diego, August 12–16, 1990. In addition, they provided a panel presentation at the OJJDP/ACA Advisory Committee and the National Association of Juvenile Correctional Agencies to discuss findings and dissemination of national data, as well as continued work on the draft of the second report to Congress.

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

Bureau of the Census
Governments Division
Washington, DC 20233

Barbara Allen-Hagen, OJJDP Program Manager
Research and Program Development Division

Children in Custody

To better understand trends in confinement and juvenile detention practices across the country, OJJDP is working with the U.S. Bureau of the Census to collect national data on juvenile custody facilities as well as providing numbers and characteristics of youths held in these facilities. This biennial study is a census of approximately 3,300 public and private juvenile detention, correctional, and shelter facilities. Produced since 1971, this statistical series monitors trends in the characteristics of the population on the census date and the number of admissions and discharges from juvenile facilities for the previous year.

Highlights from the 1989 Children in Custody census of public facilities include the following:

- Public juvenile facilities held 56,123 juveniles on February 15, 1989, the census date. This represented an increase in the proportion of the youth population in custody to 221 juveniles per 100,000, compared to 185 per 100,000 in 1985.
- The volume of youth admissions and discharges was the highest since 1970, totaling more than 1,228,000 such transactions.
- Blacks, Hispanics, and other minorities constituted 60 percent of youth in public custody facilities. The number of females held has decreased by 8 percent since 1987.
- Between 1987 and 1989, there was an 8-percent increase in the number of youth held for committing offenses against persons, while the number of youth held for serious property offenses decreased by 4 percent during the same period.

Future reports will cover publicly and privately operated facilities to provide a more complete picture of residential services for youth involved in the juvenile justice system. The *OJJDP Update on Statistics*, "Public Juvenile Facilities: Children in Custody 1989," will be released during Fiscal Year 1991 and will provide

Highlights of OJJDP Fiscal Year 1990 Initiatives

statistical data on the number, design capacity, operating costs, and types of facilities; demographic characteristics of youth; types of offenses committed; custody rates; numbers of youth admissions and discharges; and average costs per resident.

The OJJDP report entitled "Children in Custody 1989: A Comparison of Public and Private Juvenile Custody Facilities" will also be available during Fiscal Year 1991.

Bureau of the Census
Governments Division
Washington, DC 20233

Barbara Allen-Hagen, OJJDP Program Manager
Research and Program Development Division

National Juvenile Court Data Archive

Elected officials, administrators, and researchers require detailed information on the activities of our nation's juvenile and family courts to plan effective services, study problems, and identify trends.

The purpose of the National Juvenile Court Data Archive (NJCDA) is to collect, process, and archive data from juvenile and family courts. The NJCDA acquires information on approximately 700,000 juvenile and family court cases annually from 30 States. NJCDA currently stores more than 11 million individual court case records dating back to the mid-1970's. These records provide a detailed description of the delinquency or status offense cases processed by participating juvenile courts, as well as a limited number of abuse and neglect cases. Each record contains a demographic profile of the youth involved, the reason for court referral, and a detailed summary of the court's response. These court case records constitute the archive's core data bank.

The archive uses juvenile court records to support research and policy development by juvenile justice professionals at the national, State, and local levels. Beyond the development of national characteristics, this information provides NJCDA and other researchers with the ability to combine heterogeneous data sets from different sources for use in cross-jurisdiction studies. The data housed at the archive are used primarily in basic research and systems and trend analysis.

NJCDA makes its holdings available to juvenile justice policymakers, researchers, and other practitioners. For a user who possesses the requisite statistical expertise and computer facilities, the encoded case files are available on computer tape or diskette, along with a codebook that defines the content of the file. When a user's computer and technical resources are limited, the user may specify that archive staff conduct the statistical analysis of files, prepare an analysis report, or both.

During Fiscal Year 1990, the archive responded to more than 500 requests for information from State and local agencies, researchers, policymakers, and the media. In addition, the archive produced the following reports during the year:

- *Juvenile Court Statistics, 1986.*
- *Juvenile Court Statistics, 1987.*
- *OJJDP Update on Statistics: "Growth in Minority Detentions Attributed to Drug Law Violators."*
- *OJJDP Update on Statistics: "Juvenile Courts Vary Greatly in How They Handle Drug and Alcohol Cases."*

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

Highlights of OJJDP Fiscal Year 1990 Initiatives

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

Joseph Moone, OJJDP Program Manager
Research and Program Development Division

Informing the Juvenile Justice System

Juvenile justice professionals need access to current, reliable information to make informed decisions on a broad range of matters. Practitioners and researchers benefit when they exchange information about innovative practices, research findings, program evaluation results, and emerging problems and trends. Juvenile justice experts often gain valuable insights when approaching problems from an interdisciplinary perspective as they examine the relevant literature produced by educators, psychologists, social workers, and medical professionals. Juvenile justice practitioners need to keep abreast of the developments in criminal justice. Facilitating this exchange and dissemination of information is a major goal of OJJDP.

OJJDP supports the Juvenile Justice Clearinghouse (JJC) in its efforts to collect, store, and disseminate information of interest to juvenile justice and delinquency prevention researchers, policymakers, and practitioners. The clearinghouse is continually searching for acquisitions that might augment current holdings. OJJDP strongly encourages researchers and practitioners to forward relevant documents to JJC for inclusion in the literature data base.

In addition to the clearinghouse effort, OJJDP fosters information exchange through the training and technical assistance project of the National Coalition of State Advisory Groups. A primary purpose of this project is to assist members of the State Advisory Groups in developing and implementing state-of-the-art programs and practices.

Juvenile Justice Clearinghouse/National Criminal Justice Reference Service

Juvenile justice professionals face critical issues directly affecting America's youth. Truancy, dropouts, runaways, missing and exploited children, restitution, child abuse, juvenile drug use, and juvenile gangs are just a few of the issues these professionals must deal with.

The Juvenile Justice Clearinghouse (JJC) collects, stores, and disseminates OJJDP and other juvenile justice-related publications, research findings, and program evaluations. JJC links OJJDP with juvenile justice practitioners, policymakers, and the public; maintains a toll-free telephone number for information requests; prepares specialized responses to information requests; collects, synthesizes, and disseminates information on all areas of juvenile justice; and produces OJJDP publications covering the spectrum of juvenile justice.

In Fiscal Year 1990, JJC responded to 4,836 information requests; presented OJJDP information at 20 conferences; provided conference support by sending publications and information to 67 conferences, meetings, and training sessions; and disseminated more than 250,000 OJJDP publications.

Juvenile Justice Clearinghouse
1600 Research Boulevard
Rockville, MD 20850
800-638-8736

D. Elen Grigg, OJJDP Program Manager
Information Dissemination Unit

Technical Assistance and Training Project to the State Advisory Groups

Under the JJDP Act, each participating State must provide for an advisory group appointed by the Governor to participate in the development and review of juvenile justice activities and programs. State Advisory Groups (SAG) play a significant role in policy formulation and program development. This project provides technical and financial assistance to the National Coalition of State Advisory Groups (NCSAG) to assist them in carrying out their responsibilities mandated by the Act.

Major activities under this project include conducting an annual conference for SAG's; developing and conducting training programs; reviewing Federal policies and reports on juvenile justice and delinquency prevention; developing an annual report to the Administrator of OJJDP, Congress, and the President; and preparing and presenting oral and written information for Congress on juvenile justice and delinquency prevention matters. A national SAG office located in Washington, D.C., administers and coordinates training and technical assistance activities for the SAG's. Training for SAG members focuses on state-of-the-art programs and practices, planning and program development techniques, and JJDP Act requirements.

During Fiscal Year 1990, this project produced the first of four regional pilot training programs, held in San Diego. These training programs will be held in each of the NCSAG regions.

National Coalition of State Advisory Groups
1211 Connecticut Avenue NW., Suite 414
Washington, DC 20036

Eugene Rhoden, OJJDP Program Manager
State Relations and Assistance Division

Missing Children's Program

During the past decade, Americans have expressed increased concern about the plight of missing and exploited children. The 1984 Missing Children's Assistance Act, enacted as Title IV of the JJDP Act, mandates that OJJDP provide the necessary Federal leadership to ensure that every practical step is taken to recover missing children, reunify them with their families, and prosecute abductors.

OJJDP works to enhance coordination and cooperation among all public and private groups addressing these tragic problems. Specialized efforts to help missing and exploited children funded under Title IV are reported in greater detail in chapter 4 of the *OJJDP Annual Report on Missing Children: 1990*. In order for this report to provide a comprehensive overview of OJJDP activities, these activities are summarized here.

The following program initiatives in Fiscal Year 1990 addressed the needs of missing and exploited children and their families at national, State and local levels through training, technical assistance, and research projects.

National Center for Missing and Exploited Children

To address the problem of missing children, OJJDP funds the National Center for Missing and Exploited Children (NCMEC). NCMEC carries out a number of the Title IV mandates, including providing a national resource center and clearinghouse and a 24-hour toll-free telephone line (1-800-843-5678) for individuals to report information on missing and exploited children.

Access to the National Crime Information Center by the National Center for Missing and Exploited Children

Through this interagency agreement with the FBI, OJJDP provides the National Center for Missing and Exploited Children with the ability to access the Missing Persons Records of the National Crime Information Center. Online access to this data greatly enhances NCMEC's case assistance capabilities.

State Clearinghouse Technical Assistance Program

State clearinghouses for missing children/missing persons operate in 44 States, the District of Columbia, and Canada. OJJDP provides funding through a cooperative agreement with its grantee, the National Center for Missing and Exploited Children, to meet training and technical assistance needs of these clearinghouses.

Missing and Exploited Children Comprehensive Action Plan

The Missing and Exploited Children Comprehensive Action Plan (M-CAP) improves working relations among various community institutions involved with youth. During M-CAP training sessions, school personnel, police officers, court officials, social services staff, prosecutors, and other officials cooperate in developing comprehensive, community-based policies and procedures to prevent exploitation of children and handle missing children cases.

A Strategic Planning Approach to the Investigation and Prosecution of Parental Abductions

Parental abductions comprise the vast majority of child abduction cases. To prosecute these difficult and complex cases effectively, prosecutors and other staff require special expertise. OJJDP has funded this project to provide training and technical assistance to juvenile justice professionals involved in cases of parental abduction.

Metropolitan Juvenile Court Judges Missing Children Project

Judges play a central role in the juvenile justice system. Through this grant, juvenile and family court judges have conducted a series of meetings to discuss, develop, and publish a set of comprehensive policy recommendations for improving court handling of missing children cases.

Juvenile Justice Resource Center

The Juvenile Justice Resource Center provides technical assistance and support to OJJDP for missing children initiatives. This support includes research, program development, evaluation, training, information dissemination, and research utilization activities.

Project Rescue: The Paul and Lisa Program

This program addresses child exploitation with an emphasis on education and street outreach. Through presentations to community groups, youth are advised of the risks of street life. The street outreach program seeks to establish rapport with exploited children to enable them to redirect their lives.

Obstacles for Recovery and Return of Parentally Abducted Children

In 1988, Congress mandated that OJJDP conduct a special study detailing obstacles associated with the return of children who are victims of parental abduction. This ongoing study seeks to define the legal, policy, procedural, and practical obstacles commonly in these cases and to recommend steps toward their elimination.

Families of Missing Children: Psychological Consequences

This research project examines treatment programs that direct services to missing children, their siblings, and parents. The study will identify the most effective treatment strategies for helping families overcome the psychological trauma caused by the disappearance of a child and will provide an assessment of the type, level, and manner of services provided.

Reunification of Missing Children

This project seeks to improve methods used by law enforcement and social services officials to reunite missing children and their families. A research team studied the cases of more than 4,000 missing children reunited with their families. Based on the data analysis, a model reunification program is being developed, field-tested, and evaluated.

Child Victim as Witness Research and Development Program

The Child Victim as Witness project studies the impact of the court system on children who testify in cases of child sexual exploitation. Techniques to alleviate the stress experienced by children involved in these difficult cases are being developed and tested.

Law Enforcement Policies and Practices Regarding Missing Children/Homeless Children

OJJDP has sought to improve local police responses to cases of missing and homeless children. Through an indepth assessment of current practices, the project will foster improvements in the way these cases are handled.

National Incidence Studies: Missing, Abducted, Runaway, and Throwaway Children in America

In response to the congressional mandate of the Missing Children's Assistance Act, OJJDP initiated the National Incidence Studies: Missing Abducted, Runaway, and Throwaway Children in America (NISMART). This landmark 5-year research project released the first report of its findings in May 1990, dramatically reshaping our national awareness of the range of problems affecting children.

Researchers, through data collection from six sources, sought to determine national estimates of the numbers of children in five different categories: children abducted by family members; children abducted by nonfamily members; runaways; throwaways; and children who were lost, injured, or otherwise missing. The NISMART *First Report: Numbers and Characteristics National Incidence Studies* supplied estimates for each category, emphasizing that these are five different and distinct problems, and that they must be researched, analyzed, and treated separately.

Highlights of OJJDP Fiscal Year 1990 Initiatives

NISMART estimates:

Category	Estimated Number of Children in 1988
Family Abductions	
Broad Scope	354,100
Policy Focal	163,200
Non-Family Abductions	
Legal Definition Abductions	3,200-4,600
Stereotypical Kidnappings	200-300
Runaways	
Broad Scope	450,700
Policy Focal	133,500
Throwaways	
Broad Scope	127,100
Policy Focal	59,200
Lost, Injured, or Otherwise Missing	
Broad Scope	438,200
Policy Focal	139,100

Note: Because of definitional controversies, each problem is estimated according to two possible definitions. These estimates should not be added or aggregated.

The following are major conclusions of NISMART:

- What has in the past been called the missing children problem is in reality a set of at least five very different, distinct problems. Each of these problems needs to be researched, analyzed, and treated separately.
- Many of the children in at least four of these categories were not literally missing. Caretakers did know where they were. The problem was in recovering them.
- Because of definitional controversies and confusion about the concept of missing children, public policy still needs to clarify the domain of this problem. Which children and which situations should be included, what do they have in common, and what are they to be called?
- Family abduction appeared to be a substantially larger problem than previously thought.
- The runaway problem did not appear to be larger in 1988 than at the time of the last national survey in 1975.
- More than a fifth of the children who have previously been termed runaways should actually be considered throwaways.
- There were a large group of literally missing children who have not been adequately recognized by previous research and policy concerning missing children. These children were missing because they got lost, were injured, or because they miscommunicated with caretakers about where they would be or when they would be home.

NISMART will pay rich dividends in years to come in helping policymakers address the complexities of children's issues. A summary of NISMART findings appears in chapter 5 of the *OJJDP Annual Report on Missing Children 1990*.

Exemplary Delinquency Prevention Programs

The Juvenile Justice and Delinquency Prevention (JJDP) Act requires that OJJDP's annual report provides "A description of selected exemplary delinquency prevention programs for which assistance is provided under [Title II], with particular attention to community-based juvenile delinquency prevention programs that involve and assist families of juveniles." (Sec. 207(5).)

In Fiscal Year 1990, OJJDP established a Model Program Task Force (comprised of senior OJJDP staff) to guide the Office's Model Program Identification and Dissemination activities. The Task Force recommends to the Administrator programs suitable for State and local replication and incorporation into OJJDP training and technical assistance activities. In Fiscal Year 1990, the Task Force focused on delinquency prevention and will broaden its purview in Fiscal Year 1991 to encompass the full range of juvenile justice programs.

In its initial action, the Task Force concentrated on community-based delinquency prevention programs that involve and assist families funded under Part C of the JJDP Act (the discretionary grant program). During Fiscal Year 1990, the Task Force recommended three programs, which were subsequently designated by the Administrator as "exemplary" strictly in terms of the requirements of Sec. 207(5) of the JJDP Act. The Task Force adopted the following criteria for identifying model delinquency prevention programs:

1. The program reflects current theory or practice; it appears to be cost-effective, beneficial, effective, and suitable for incorporation into State juvenile justice systems.

Exemplary Delinquency Prevention Programs

2. The program has been implemented successfully; that is, it has been established for a sufficient period of time to demonstrate that it is worthwhile.
3. The program incorporates advanced techniques in innovatively focusing on a neglected target group.
4. The program has been demonstrated through evaluation to be effective. (Programs undergoing OJJDP evaluation are not eligible, pending completion of such an evaluation.)

To be designated a model program, the candidate must meet the first two criteria and satisfy either the third or fourth.

The three delinquency prevention programs selected from among OJJDP discretionary grant programs funded in Fiscal Year 1990 are: Targeted Outreach With a Gang Prevention and Intervention Component, operated by the Boys and Girls Clubs of America; the National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project, run by the National Court Appointed Special Advocate Association; and Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project, operated by the National Council of Juvenile and Family Court Judges. (These programs are funded under Parts C and D of the JJDP Act.) A description of each program follows:

Targeted Outreach With a Gang Prevention and Intervention Component

Developing and implementing effective gang prevention and intervention strategies are among OJJDP's main priorities. The Boys and Girls Clubs of America (BGCA), through its Targeted Outreach program, is demonstrating that, given the friendship,

trust, and encouragement of caring adults and peers, at-risk youths can develop into responsible, productive citizens.

This comprehensive program includes employment assistance, neighborhood reclamation, counseling and educational programs, and family strengthening. More than 10,000 at-risk youths have been recruited into the program since its inception in 1983. Sixty-eight percent of recruited youths remained active in BGCA after 2 years in the program; and 93 percent had no further contact with the juvenile justice system during that period.

In 1990, BGCA provided training and technical assistance to help 30 local clubs prevent juveniles from entering gangs and to help 3 local clubs intervene with gang-involved youth. A Targeted Outreach Case Management System tracks the youths' progress and participation, and guides clubs in designing specific programs to curb delinquency. These efforts will continue during Fiscal Year 1991. Information about the programs will be disseminated to other clubs and to the juvenile justice field as experience is gained in implementing these models.

Boys and Girls Clubs of America
771 First Avenue
New York, NY 10017
(212) 351-5911

Leonard I. Johnson, OJJDP Program Manager
Special Emphasis Division

National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project

The Court Appointed Special Advocate (CASA) project helps communities initiate or improve programs to assure a CASA will represent a child in court whenever needed. A CASA is a trained volunteer who acts in the child's interests in court cases involving abuse and neglect. The CASA makes recommendations to the court based on an independent investigation of the child's circumstances. The CASA appears at all court proceedings regarding the child; monitors court orders, ensuring compliance by all parties; and advises the court regarding changes in the child's circumstances that may necessitate modifications to court orders.

The National Court Appointed Special Advocate Association works to enhance and expand the CASA movement by providing technical assistance in program development and implementation, management, training, volunteer recruitment, and diversification. The national CASA project provides literature, performs research on special topic areas, develops manuals, operates a speaker's bureau, encourages the development of State enabling legislation, and assists statewide CASA organizations and local programs. As part of those efforts, the project has developed national standards for local CASA programs.

By the end of 1990, there were 426 CASA programs in 47 States. During the year, approximately 81,500 abused and neglected children received representation from some 19,000 CASA volunteers. The year marked an increase of 33 programs, 2,200 volunteers, and 9,500 children served.

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

Lois Brown, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project, Phase III

At the end of 1988 an estimated 340,300 children were in foster care in the United States.

This project seeks to prevent unnecessary foster care placement of abused and neglected children, to reunify children in foster care with their families, and to ensure permanent adoptive homes when reunification is impractical. A primary project objective is to ensure that foster care is used as a last resort and temporary solution. In accordance with the Adoption Assistance and Child Welfare Act of 1980, the project is designed to diminish inappropriate foster care placements by emphasizing family preservation services and to prevent children from lingering in foster care by strengthening family reunification services and adoption.

Project activities include national and State training programs for judges, social services personnel, citizen volunteers, and others in developing specific materials to help judges conduct competent, comprehensive reviews of abuse and neglect matters. During Fiscal Year 1990, the project conducted 9 training programs involving approximately 1,875 participants.

Exemplary Delinquency Prevention Programs

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

J. Robert Lewis, OJJDP Program Manager
Training, Dissemination, and Technical Assistance Division

Many other programs funded in Fiscal Year 1990 show considerable promise and may be designated as "exemplary" in future years if they fulfill the criteria set forth by OJJDP.

Replication Status of OJJDP Initiatives

The Juvenile Justice and Delinquency Prevention Act charges OJJDP with the responsibility to review ongoing programs for their suitability for replication. During Fiscal Year 1990, OJJDP established a Model Program Task Force to identify those programs that merit State and local replication as well as incorporation into the Office's training and technical assistance activities. This attachment summarizes the replicability status of each OJJDP program initiative.

The following projects are being replicated:

Drugs and Alcohol

National Anti-Drug Abuse Campaign (p. 62)

Students Mobilized Against Drugs in the District of Columbia (p. 64)

Schools

National Training and Dissemination Program for Law-Related Education (p. 75)

Partnership Plan, Phase IV (p. 78)

Alternative Schools Project, Phase II (p. 79)

Super Teams of the Washington Metropolitan Area (p. 80)

Delinquency Prevention in the Community

Teens, Crime, and the Community: Teens in Action in the 1990's (p. 84)

Reaching At-Risk Youth in Public Housing (p. 85)

National Juvenile Firesetter/Arson Control and Prevention Program (p. 89)

Law Enforcement

Serious Habitual Offenders Comprehensive Action Program (p. 98)

Exploring Careers in Law Enforcement, Criminal Justice, and the National Park Service (p. 102)

Courts

Restitution Education Specialized Training and Technical Assistance (p. 113)

Exemplary Programs

National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project (p. 152)

The projects listed below are in the prototype stage.

Drugs and Alcohol

Testing for Illegal Drug Use In Juvenile Detention (p. 55)

Prevention and Intervention for Illegal Drug Use and AIDS Among High-Risk Youth (p. 59)

Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles (p. 61)

Introduction of Effective Systemwide Strategies to Combat Youth Drug and Alcohol Abuse (p. 63)

Youth Gangs

National Gang Suppression and Intervention Program (p. 67)

Delinquency Prevention in the Community

Effective Parenting Strategies for Families of High-Risk Youth
(p. 88)

Intermediate Sanctions

Demonstration of Post Adjudication Non-Residential Intensive
Supervision (p. 92)

Intensive Community-Based Aftercare Program (p. 94)

Law Enforcement

Law Enforcement Handling of Juvenile Offenders (p. 101)

Corrections

Juvenile Corrections/Industries Venture Program (p. 116)

Because the following projects are national in scope, they are
not suitable for replication.

Schools

National School Safety Center (p. 74)

Statistics

Juveniles Taken Into Custody (p. 133)

Children in Custody (p. 135)

National Juvenile Court Data Archive (p. 136)

Informing the Juvenile Justice System

Juvenile Justice Clearinghouse/National Criminal Justice Reference Service (p. 139)

The following demonstration and evaluation projects are being implemented at a limited number of test sites to determine their suitability for future replication.

Youth Gangs

Gang Community Reclamation Project (p. 69)

Schools

Schools and Jobs Are Winners (p. 81)

Prosecution

Victims and Witnesses in the Juvenile Justice System (p. 105)

Corrections

Evaluation of Private Sector Corrections Initiative—Chronic Juvenile Offenders (p. 117)

These projects provide training and technical assistance for State and local practitioners in implementing innovative program models and practices.

Drugs and Alcohol

Training and Technical Assistance Curriculum for Drug Identification, Screening, and Testing in the Juvenile Justice System (p. 54)

National Anti-Drug Abuse Campaign (p. 62)

Students Mobilized Against Drugs in the District of Columbia (p. 64)

Youth Gangs

Gang and Drug POLICY Training Program (p. 71)

Schools

National Training and Dissemination Program for Law-Related Education (p. 75)

Delinquency Prevention in the Community

Effective Strategies in the Extension Service Network (p. 86)

Proyecto Esperanza/Project Hope Family Strengthening Support Program (p. 87)

Law Enforcement

Serious Habitual Offenders Comprehensive Action Program (p. 98)

Juvenile Justice Technical Assistance and Law Enforcement Personnel Training to National, State, and Local Law Enforcement Agencies (p. 99)

Prosecution

Investigation and Prosecution of Child Abuse (p. 103)

Juvenile Justice Prosecution Project (p. 107)

Prosecution Training in Juvenile Justice (p. 108)

Courts

Juvenile and Family Court Training Project (p. 110)

Technical Assistance to Juvenile Courts (p. 111)

Juvenile Justice Courts Management Training (p. 112)

Restitution Education Specialized Training and Technical Assistance (p. 113)

Corrections

Juvenile Corrections/Detention Training and Technical Assistance (p. 115)

Informing the Juvenile Justice System

Technical Assistance and Training Project to the State Advisory Groups (p. 140)

Exemplary Programs

Targeted Outreach With a Gang Prevention and Intervention Component (p. 150)

National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project (p. 152)

Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project, Phase III (p. 153)

The following research projects will provide information that will help improve policies and practices in the juvenile justice and delinquency prevention field.

Drugs and Alcohol

Urine Testing of Juvenile Detainees: A Prospective Study, Phase III, Identifying Youths at High Risk of Future Delinquency and Drug Use (p. 57)

Research

Minorities in the Juvenile Justice System (p. 120)

American Indian and Alaskan Native Youth: Study of Juvenile Justice Systems (p. 122)

Study To Evaluate Conditions in Juvenile Detention and Corrections (p. 124)

Assessing the Effects of the Deinstitutionalization of Status Offenders (p. 125)

Evaluation of OJJDP's Implementation of Statutory Mandates (p. 126)

Program of Research on the Causes and Correlates of Delinquency (p. 127)

Firearms, Violence, and American Youth (p. 130)

Statistics

Juvenile Justice Statistics and Systems Development (p. 132)

Juveniles Taken Into Custody (p. 133)

Children in Custody (p. 135)

National Juvenile Court Data Archive (p. 136)

Alphabetical Listing of Projects

A Strategic Planning Approach to the Investigation and Prosecution of Parental Abductions (p. 143)

Access to National Crime Information Center Missing Persons Records by the National Center for Missing and Exploited Children (p. 142)

Alternative Schools Project, Phase II (p. 79)

American Indian and Alaskan Native Youth: Study of Juvenile Justice Systems (p. 122)

Assessing the Effects of the Deinstitutionalization of Status Offenders (p. 125)

Child Victim as Witness Research and Development Program (p. 144)

Children in Custody (p. 135)

Demonstration of Post Adjudication Non-Residential Intensive Supervision (p. 92)

District of Columbia Drug-Free School Zones (p. 24)

Drug Free Public Housing Project (p. 26)

Effective Parenting Strategies for Families of High-Risk Youth (p. 88)

Effective Strategies in the Extension Service Network (p. 86)

Evaluation of OJJDP's Implementation of Statutory Mandates (p. 126)

Evaluation of Private Sector Corrections Initiative—Chronic Juvenile Offenders (p. 117)

Attachment B

Exploring Careers in Law Enforcement, Criminal Justice, and the National Park Service (p. 102)

Families of Missing Children: Psychological Consequences (p. 144)

Firearms, Violence, and American Youth (p. 130)

Gang and Drug POLICY Training Program (p. 75)

Gang Community Reclamation Project (p. 69)

Intensive Community-Based Aftercare Program (p. 94)

Interagency Agreement Between the U.S. Department of Education, Office of Special Education and Rehabilitation Services, and U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (p. 27)

Introduction of Effective Systemwide Strategies To Combat Youth Drug and Alcohol Abuse (p. 63)

Investigation and Prosecution of Child Abuse (p. 103)

Juvenile and Family Court Training Project (p. 110)

Juvenile Corrections/Detention Training and Technical Assistance (p. 115)

Juvenile Corrections/Industries Venture Program (p. 116)

Juvenile Justice Clearinghouse/National Criminal Justice Reference Service (p. 139)

Juvenile Justice Courts Management Training (p. 112)

Juvenile Justice Prosecution Project (p. 107)

Juvenile Justice Resource Center (p. 139)

Juvenile Justice Statistics and Systems Development (p. 132)

Juvenile Justice Technical Assistance and Law Enforcement Personnel Training to National, State, and Local Law Enforcement Agencies (p. 99)

Juveniles Taken Into Custody (p. 133)

Law Enforcement Handling of Juvenile Offenders (p. 101)

Law Enforcement Policies and Practices Regarding Missing Children/Homeless Children (p. 145)

Metropolitan Juvenile Court Judges Missing Children Project (p. 143)

Minorities in the Juvenile Justice System (p. 120)

Missing and Exploited Children Comprehensive Action Plan (p. 142)

National Anti-Drug Abuse Campaign (p. 62)

National Center for Missing and Exploited Children (p. 141)

National Court Appointed Special Advocates for Abused and Neglected Children: A National Training and Technical Assistance Project (p. 152)

National Gang Suppression and Intervention Program (p. 67)

National Incidence Studies: Missing, Abducted, Runaway, and Throwaway Children in America (p. 145)

National Juvenile Court Data Archive (p. 136)

National Juvenile Firesetter/Arson Control and Prevention Program (p. 89)

National School Safety Center (p. 74)

National Training and Dissemination Program for Law-Related Education (p. 75)

National Training and Technical Assistance Project (p. 152)

Obstacles for Recovery and Return of Parentally Abducted Children (p. 144)

Partnership Plan, Phase IV (p. 28)

Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project, Phase III (p. 153)

Prevention and Intervention for Illegal Drug Use and AIDS Among High-Risk Youth (p. 59)

Program of Research on the Causes and Correlates of Delinquency (p. 127)

Project Rescue: The Paul and Lisa Program (p. 25, 143)

Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles (p. 61)

Prosecution Training in Juvenile Justice (p. 108)

Proyecto Esperanza/Project Hope Family Strengthening Support Program (p. 87)

Reaching At-Risk Youth in Public Housing (p. 85)

Restitution Education Specialized Training and Technical Assistance (p. 113)

Reunification of Missing Children (p. 144)

Schools and Jobs Are Winners (p. 81)

Serious Habitual Offenders Comprehensive Action Program (p. 98)

State Clearinghouse Technical Assistance Program (p. 142)

Students Mobilized Against Drugs in the District of Columbia (p. 64)

Study To Evaluate Conditions in Juvenile Detention and Corrections (p. 124)

Super Teams of the Washington Metropolitan Area (p. 80)

Targeted Outreach With a Gang Prevention and Intervention Component (p. 150)

TeamSpirit (p. 29)

Technical Assistance and Support to the Office of Juvenile Justice and Delinquency Prevention (p. 23)

Technical Assistance and Training Project to the State Advisory Groups (p. 140)

Technical Assistance to Juvenile Courts (p. 111)

Teens, Crime, and the Community: Teens in Action in the 1990's (p. 84)

Testing for Illegal Drug Use in Juvenile Detention (p. 55)

Training and Technical Assistance Curriculum for Drug Identification, Screening, and Testing in the Juvenile Justice System (p. 54)

Urine Testing of Juvenile Detainees: A Prospective Study, Phase III, Identifying Youths at High Risk of Future Delinquency and Drug Use (p. 57)

Victims and Witnesses in the Juvenile Justice System (p. 105)

OJJDP Publications Available Through the Juvenile Justice Clearinghouse

Juvenile Justice Bulletins

"Improving Juvenile Justice at the Local Level" (NCJ 125549)

"Weapons in Schools" (NCJ 116498)

"Community-Wide Responses Crucial for Dealing With Youth Gangs" (NCJ 119465)

"Juvenile Gangs: Crime and Drug Trafficking" (NCJ 113767)

"Proyecto Esperanza: Community-Based Help for At-Risk Hispanic Youth" (NCJ 113953)

"CASA: Court Appointed Special Advocate for Children—A Child's Voice in Court" (NCJ 111392)

OJJDP Update on Programs

"Education in the Law: Promoting Citizenship in the Schools" (NCJ 125548)

"Privatizing Juvenile Probation Services: Five Local Experiences" (NCJ 121507)

"OJJDP Fiscal Year 1989 Program Plan" (NCJ 117094)

"OJJDP Funds 21 New Projects During Fiscal Year 1988" (NCJ 116872)

"Safer Schools, Better Schools" (NCJ 114063)

"A Private Sector Corrections Program for Juveniles: Paint Creek Youth Center" (NCJ 113214)

OJJDP Update on Research

"The Child Victims as a Witness" (NCJ 118315)

"A Look at Juvenile Firesetter Programs" (NCJ 116865)

"Using the Law To Improve School Order and Safety"
(NCJ 113951)

"Assessing the Effects of the Deinstitutionalization of Status
Offenders" (NCJ 115211)

"Targeting Serious Juvenile Offenders Can Make A Difference"
(NCJ 114218)

"First Comprehensive Study of Missing Children in Progress"
(NCJ 110809)

"Police and Missing Children" (NCJ 109979)

OJJDP Update on Statistics

"Public Juvenile Facilities Children in Custody 1989"
(NCJ 127189)

"Juvenile Court Property Cases" (NCJ 125625)

"Runaways in Juvenile Courts" (NCJ 124881)

"Growth in Minority Detentions Attributed to Drug Law
Violators" (NCJ 122011)

"Juvenile Courts Vary Greatly in How They Handle Drug and
Alcohol Cases" (NCJ 119319)

"The Juvenile Court's Response to Violent Crime"
(NCJ 115338)

Other Documents

Liability and Legal Issues in Juvenile Restitution (NCJ 115405)

Victim-Offender Mediation in the Juvenile Justice System
(NCJ 120976)

Juvenile Court Statistics 1987 (NCJ 126871)
Juvenile Court Statistics 1986 (NCJ 126870)
Juvenile Court Statistics 1985 (NCJ 115752)
Juvenile Court Statistics 1984 (NCJ 111393)
Juvenile Court Statistics 1983 (NCJ 104866)
OJJDP Annual Report on Missing Children: 1989 (NCJ 125164)
OJJDP Annual Report on Missing Children: 1988 (NCJ 118219)
Missing Abducted, Runaway, and Thrownaway Children in America: Executive Summary (NCJ 123667)
National Juvenile Justice Statistics Assessment: An Agenda for Action (NCJ 119764)
OJJDP Fiscal Year 1988 Annual Report (NCJ 119856)
The Restitution Experience in Youth Employment: A Training Guide to Jobs Components (NCJ 115404)
National Trends in Juvenile Restitution Programming (NCJ 115214)
Juvenile Restitution Management Audit (NCJ 115215)
Missing and Exploited Children: The Challenge Continues (NCJ 118218)
Twelfth Analysis and Evaluation of Federal Juvenile Delinquency Programs (NCJ 115786)
Sexual Exploitation of Missing Children: A Research Review (NCJ 114273)
Court Careers of Juvenile Offenders (NCJ 110854)
Child Sexual Abuse Victims and Their Treatment (NCJ 113766)
Report on Missing and Exploited Children: Progress in the 80's (NCJ 113586)
Evaluation of the Habitual Serious & Violent Juvenile Offender Program, Executive Summary (NCJ 105230)

Attachment C

America's Missing and Exploited Children: Their Safety and Their Future (NCJ 100581)

National Directory of Juvenile Restitution Programs 1987
(NCJ 105188)

Telephone Listings for the Office of Juvenile Justice and Delinquency Prevention

Office of the Administrator	(202) 307-5911
Missing Children's Program	(202) 307-0598
Concentration of Federal Effort Program	(202) 307-5914
Research and Program Development Division ...	(202) 307-0586
Special Emphasis Division	(202) 307-5914
State Relations and Assistance Division	(202) 307-5921
Training, Dissemination, and Technical Assistance Division	(202) 307-5940
Information Dissemination Unit	(202) 307-0751

For more information about any of the offices or divisions listed in this report or the programs funded by OJJDP, please write to the division listed above at:

Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue NW.
Washington, DC 20531

Information also can be obtained by calling the Juvenile Justice Clearinghouse at the National Criminal Justice Reference Service. The toll-free number is 1-800-638-8736.

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

Washington, D.C. 20531

Official Business
Penalty for Private Use \$300

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

NCJ 130583