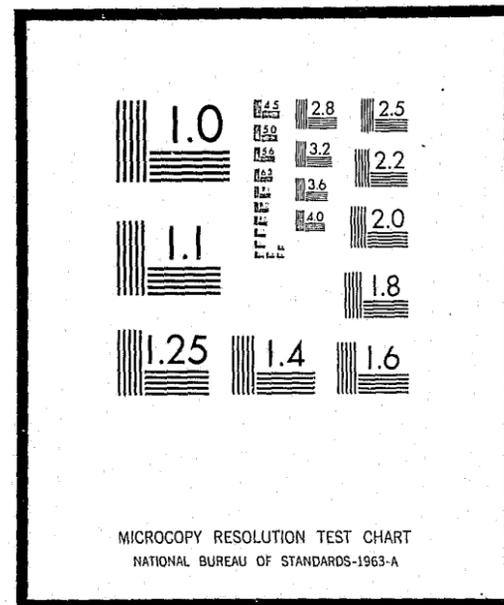


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First Comprehensive Plan for Federal Juvenile Delinquency Programs

March 1, 1976

Office of Juvenile Justice and Delinquency Prevention
Law Enforcement Assistance Administration
U.S. Department of Justice

Letter of Transmittal

To the President and to the Congress of the United States

I have the honor of transmitting the First Comprehensive Plan for Federal Juvenile Delinquency Programs. It was prepared to comply with the provisions of Section 204(b)(6) of the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415), which requires the Administrator of the Law Enforcement Assistance Administration to develop:

...a comprehensive plan for Federal juvenile delinquency programs with particular emphasis on the prevention of juvenile delinquency and the development of programs and services which will encourage increased diversion of juveniles from the traditional juvenile justice system.

The Plan was developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) with the assistance of the Coordinating Council on Juvenile Justice and Delinquency Prevention representing the Departments of Justice; Health, Education, and Welfare; Housing and Urban Development; Labor; and the National Institute on Drug Abuse. The Plan was reviewed by members of the National Advisory Committee on Juvenile Justice and Delinquency Prevention which advises LEAA on policy matters affecting juveniles and the juvenile justice system.

As the Plan indicates, the task of coordinating various Federal agency efforts is complex. Agencies have a variety of policies and procedures that are not always compatible; perceptions of agency roles in delinquency prevention, treatment and control often differ. The nature and complexity of the delinquency problem foster a range of differing views as to how priorities should be established for curbing it.

However, the prospects today for developing coordinated Federal policy and programs are better than ever before.

The Plan contains a formal statement of Federal policy to guide the substance and focus of Federal programming for delinquency prevention, treatment and control, and also describes plans to develop mechanisms which allow for a more coordinated effort.

The Plan also speaks to the coordination of specific Federal programs, suggesting the development of pilot projects and setting priorities to govern future Federal research. Action to implement these areas will begin in the near future.

The Plan outlines a reasonable and effective initiative for concerted Federal action on the serious and growing problem of delinquency. We will work toward the success of this effort.

Respectfully submitted,

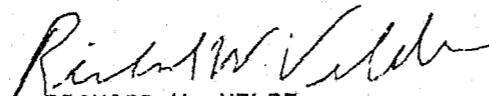

RICHARD W. VELDE
Administrator

Table of Contents

PART ONE	
INTRODUCTION	1
PART TWO	
THE COMPREHENSIVE PLAN	7
Federal Policy and Objectives for Delinquency Prevention, Treatment, and Control	9
Prevention of Juvenile Delinquency	11
Lessening the Inappropriate Intervention of the Juvenile Justice System in the Lives of Youth	13
Reducing Serious Juvenile Crime	16
Developing an Information System	18
Research and Evaluation	21
Training	24
Standards Development	27
Coordinating Federal Program Activities	30
Management and Staffing	32
Coordinating State Planning	34
APPENDICES	37
I. Federal Delinquency Prevention, Treatment and Control Programs	37
II. Priorities for Federal Research	45
III. The Status of Children	48
IV. Youth Employment Problems	72

Part One

Introduction

Between 1960 and 1974 arrests of juveniles for all crimes increased by 138 percent, causing what the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415) describes as "the crisis of delinquency." The growing problem has given rise to a large number of Federal juvenile justice, social service, and related programs. The most recent inventory--taken in 1975--lists 117 such interventions.

But these programs often are fragmented and inconsistent in philosophy, purpose, and method. In the Juvenile Justice Act, Congress stated that "existing Federal programs have not provided the direction, coordination, resources, and leadership required...." Added to this is the lack of coordination among the many State, local, and private delinquency prevention and control programs--which comprise the vast majority of all programs. According to Congress, the "States and localities . . . do not presently have sufficient technical expertise or adequate resources to deal comprehensively with the problems...."

To help remedy this overall situation, the JJDP Act provides a focal point for the coordination of the related Federal delinquency programs and gives increased visibility to the need for coordination by creating a major new program to be administered by the Law Enforcement Assistance Administration (LEAA). The Act establishes an Office of Juvenile Justice and Delinquency Prevention (OJJDP) and, within that Office, a National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) as its research, evaluation, and information center.

To implement a coordinated interagency and interdisciplinary approach to delinquency prevention and control, the Act assigns to the LEAA administrator the responsibility to "implement overall policy and develop objectives and priorities for all Federal juvenile delinquency programs and activities relating to prevention, diversion, training, rehabilitation, evaluation, research, and improvement of the juvenile justice system in the United States." (Sec. 204(a))

The Act also creates the Coordinating Council on Juvenile Justice and Delinquency Prevention and the National Advisory Committee on Juvenile Justice and Delinquency Prevention. Coordinating Council membership is composed of the Attorney General (Chairman), the Secretaries of Health, Education, and Welfare (HEW), Housing and Urban Development (HUD), and Labor; the Director of the National Institute on Drug Abuse (NIDA) (previously the Director of the Special Action Office for Drug Abuse Prevention); the Assistant Administrator of NIJJDP; and representatives of other Federal agencies designated by the President.

The National Advisory Committee has 21 members appointed by the President; seven of these must be under the age of 26 at the time of their appointment. The Committee has three subcommittees: one to advise the LEAA Administrator on standards for the administration of juvenile justice; one to advise NIJJDP; and one to work with the Coordinating Council on the Concentration of Federal Effort.

The Act requires the LEAA Administrator to report annually to the Congress and the President on the status of the Federal juvenile delinquency effort. The initial report in this series--the First Annual Report of the Office of Juvenile Justice and Delinquency Prevention--was presented September 30, 1975.

The Act also requires that the LEAA Administrator develop an annual "comprehensive plan for Federal juvenile delinquency programs and services which will encourage increased diversion of juveniles from the traditional juvenile justice system." (Sec. 204(b)(6)) This is the first such comprehensive plan.

Nature of the Federal Effort

Federal involvement in delinquency prevention and control is limited because, under our Federal system, this area is primarily the responsibility of the States and localities. Although the number of Federal programs related to delinquency prevention and control has grown in the past 15 years, the overall Federal effort is still small compared with State and local programs and fiscal involvement. Most Federal programs in this area are intended to assist the States and localities.

Before the 1960's there were few programs of any kind to address juvenile delinquency and related problems. During that decade the Nation saw a tremendous increase in juvenile justice, anti-poverty, and other social welfare programs with a stated or implied purpose of impacting on the problems of delinquency. The most significant Federal Acts in this area were:

o 1961--The Juvenile Delinquency and Youth Offenses Act, administered by HEW.

o 1968--The Juvenile Delinquency Prevention and Control Act, also administered by HEW.

o 1968--The Omnibus Crime Control and Safe Streets Act, administered by LEAA.

Many other significant related programs were established in the Departments of Labor, HUD, Agriculture, the Office of Economic Opportunity, the Bureau of Prisons, and other departments and agencies encompassing school, recreation, training, jobs, and other prevention, control, and treatment efforts.

The First Annual Report of OJJDP catalogued these programs and described the difficulty of defining their focus and relationships. For example, the Report estimated that Federal money spent on delinquency and related problems in 1975 was somewhere between \$92 million and \$20 billion. The difficulty in more precisely determining the exact amount results from not knowing how many program dollars actually were spent on specific delinquency projects--a reporting problem--and also on the difficulty of deciding what is the delinquency-prevention relationship of a program whose essential focus is on providing other needed child-related services. For example, what is the anti-delinquency impact of a free school lunch? What portion of the budgets of such programs can be labeled as spent on the "delinquency problem?"

Although no final criteria have yet been developed for determining which programs fall within the purview of the JJDP Act, the initial inventory of Federal programs divides them into four categories:¹

o Delinquency Treatment Programs. This effort embraces 10 major programs that are exclusively and explicitly devoted to the delinquency program and thus make up the core of the Federal effort (e.g., OJJDP's Special Emphasis Discretionary Program in LEAA).

¹The programs themselves are listed in Appendix I.

o Programs for "Youth at Risk". This category consists of a broad number of prevention programs. To be included, programs must be directed at youth, the bulk of the population must be considered especially vulnerable to delinquency, and the service or benefit must compete with factors believed to be direct causes of delinquent behavior. There are 36 Federal programs in this category (e.g., Dropout Prevention in the Office of Education).

o Related Law Enforcement/Criminal Justice Improvement Programs. This category includes all Department of Justice programs that include juveniles as one of the target populations without focusing on them exclusively. There are 15 of these programs (e.g., Indian Law Enforcement Services in the Bureau of Indian Affairs).

o Related General Programs. This group embraces a wide variety of programs, ranging from food stamps to parks and from mental health to summer jobs with the general purpose of improving the quality of life for young people. The category includes 57 programs (e.g., Community Development Block Grants in HUD).

Past Coordination Problems

The need to coordinate the Federal delinquency prevention effort has been recognized in the past. In 1971, Congress created the Interdepartmental Council to Coordinate all Federal Juvenile Delinquency Programs, composed of 10 Federal departments and agencies.

According to a report of the Comptroller General of the United States to the Congress, the Council was not effective. The report states:

It (the Council) effected no major Federal legislative or program decisions because it (1) had to rely on funds and staff provided by its member agencies, and (2) lacked clear authority to coordinate their activities.

Many officials of the Federal agency programs that the Council had identified as affecting juvenile delinquency were unaware that their programs had such a potential.²

Member agencies on the Coordinating Council hope to avoid similar pitfalls in administering the Concentration of Federal Effort Program.

²How Federal Efforts to Coordinate Programs to Mitigate Juvenile Delinquency Proved Ineffective, a report of the Comptroller General of the United States to the Congress, Government Printing Office (April 27, 1975), p.ii.

The problems are lessened because LEAA has been delegated clear authority for the coordination effort. This plan attempts to solve the problems by developing policy that involves all relevant departments and agencies and addresses the issues of how their programs relate to delinquency prevention and control, and by establishing clear mechanisms to facilitate cooperation among the Federal departments and agencies.

Concentration of Federal Effort Activities

The Coordinating Council has met five times since the JJDP Act was passed and helpful citizen input has been supplied by members of the Concentration of Federal Effort Subcommittee of the National Advisory Committee. During this time it has worked to define its role and to set limits on its activities so it can better focus the resources of member agencies on the problems of delinquency. To help define this role, the Council set two initial objectives:

o To conduct a budget analysis of the distribution of Federal funds for delinquency and youth development programs among the various Federal programs and to prepare a cross-indexed compendium of all grant activities supported by these programs; and

o To conduct a policy analysis of what is known about various program efforts to curb or prevent delinquency in order to identify a limited number of critical issues or program areas for Council action.

In carrying out the first objective, OJJDP, with the endorsement of the Council, prepared a Federal budget analysis and a compendium of delinquency prevention, treatment, and control activities:

Professor Franklin Zimring of the University of Chicago School of Law assisted the Council in meeting the second objective. An analysis was prepared documenting various delinquency programs and identifying critical issues for the Council to consider in developing a coordinated Federal program.

Based on this analysis and the experience of the member agencies, the Coordinating Council adopted 11 research priorities for Federal action. How Council members plan to coordinate this research is explained in the Research and Evaluation section of this Plan. Specific topic areas are described in Appendix II.

Part Two

The Comprehensive Plan

The Comprehensive Plan was developed by OJDP, with substantial input from the Coordinating Council whose member agencies each made recommendations about its contents and approved the final document. The heart of the Plan is a statement of coordinated Federal policy for preventing and controlling delinquency. All of the elements of the Plan spring from this statement. The purpose of the Plan is to utilize Federal resources in a focused and coordinated fashion on the most pressing juvenile delinquency problems. The result of the Plan should be a program to increase the productivity and effectiveness of delinquency prevention and control efforts in order to achieve maximum programmatic benefits for youth who are delinquent or in danger of becoming so.

As the first Comprehensive Plan, this document must provide a solid foundation for programming in the years ahead. Because the delinquency issue itself is so complex and because the scope of the Federal effort is so diverse, this Plan has not attempted at this time to detail specific mechanisms for coordinating Federal programs. Future plans will speak to those issues. Rather, this Plan addresses the roles each department and agency on the Coordinating Council plays in the overall strategy -- a first step in trying to develop an operational program. The Plan also describes preliminary steps that must be taken before large-scale program and fiscal coordination are attempted. There is need, for example, for a complete working inventory of resources, contacts in each agency, staff support, and, importantly, a general analysis of the role and responsibility

of each agency and department in delinquency prevention, treatment, and control. The Federal strategy elevates to national priority status the prevention and control of delinquency, requiring all relevant Federal agencies to address this issue in a systematic fashion.

Organization of the Plan

The first section of the Plan that follows is a statement of the general policy. The first set of objectives deals with program directions; the second with planned mechanisms for implementing the Federal policy.

FEDERAL POLICY AND OBJECTIVES FOR DELINQUENCY PREVENTION TREATMENT AND CONTROL

The Federal policy for delinquency prevention, treatment, and control has three major parts, two of which have specific objectives for Federal action. These are as follows:

1. All Federal departments and agencies identified as having delinquency prevention, treatment, or control responsibilities must assign appropriate priority to these functions, based on their overall mission, and take the necessary steps to identify how their programs can be made more effective, and how they can be better coordinated with the overall Federal strategy. Initial specific program objectives are:
 - a. To prevent juvenile delinquency by ensuring the maximum positive development of youth, and by altering the environment in ways that lessen the opportunity to commit crimes;
 - b. To lessen the inappropriate intervention of the juvenile justice system in the lives of youth by: (1) deinstitutionalizing status offenders, (2) making maximum use of realistic community-based alternatives, and (3) diverting appropriate juveniles from involvement with the juvenile justice system. The purpose of these actions is to avoid negative labeling and stigmatization for youth and to focus limited agency resources on those youths requiring such programming; and,
 - c. To reduce serious crime committed by juveniles.

2. The Federal Government must develop mechanisms to facilitate the cooperation and coordination of delinquency prevention, control, and treatment programs at all levels of government and among juvenile justice and related public, private, and voluntary agencies, consumers, and the community in order to enhance service delivery to all children and youth and to increase the efficient use of fiscal and human resources. Specific objectives to facilitate this coordination are:

- a. To develop an information system to collect relevant data about program and project objectives, structure, and effectiveness.
- b. To identify research and evaluation priorities and to coordinate their implementation.
- c. To identify and coordinate training priorities in the juvenile delinquency field.
- d. To develop and implement Federal, State, and local standards for juvenile justice.
- e. To develop mechanisms to coordinate Federal delinquency prevention and control programming.
- f. To provide management and staffing support to the Concentration of Federal Effort Program.
- g. To facilitate the coordination of delinquency prevention and control programming at the State and local levels.

3. The Federal Government must ensure that all relevant Federal departments and agencies maximize the involvement of minorities, women, and youth in all aspects of the juvenile justice system, protect the civil rights of children and youth, and safeguard the privacy and security of juvenile records.

PREVENTION OF JUVENILE DELINQUENCY

The most desirable solution to the problem of youth crime -- and also the most difficult to accomplish and measure -- is its prevention. The JJDP Act placed special emphasis on the need to prevent delinquency.

Ensuring the full positive potential of young people is a responsibility that affects all aspects of life -- family, education, housing, health, mental health, career development, etc. Many private and voluntary agencies, as well as government organizations, have important contributions to make in these areas. The responsibilities of many of these agencies are much broader than delinquency treatment, prevention, and control. However, many programs could be refocused to give more attention to the problem of delinquency without compromising -- and perhaps even enhancing -- their principal missions. If agencies were to accomplish their missions more completely, children would be less likely to become involved in the juvenile justice system.

Many agencies could make important contributions to delinquency prevention by finding ways to make crime more difficult to commit. Important contributions to delinquency prevention to date have not always involved treatment; for example, the improvement of the locking system on automobiles has significantly reduced thefts of autos manufactured after this improvement. Likewise, new methods of designing housing developments to increase the sense of community among residents also are proving successful in reducing crime and delinquency rates.

In both prevention areas, the role of the juvenile justice system is limited. It may also be more effective for treatment programs to be conducted outside the system to avoid negative labeling for their clients. There still are many unknowns, however, and research is urgently needed to determine what social forces and relationships contribute to delinquency and what methods prove successful in preventing it.

Status of the Federal Effort

The First Annual Report catalogued programs that comprise the Federal delinquency prevention effort. It is a broad list that ranges from specific treatment programs for delinquents to programs for underprivileged children. All of the departments on the Coordinating Council have a number of programs in this category. HEW, for example, has programs in its Office of Education, the Social and Rehabilitation Service, and NIDA; HUD is involved through its Offices of Housing Management, Community Planning and Development, and Policy Development and Research; and Labor has a number of programs in the Employment and Training Administration and the Employment Standards Administration. OJJDP will fund one of its discretionary initiatives in the prevention area. Members of the Council will be encouraged to participate in the design and implementation of this initiative.

Among the Federal research priorities chosen by the Coordinating Council were two that relate specifically to delinquency prevention:

- o A study of the relationship between delinquency and economic opportunity.
- o A comparative study of juvenile delinquency prevention strategies. (Related research underway: assessments of what is known about prevention programs, and a study of the relationship between delinquency and learning disabilities conducted by the American Institutes for Research and between delinquency and dropping out of school, conducted by the National Council on Crime and Delinquency Research Center.)

LESSENING THE INAPPROPRIATE INTERVENTION OF THE JUVENILE JUSTICE SYSTEM IN THE LIVES OF YOUTH

There is developing a wide consensus, based on results of research studies and evaluations, that unnecessary processing by the juvenile justice system is not effective in curbing delinquency rates or in promoting beneficial youth development. Many believe that the sweep of the system is too broad: that too many juvenile cases are brought to the attention of the courts and that too many status offenders and minor offenders are institutionalized. The JJDP Act requires Federal action to minimize the harmful effects of juvenile justice system intervention in the lives of the young, by:

1. The removal from secure detention and correctional facilities of those youth whose behavior would not be criminal if committed by an adult (status offenders);
2. The maximum utilization of realistic community-based alternatives; and
3. The diversion of appropriate juveniles from involvement with the traditional juvenile justice system in order to reduce adjudication rates in courts, to reduce recidivism rates of these youths by providing alternative methods of handling, and to concentrate resources on those youths considered to be at greatest risk of unnecessarily penetrating the juvenile justice system.

Status of the Federal Effort

As the focal point for Federal programs dealing with delinquent behavior and the juvenile justice system, OJJDP has begun to develop programs to lessen the juvenile justice system's intervention in the lives of the young. Its first major funding initiative was for the deinstitutionalization of status offenders; the Office was able to fund 13 projects for a total of \$11,871,910. Its second program initiative deals with diversion of juveniles from the juvenile justice system. NIJJDP is evaluating these programs carefully to assess their impact both on the juveniles involved and on the juvenile justice system. For example, the status offender evaluation includes an assessment of whether some juveniles are classified as status offenders simply to avoid the stigma of a delinquency charge. In the diversion evaluation, NIJJDP will assess whether these programs actually widen the net of the juvenile justice system, bringing under governmental control juveniles who otherwise would have been released with no intervention at all and without costly programmatic involvement.

The State Planning Agencies (SPAs) in each State, which receive LEAA block grants from the Crime Control and JJDPA Acts, also fund many programs aimed at lessening the involvement of youth in the juvenile justice system. To be eligible for JJDPA Act funds, the Act requires that States no longer place status offenders in juvenile detention or correctional facilities within two years of submitting their plans. In addition to funding programs to bring this about, SPAs are fostering other innovative approaches detailed in the JJDPA Act.

Other Federal agencies are involved as well with the juvenile justice system, and they fund a variety of programs that can be used as alternatives to formal system processing. Many juveniles can be helped when they are removed from institutions or diverted from the system by job placement or training, by drug treatment or education programs, or by counseling. The programs need to be coordinated at the Federal level to provide a continuum of services for juveniles, to avoid duplication, and to develop effective referral mechanisms among programs.

Of the 11 research areas adopted by the Coordinating Council as Federal priorities, two are related to this area. The Council recommended:

- o Studies to determine the impacts of different juvenile justice intervention techniques. (Related research underway:

- o evaluations of the OJJDP status offender and diversion initiatives; and a review by Charles Wellford at Florida State University on the effect of age on correctional outcomes of offenders.)

- o A comparative study of juvenile justice system processing in five jurisdictions.

REDUCING
SERIOUS
JUVENILE
CRIME

Serious crime committed by juveniles is becoming a national problem of enormous dimensions. Persons under the age of 18 now account for 46 percent of all arrests for serious crime and for 23 percent of all arrests for violent crime. The peak age of arrests for violent crime is 18, followed by 17, 16, and 19. The peak age for arrests for major property crimes is 16, followed by 16 and 17.

In some cities, violent youth crime is seriously changing the patterns of peoples' lives. Recent studies show that some schools are almost totally in the grip of juvenile gangs who are terrorizing both students and teachers.

It is serious juvenile crime that concerns society when it worries about juvenile delinquency. More information is urgently needed about who commits it and why. Studies in which juveniles are requested to report on their own behavior reveal that almost all youths at some point commit delinquent acts. But most of these acts and most of the juveniles who commit them do not pose a serious crime threat. A major study done by Professor Marvin Wolfgang in Philadelphia showed that six percent of the 10,000 boys he studied were responsible for more than half the recorded delinquent acts and about two-thirds of all the violent crime committed by the entire group.

Status of the Federal Effort

OJJDP is planning a major funding initiative in the area of the violent juvenile offender. Research to support the program is currently being conducted by NIJDP. Other Federal agencies are addressing parts of the problem as well. For example, the Office of Education and the National Institute of Education in HEW are involved in dealing with the problems of school violence. NIE is now conducting a major study of school security problems

and is planning for ways to resolve some of the problems encountered.

Among the 11 areas chosen by the Council as Federal research priorities, six relate to the problem of serious juvenile crime:

o A short-term study of offender careers in two cities.

o A replication of the study done in Philadelphia that dealt with a cohort of 10,000 juveniles in Philadelphia and in one other city.

o A major prospective cohort study.

o Studies of youth violence, including intervention techniques, violence in the schools, and correctional alternatives to incarceration. (Related research underway: a study being conducted by Research for Better Schools on methods in use in schools to combat school violence and a study by the Rand Corporation on the effectiveness of alternatives to incarceration of serious juvenile offenders.)

o Studies on the relationship between delinquent gangs and youth criminality. (Related research underway: Walter B. Miller of Harvard University is conducting a study of the nature and extent of gang violence in major U.S. cities.)

o Studies on the relationship between hard narcotics and delinquency.

DEVELOPING
AN
INFORMATION
SYSTEM

The First Annual Report described the variety and complexity of Federal delinquency prevention, treatment, and control programs, and the difficulty of defining their focus and evaluating the Federal impact on delinquency. To make better decisions about allocating delinquency prevention and control resources, the Federal Government needs information about the operation of Federal programs and their results or achievements. Data is very sketchy in these areas at present.

There are no easy or formula approaches to developing such systematic data collection procedures. One reason is that there are almost no models available. Federal planners are commonly aware of the need to cycle outcome data into the planning process, but few agencies have such procedures operational. A second reason is that an information system for delinquency must deal with programs scattered throughout many departments, bureaus, and agencies. It would be nearly impossible to plan an ideal system in detail, and then to implement it in one continuous process. Three basic planning assumptions must be made:

First, the system must be developed in modules, so that options for the reassessment of needs are retained as the system is developed.

Second, some decisions are made by the force of events, regardless of the adequacy of information, and this should influence the design of the first module. Tacit decisions on priorities and objectives are being made whenever delinquency-related programs are

refunded, expanded, dropped, or revised. And currently, these decisions are made wholly without regard to a systematic juvenile delinquency effort. Even though it may be a long time before recommendations can be made for the optimal allocation of resources, recommendations for at least better allocations must be made in the short run. The first steps to gather information will support this goal.

Third, an appraisal of the problems of interagency cooperation indicates that the data requirements on the participating agencies cannot be enforced on unwilling agencies. The system must offer a return to the participating agencies that is commensurate with the demands on their resources.

Status of the Federal Effort

Recognizing the need for an information system, OJJDP, with the endorsement of the Coordinating Council, has begun initial planning. The first phase of this work, whose purpose was to produce a general map of the terrain, has been completed. The Council has received an inventory of the existing information resources, a description of the programs that might fall under the criteria to be developed, a basic characterization of the main coordinating problems, and a plan for meeting programmatic information needs.

Implementation Plan

The next step that must be taken in developing an information system is to establish a standard system for characterizing the inputs on a project-by-project basis. Very little planning can be undertaken until decisions are made about which programs fall within the domain of juvenile justice and delinquency prevention. A program's vague relationship to the delinquency problem may be too distant to be meaningful for planning purposes.

Thus, an inventory system must be developed--one based on a working set of criteria intended to define the relevant programs, and one that will follow an orderly timetable, including the following milestones:

- o Determine programs that can be included;
- o Prepare the requirement for the "Development Statement" specified in the Act;
- o Prepare the basic data elements for descriptors of programs and projects; and

o Develop an explicit, detailed statement of the hardware and software requirements for data retrieval, and the specific options for integrating these requirements with existing equipment into a comprehensive on-going information system.

Along with the development of the inventory process, OJJDP will begin to develop a prototype of the impact-based system. This will initially be limited to LEAA-sponsored projects, and will build from the existing Grants Management Information System (GMIS), operated by LEAA. The rationale behind using LEAA as a prototype is that a large number of the most directly related projects emanate from LEAA, making the prototype one which will produce immediate policy benefits. Three tasks will be necessary:

o A research and development effort for the discovery and validation of indirect, inexpensive measures of program outcomes. Ideal measures will be ones that use data already routinely being collected, either by LEAA or other government agencies.

o A planning study that specifies the "perishability" of the various data points. Some data points may need to be updated on a quarterly basis, others annually, still others once in a decade. The objective of the planning study will be to avoid "overreporting" of project outcomes without cutting into those aspects that should be monitored regularly.

o Specification of existing data collection procedures, including a detailed statement of needed revisions, organizational and staffing requirements, and the dissemination of requirements.

RESEARCH AND EVALUATION

There is an enormous need for research and evaluation relating to juvenile delinquency prevention and control. The juvenile justice system is unique even within the criminal justice system for the lack of useful, comprehensive, and accurate information--on delinquent behaviors and careers and on the functioning of the system itself. Basic developmental efforts, giving full recognition to the preservation of complete anonymity for the records of individual youths, are required to compile functional information.

There is also the need to increase the quantity and quality of evaluation research on the results of intervention approaches. The effectiveness of prevention and control programs is rarely assessed. What typically occurs, if measurements are made at all, is an "assessment" after the fact. Much more rigorous "evaluation" of outcomes is needed through a process of integrating program planning and evaluation design development.

Status of the Federal Effort

In passing the Act, Congress created NIJJDP as the Federal research and evaluation center for juvenile delinquency and related issues. NIJJDP was given responsibility for coordinating coverage, to the fullest extent possible, of priority research and evaluation activities adopted by the Council for its membership. There also are a number of other Federal agencies with a broad range of related responsibilities: from basic research into the causes and correlates of antisocial behavior, to studies of child development, to research on socialization

processes, to examination of special problems such as mental health or the use of drugs or alcohol, to evaluation of the results of a wide variety of intervention approaches. The agencies involved in this work, among others, include the Center for Studies of Crime and Delinquency (in NIMH), the National Institute on Drug Abuse, the National Institute on Alcohol Abuse and Alcoholism, and the National Institute of Education, all in HEW.

The agencies themselves have developed a number of informal arrangements for coordinating their operations. In addition, two groups, the Interagency Panel for Early Childhood Research and Development and the Interagency Panel for Research and Development on Adolescence, devote part of their attention to issues relating to delinquency. However, not all of the research units of the member agencies of the Coordinating Council are members of the panels.

Implementation Plan

One approach being considered for coordinating Federal delinquency-related research and evaluation is to request the Interagency Panel on Research and Development on Adolescence to expand its membership to include representatives of the research units of those Federal agencies not presently participating in its activities. In addition, this Interagency Panel would be requested to adopt as a primary focus research related to juvenile delinquency. This approach could make possible the coordination of the priority areas adopted by the Council and of the research and evaluation programs of other Federal agencies as well.

A second alternative involves a process that would require each member agency to identify a qualified staff member to act as liaison with the NIJDD for two purposes: (1) to survey the member agencies regarding their current and planned activities within priority areas adopted by the Council, and (2) to ensure implementation of the aforementioned priorities adopted by the Council.

The initial implementation activity, to be undertaken immediately following determination of the preferred coordination approach, is to survey member agencies' research and evaluation units regarding coverage of the priority areas.

The next step involves coordinating the incorporation of priority areas not covered by member agencies (or other Federal agencies) into the program plans of the research and evaluation units of interested agencies. This activity will be accomplished by recommendations from the Council membership and coordinated by the Institute through the liaison group referred to above.

The task of identifying research and evaluation activities of Council member agencies will be coordinated by OJJDP. Either alternative will survey the respective agencies' research and evaluation units to determine the nature and level of current and planned efforts relevant to the Act.

The results of this survey will be used as a basis for the development of a plan for coordinating the efforts of the member agencies. To do this, OJJDP will analyze the results of the survey and will develop a recommended approach.

TRAINING

The JJDP Act authorizes NIJJDP to "develop, conduct, and provide for programs for the training of professional, paraprofessional, and volunteer personnel, and other persons who are or who are preparing to work with juveniles and juvenile offenders." (Section 243)

The Act calls for two types of training:

1. A program within OJJDP of short-term instruction in the latest proven methods of prevention, control, and treatment of juvenile delinquency for the entire range of persons (including lay personnel) connected with the prevention and treatment of delinquency.
2. Seminars, workshops, and training programs for law enforcement officers, juvenile judges and other court personnel, probation officers, correctional personnel, and other Federal, State, and local government personnel engaged in work relating to juvenile delinquency.

Status of the Federal Effort

Most of the member agencies of the Coordinating Council conduct training programs in a range of topics for many different juvenile delinquency-related groups, but an inventory of these programs has not yet been made.

In the meantime, NIJJDP is addressing, to the greatest extent possible, the broad training mandates in the Act, but training efforts to date are limited because of lack of funds and staff. To help plan a future program, NIJJDP commissioned experts in the juvenile justice field to assist in setting priorities and objectives for training.

Each expert was asked to prepare a "thinking paper" of 20-30 pages in length, summarizing existing training efforts and setting forth a proposed training strategy. Each contributor was asked to concentrate on a particular organizational unit within the juvenile justice system, or on a particular area of training needs.

The authors were selected on the basis of their experience in working directly with juveniles and their familiarity with training methods and requirements in the juvenile justice system.

The following questions were suggested as guidelines for the contents of the papers:

1. What are the major types of training programs currently carried on in your assigned area of the juvenile justice system?
2. What should be the priority target groups for a training effort within that area?
3. How important is this training compared to the other possible groups on which the Institute could focus initially?
4. What are the particular training needs of each group?
5. Are there existing institutions capable of meeting those needs?
6. What training can best be performed at the national, regional, State, and local levels?
7. What have been the most notable shortcomings of other training efforts in your area and how can they best be minimized?

Implementation Plan

Plans are currently being made to convene the authors of the "thinking papers" in April, 1976. Member agencies of the Coordinating Council will be invited to send representatives to this meeting. The product of this meeting will be a report summarizing the resulting recommendations, which will be used by NIJJDP in developing its training program.

In addition, the Coordinating Council will be requested to review the report and select from the synthesized priorities and objectives those which could be implemented by the respective member agencies.

This process of Council priority selection and implementation will be handled in the same manner as the research priorities.

STANDARDS DEVELOPMENT

An avenue for promoting the rational and effective use of Federal and State resources is through the development and implementation of Federal, State, and local standards for juvenile justice. Standards provide a guide for all levels of government to follow for the proper administration of juvenile justice programs.

Status of the Federal Effort

The Federal Government, through OJJDP, is supporting the development of standards at three levels.

First, OJJDP has funded, in part, the work of the Institute of Judicial Administration/American Bar Association Joint Commission on Juvenile Justice Standards, which began developing a comprehensive set of standards in 1971. The Commission has completed 18 of 20 projected volumes. The remaining two will be completed in May, 1976. All volumes will then be submitted to the American Bar Association House of Delegates for consideration.

Second, OJJDP staff has been monitoring the work of the Juvenile Justice Task Force, part of the National Advisory Committee on Criminal Justice Standards and Goals, which is continuing the work begun by the Peterson Commission in 1971-1973. The Report of this Task Group is due at the end of 1976.

Third, OJJDP is providing staff support to the Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice (a subcommittee of the National Advisory Committee). The Act requires this Committee to submit to the President and the Congress a report:

[W]hich based on recommended standards for administration of juvenile justice at the Federal, State, and local level--(1) recommends Federal action, including but not limited to administrative and legislative action, required to facilitate the adoption of these standards throughout the United States; and (2) recommends State and local action to facilitate the adoption of these standards for juvenile justice at the State and local level."

In its September 6, 1975 preliminary report to the Congress and the President, the Standards Committee described the methods and procedures through which it sought to accomplish this objective. The Committee is reviewing and synthesizing existing reports, data, and standards including those of the Federal agencies, the IJA/ABA Joint Commission, the Juvenile Justice Task Force, and State standards and goals programs, and is preparing a comprehensive set of standards delineating the functions which the juvenile justice system should perform and the resources, programs, and procedures required. The standards will cover the full range of interrelated criminal justice, treatment, educational, health, and social service activities affecting youth. They will be organized so that groups and agencies performing similar functions will be governed by the same set of principles. Whenever possible, the Standards Committee will endorse selected standards developed by the other standards-setting efforts, rather than formulating a wholly new set of prescriptions.

Since submitting the preliminary report, the Standards Committee has focused its attention on the adjudication function, tentatively approving more than a dozen standards in the areas of court jurisdiction and organization, and representation by counsel. Considerable time has also been devoted to issues concerning the circumstances in which it is appropriate for society to intercede in the life of a child and delinquency prevention.

Implementation Plan

By March 19, 1977, the Standards Committee will develop or endorse standards for the supervisory function, the administrative function, additional issues concerning the prevention and intercession functions,

and aspects of the education function and services function that impact on delinquency and its prevention. The first set of standards together with detailed recommendations concerning their implementation will be submitted to the President and Congress during September, 1976, with the remainder delivered six months later. Great emphasis will be placed on developing a broad range of implementation techniques and strategies in addition to those provided by the JJDP Act and in coordinating more closely with State and Federal agencies, and professional and other organizations concerned with the problems of youth.

Following submission of the standards and recommendations, the role of the Standards Committee and OJJDP will shift to supervision and coordination of the implementation process including technical assistance, monitoring implementation programs, assessing the cost and effect of the standards, and modifying standards or recommendations when necessary in light of this assessment and additional research findings.

COORDINATING
FEDERAL
PROGRAM
ACTIVITIES

One of the major findings described in the First Annual Report is the complexity of defining the Federal effort in juvenile justice and delinquency prevention planning, research, and programming. The Act requires that OJJDP's annual reports include recommendations for modifications in organization, management, personnel, standards, budget requests, and implementation plans necessary to improve the effectiveness of the Federal effort.

Implementation Plan

There are three principal mechanisms that will be used to improve coordination of Federal programming.

First, with the assistance of the Coordinating Council, OJJDP will identify a key agency contact for each Federal delinquency program. Preliminary analysis indicates that the following organizations will be requested to identify such a contact:

HEW

- o Office of the Secretary
- o Health Services Administration
- o National Institute of Education
- o National Institute of Mental Health
- o National Institute on Alcohol Abuse and Alcoholism
- o National Institute on Drug Abuse
- o Office of Education
- o Social and Rehabilitation Service

HUD

- o Community Planning and Development
- o Housing Management
- o Office of Policy Development and Research

LABOR

- o Employment Training Administration
- o Employment Standards Administration

The second method of facilitating coordination will be the development by each of the above agencies of a plan describing its delinquency responsibilities and how they relate to the policy and objectives laid out in this document. These agency plans will be developed within the next 12 months and will be reviewed by the Coordinating Council and the National Advisory Committee. In the interim, the Coordinating Council and OJJDP will plan for the development of the management and organizational responsibilities required to review the plans and to facilitate the implementation of uniform policy, priorities, and objectives at the Federal level.

The third way in which member Federal agencies on the Coordinating Council will attempt to improve program coordination is by funding several joint projects. First, members of the Coordinating Council will identify locations in which each is funding or planning to fund action programs. The Council will then develop a design for a coordinated program funded by several Federal agencies.

As an example, representatives from OJJDP and HUD have met to discuss program areas of mutual interest and concern. Discussions included: crime, vandalism and related social problems within public housing, program efforts which HUD has developed in response to these problems, and the Special Emphasis program initiatives of OJJDP.

The Target Projects Program, sponsored by HUD, provides funding to upgrade conditions in public housing projects. The second Special Emphasis program initiative of OJJDP will be the diversion of youth from official juvenile justice system processing. For each of these Federal programs, applicants must submit comprehensive proposals which identify problems and methods of remediating these problems.

The coordination of these efforts is currently underway. Such opportunities for Federal programs to approach the same target population from different perspectives offers a twofold benefit: first, the opportunity to identify some of the problems which agencies and applicants encounter in trying to implement their efforts: problems in philosophy, target group, funding requirements, guidelines, or legislative barriers; second, the opportunity to make a concentrated impact on delinquency in a defined geographical area. Both elements of the program will be carefully evaluated.

MANAGEMENT
AND
STAFFING

One of the problems that hindered the efforts of the 1971 Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Prevention Programs (now defunct) was lack of sufficient staff to carry out its mandated responsibilities. Because the LEAA Administrator has clear overall responsibility for developing the concentration of Federal Effort Program and for ensuring its proper functioning, efforts now are underway to ensure proper staffing support.

Implementation Plan

OJJDP plans to analyze the management and staffing needs and to create and support a specific organizational element, separate from the staff and line elements already allocated, to address the concentration of Federal Effort function. Responsibilities will include the following immediate and long-range goals:

- o To serve as a focal point for all OJJDP contact with other Federal agencies, with staff appointed to cover each major agency.
- o To assure that OJJDP policies and program requirements are carried out by appropriate Federal agencies as planned and funded and promote agency support of OJJDP policies, priorities, and objectives approved by the Council and the National Advisory Committee.
- o To maintain and update the OJJDP analyses that outline plans and status of each major agency.

o To review and analyze agency budget and program plans and assist agencies in their budget planning in order to assure appropriate focus upon juvenile justice and delinquency prevention.

o To prepare an annual juvenile justice and delinquency prevention budget review and recommend a consolidated budget that provides for a balanced overall Government-wide program of responsible delinquency policies.

o To analyze agency program work plans and operating plans in terms of goals and objectives; provide critical insight and perspective into agency relationships; and present status reports to the LEAA Administrator regarding specific agency actions or problem areas.

o To identify agency contacts and arrange meetings and program reviews for OJJDP staff; arrange staff coordination and executive clearance for all formal OJJDP correspondence; develop staff interagency agreements; and maintain the official agency file.

o To provide support to the Coordinating Council and National Advisory Committee (1) to assure development of background material and agendas responsive to a consistent working approach to problems under consideration, and (2) to maintain a continuing reporting and feedback system between the Council, the National Advisory Committee, OJJDP, and all involved Federal agencies.

o To secure endorsement by appropriate officials at the Federal and State level for program plans requiring local action so as to create a climate of urgency and recognition designed to encourage fullest possible local coordinated action.

COORDINATING
STATE
PLANNING

One of the major provisions of the Act calls for comprehensive planning at the State level for Juvenile Justice and Delinquency Prevention programming. Section 223(a)(8) requires "a detailed study of the State needs for an effective, comprehensive, coordinated approach to juvenile delinquency prevention and treatment, and the improvement of the juvenile justice system." This information must contain:

- o A study of the juvenile justice system;
- o An analysis of juvenile justice system effectiveness;
- o An analysis of the nature of the delinquency problem; and
- o A description of existing programs for youth.

This mandate requires the SPA in each State to coordinate services to youth and their families in order to insure effective delinquency prevention and treatment. This includes all offices within the State responsible for service delivery.

Implementation Plan

To facilitate this planning, this Plan proposes that OJJDP, assisted by the Coordinating Council, develop a process to:

- o Identify the extent of comprehensive State planning within the juvenile justice and delinquency prevention program universe;

- o Define the requirements of State planning functions performed under Federal programs administered by Departments represented on the Coordinating Council; and
- o Compare planning requirements under LEAA and OJJDP with those of such agencies as HEW, HUD, and Labor, as a basis for negotiation of changes in these requirements to promote coordinated planning of juvenile justice and delinquency prevention by State and local governments.

The planning requirements will be analyzed comparatively along the following dimensions: target population, locus for planning, scope of plan, planning cycle, scope of funding, funding cycle, planning review process, plan approval process, and evaluation process.

The results of this study will be disseminated to the Coordinating Council for it to review for accuracy of content and relevancy to the comprehensive State planning requirements. Once cleared by the Coordinating Council, this study will be made available to SPAs and other local planning agencies related to the members of the Coordinating Council for use in preparing their comprehensive plans related to juvenile justice and delinquency programming.

Appendices

APPENDIX I:

FEDERAL DELINQUENCY PREVENTION, TREATMENT, AND CONTROL PROGRAMS

The following Appendix, listing Federal programs related to juvenile justice and delinquency prevention, is excerpted from the First Annual Report of the Office of Juvenile Justice and Delinquency Prevention.

When OJJDP was formed, one of its first actions was to update the listing of Federal programs related to juvenile justice and delinquency prevention. This included identifying 15 new programs that had not been included in the 1973 Bureau of Census survey, which identified 132 such programs. After additions, deletions, and consolidation, the number shrank to 117.

It should be emphasized here that even the updated inventory is a preliminary one. One of the requirements of the JJDP Act is that AA establish detailed criteria for deciding what activities fall within the purview of the Act. A process has been established for developing these criteria, which will be the basis for a definitive program inventory in the future.

Delinquency Treatment Programs

The Justice Department, and more specifically LEAA, is the primary funding source for programs dealing directly with delinquent behavior. Of the \$92 million spent in 1975, DOJ accounted for almost two-thirds. HEW spent \$31.8 million on programs classified in this category, through its activities for runaway youth and one of its programs for educationally deprived children. The Department of the Interior (DOI) administered the only other Federal activity directly related to youth already considered delinquent (see Table III-3).

Table III-3. DELINQUENCY TREATMENT PROGRAMS

<u>Justice-LEAA (OJJDP)</u>	<u>Interior-Bureau of Indian Affairs</u>
Concentration of Federal Efforts Formula Grants National Institute for Juvenile Justice and Delinquency Prevention Special Emphasis Grants Technical Assistance	Detention Facilities and Institutions Operated for Delinquents
<u>Justice-Bureau of Prisons</u>	<u>HEW-Office of Education</u>
Operation of Juvenile and Youth Institutions Operation of Young Adult Institutions	Educationally Deprived Children--State- Administered Institu- tions Serving Neglected or Delinquent Children
	<u>HEW-Office of Human Development</u>
	Runaway Youth Program

Programs for Youth at Risk

Programs focused on preventing delinquency cover a spectrum so broad that it is more accurate to label them as programs directed toward youth at risk than as delinquency prevention programs. Grouped under this category are school activities, vocational opportunities, recreational outlets, and similar programs.

HEW is the major funding agency for these preventive activities. In FY 1975 that department expended \$3.3 billion, or more than 91 percent of the total for this category. Representative activities included the Office of Education's programs for vocational education and for educationally deprived children, and the Head Start Program in the Office of Child Development.

The Department of Labor funded the Job Corps and two apprenticeship programs in FY 1975. A similar training program in USDA--the Youth Conservation Corps--expended approximately \$6.7 million in FY 1975. Obligations of \$75 million for two Civil Service Commission programs employing disadvantaged youth in Federal positions, and of \$310,000 for ACTION's Youth Challenge Program, complete Federal expenditures for direct prevention programs.

Table III-4. PROGRAMS FOR YOUTH AT RISK

<u>HEW - Office of Education</u>	<u>HEW-Office of the Secretary (Human Development)</u>
Bilingual Education Dropout Prevention Educationally Deprived Children-- Local Educational Agencies Educationally Deprived Children-- Migrants Educationally Deprived Children-- Special Grants for Urban and Rural Schools Educationally Deprived Children-- Special Incentive Grants Educationally Deprived Children-- State Administered Institutions Educational Personnel Development-- Urban/Rural School Development Educational Personnel Training Grants: Career Opportunities Follow Through Special Services for Disadvantaged Students in Institutions of Higher Education Supplementary Educational Centers and Services: Special Programs and Projects	Child Development--Child Abuse and Neglect: Prevention and Treatment Child Development--Child Welfare Research and Demonstration Grants Child Development--Head Start Child Development--Technical Assistance <u>HEW-Social and Rehabilitation Service</u> Child Welfare Services <u>Labor-Manpower Administration</u> Apprenticeship Outreach Apprenticeship Training Job Corps <u>USDA-Forest Service</u> Youth Conservation Corps

HEW-Office of Education
(Continued)

Supplementary Educational
Opportunity Grants
Talent Search
Teacher Corps
Upward Bound
Vocational Education Programs--
Basic Grants to States
Vocational Education Program--
Cooperative Education
Vocational Education Program--
Curriculum Development
Vocational Education--
Innovation
Vocational Education--Research
Vocational Education--Special
Needs
Vocational Education--State
Advisory Councils
Vocational Education--Work
Study

Civil Service Commission

Federal Employment for
Disadvantaged Youth--
Part-Time
Federal Employment for
Disadvantaged Youth--
Summer Aides

ACTION

Youth Challenge Program

Related Law Enforcement/Criminal Justice Improvement Programs

The Department of Justice and the Interior fund programs related to youth already labeled delinquent. The programs deal with law enforcement, courts, and corrections for both adults and juveniles. DOJ expended more than 92 percent of the obligations in this category. A large share of these expenditures was for LEAA's discretionary and formula grants programs. The remainder represents the Bureau of Prison's expenditures on corrections. Two programs in DOI's Bureau of Indian Affairs are oriented toward improving law enforcement and criminal justice for native Americans.

Table III-5. RELATED LAW ENFORCEMENT/CRIMINAL JUSTICE IMPROVEMENT PROGRAMS

Justice-Drug Enforcement
Administration

Public Education on Drug Abuse:
Technical Assistance
Research on Drug Abuse

Justice-Bureau of Prisons

Correctional Services, Technical
Assistance
National Institute of
Corrections
Operation of Female
Institutions

Justice-LEAA

Criminal Justice--Statistics
Development
Law Enforcement Assistance--
Comprehensive Planning
Grants
Law Enforcement Assistance--
Discretionary Grants
Law Enforcement Assistance--
Improving and Strengthening
Law Enforcement and
Criminal Justice
Law Enforcement Assistance--
Student Financial Aid
Law Enforcement Assistance--
Technical Assistance
Law Enforcement Research and
Development--Graduate
Research Fellowships
Law Enforcement Research and
Development--Project
Grants

Interior-Bureau of Indian
Affairs

Indian Law Enforcement
Services
Social Services

General Related Programs

Programs classified in this category cover a wide range of activities, most of them only tangentially related to preventing delinquency. Agency-by-agency expenditures for this category tell little about the magnitude of relevant spending because huge portions of program money are not related to delinquency.

For example, DOT spent more than \$4.3 billion in FY 1975 on the two programs included in this analysis, but only a fraction of that money was devoted to the environmental improvements that led the Census Bureau to view the two programs as delinquency-related.

USDA spent more than 33 percent of the funds in this category on food and nutrition programs for economically disadvantaged populations and school children. HEW also supported school programs and others dealing with mental health and alcohol and drug abuse. Total HEW spending for programs in this category was \$2.7 billion.

Labor Department programs emphasized career exploration and vocational training; almost \$888 million was obligated in FY 1975 for these activities. HUD approved more than \$3 billion in block and discretionary grant programs, including approximately \$428.4 million for capital costs in low-rent public housing modernization. Finally, DOI, the Veterans' Administration, ACTION, the Civil Service Commission, and the Appalachian Regional Commission also funded programs related to delinquency prevention.

Table III-6. GENERAL RELATED PROGRAMS

<u>HEW-Health Services Administration</u>	<u>HEW-National Institute on Alcohol Abuse and Alcoholism</u>
Indian Health Services	Alcohol Community Service Programs
<u>HEW-National Institute of Education</u>	Alcohol Demonstration Programs
Educational Research and Development	<u>HEW-National Institute on Drug Abuse</u>
<u>HEW-National Institute of Mental Health</u>	Drug Abuse Community Service Programs
Community Mental Health Centers	Drug Abuse Demonstration Programs
Mental Health Fellowships	
Mental Health Research Grants	
Mental Health Training Grants	

HEW-Office of Education

Adult Education--Grants to States
 Adult Education--Special Projects Program
 Drug Abuse Prevention
 Library Services--Grants for Public Libraries
 National Direct Student Loans
 Supplementary Educational Centers and Services, Guidance, Counseling, and Testing

HEW-Office of the Secretary (Human Development)

President's Commission on Mental Retardation
 Rehabilitation Services and Facilities--Basic Support
 Rehabilitation Services and Facilities--Special Projects

HEW-Social Rehabilitative Service

Maintenance Assistance (State Aid) Program
 Public Assistance Research

USDA-Cooperative Extension Service

4-H Youth Development Program

USDA-Food and Nutrition Service

Food Distribution
 Food Stamps
 Special Food Service Program for Children
 School Breakfast Program
 Nonfood Assistance for School Food Service Programs

USDA-Food and Nutrition Service (continued)

National School Lunch Program
 Special Milk Program for Children

HUD-Community Planning and Development

Community Development--Block Grants
 Community Development--Discretionary Grants

HUD-Office of Policy Development and Research

General Research and Technology Activity

DOI-Bureau of Indian Affairs

Social Services
 Drug Program
 Indian Reservation Projects
 Indian Social Services--Child Welfare Assistance
 Indian Employment Assistance
 Indian Education--Colleges and Universities
 Indian Education: Assistance to Non-Federal Schools

DOI-National Parks Service

Parks for All Seasons

DOI-Bureau of Outdoor Recreation

Outdoor Recreation--Technical Assistance

DOL-Manpower Administration

Employment Service Program
Work Incentive Program
National On-the-Job Training
Farmworkers Program
Manpower Research and
Development Projects
Indian Manpower Program

DOL-Wages and Hours
Division

Work Experience and Career
Exploration Program

DOT-Federal Highway
Administration

Highway Research, Planning, and
Construction

DOT-National Highway
Traffic Safety Administration

State and Community Highway
Safety Program

ACTION

Foster Grandparents Program
VISTA

Appalachian Regional
Commission

Appalachian State Research,
Technical Assistance, and
Demonstration Projects

Civil Service Commission

Federal Summer Employment

Veterans' Administration

Veterans Rehabilitation--
Alcohol and Drug
Dependency

APPENDIX II:

PRIORITIES
FOR
FEDERAL
RESEARCH

The following priorities for federal research were established by the Coordinating Council on Juvenile Justice and Delinquency Prevention:

A short-term study of offender careers in two cities. This would be a follow-up of all juveniles first arrested during 1968 in two major metropolitan areas. Such a study would constitute an inexpensive and relatively quick method of increasing our knowledge regarding the development and maintenance of delinquent careers.

A double replication of the Wolfgang cohort study. These studies would replicate the cohort study directed by Dr. Marvin Wolfgang in Philadelphia which focused on the arrest histories of males born in that city in 1945. Replications of this study (with some modification) focusing on youths born a decade later would allow testing for changes in rates and patterns of delinquency over time.

A major prospective cohort study. This research effort would entail following a large sample (perhaps nationwide) of very young subjects over a long period of time (10-15 years) in order to examine the development of delinquent and non-delinquent careers. Such a study would permit examination of a broad range of factors related to delinquency, and a variety of intervention approaches.

The cohort and offender career studies are all structured to answer the same set of questions: What types of delinquent behavior portend serious future criminality? What patterns of behavior are

best understood as isolated deviations that do not predict future criminality? How does the juvenile justice system operate? Do different types of juvenile justice system responses to youth crime lead to different patterns of future crime and delinquency?

The relationship between youth crime and family economic opportunity. Studies in this area might focus on "income maintenance" and serious youth crime, or test the hypothesis that constraints on economic opportunity increase the rates of property crime. Another proposition to examine is whether serious youth crime is committed by groups that are immune to opportunities provided by fluctuations in the economic cycle.

Comparative studies of juvenile delinquency preventions strategies. These might encompass supported work, public housing, the school context, youth development approaches, defensible space, control of handgun availability, and an examination of "conforming" behavior; that is, a focus on approaches designed to enhance the likelihood of youth conformity as opposed to reducing the deviance.

Special studies of youth violence. These studies might focus on robbery, homicide, and aggravated assault, and involve examination of patterns of youth violence over time. Special attention might be given to the increasing use of guns and to the characteristics of particular cities that have experienced the sharpest increases in rates of youth violence.

An annual compilation of data on youth crime. This volume would be a single comprehensive summary of data pertaining to the youth population in the U.S., delinquent behavior, youth arrests, juvenile courts, probation, community corrections and institutions housing young offenders. Presentation of these and other data would permit discussion of patterns and trends in youth crime, and the identification of knowledge gaps.

The relationship between delinquent gangs and youth criminality. In addition to research on the nature and distribution of juvenile gangs in U.S. cities, research in this area might examine the correlation between gang participation and violence. Other research might address the etiology of gangs and mechanisms of recruitment into their membership and intervention approaches.

A comparative study of juvenile courts. Such a study might involve collecting data on disposition in a fairly large and representative sample of cases; determining by offense and offender type rates of different kinds of dispositions; comparing offenses recorded by the police with behavior listed by the court as the basis for its jurisdiction; and examining the emergence of particular types of dispositions.

Studies of the impacts of different juvenile justice intervention techniques. Such studies might include diversion strategies, case dismissal, community placement, arbitration models, and other innovative approaches related to the administration of juvenile justice. These studies should examine the impact of such approaches on delinquent careers and the juvenile justice system.

Special studies of the relationship between hard narcotics and delinquency. These studies would explore whether a causal relationship exists between use of hard narcotics and youth crime. Attention might be given to this relationship in the context of juvenile gangs. An hypothesis that appears worth testing is that hard narcotics increase crimes of prey by creating needs for higher levels of illegitimate earnings and by recruiting youth into antisocial life styles.

APPENDIX III:

THE
STATUS
OF
CHILDREN

The following Appendix has been excerpted from The Status of Children 1975, prepared by the Social Research Group of The George Washington University under a contract from the Office of Child Development, Department of Health, Education, and Welfare (HEW-100-75-0010). The authors of the report were Kurt J. Snapper, Harriet H. Barriga, Faye H. Baumgarner, and Charles S. Wagner.

Income Assistance

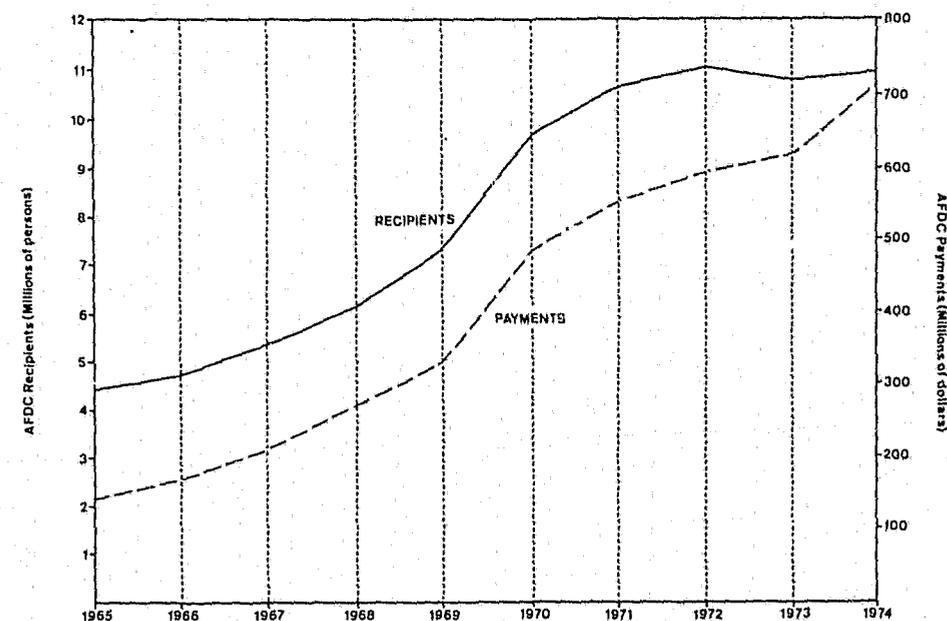
In 1974 there were approximately 10.2 million children under 18 in low-income families; 3.29 million of them were under 6 years of age. In the early 1970's, there was a slight decline in the number of persons below the poverty level. However, in 1973-1974 the number of persons below the poverty level increased by about 1.3 million--despite the fact that the poverty level had been raised to reflect inflation. Other data pertaining to low-income groups were discussed in Section 1. A variety of income assistance and service programs is targeted upon low-income persons, families or areas.

Public Assistance-Maintenance Assistance (State Aid)(13.761) grants money payments through States to low-income families with dependent children; these payments are used to pay for basic necessities. One component, Aid to Families with Dependent Children (AFDC), involved about 3.0 million families in 1973, an increase of 18% from 1971. However, partly due to trends toward smaller

families (the average AFDC family decreased from 3.8 to 3.6 members) the increase in the number of recipients from December 1971 to December 1973 was not as dramatic (see Figure 2.1). Families of Native Americans may qualify for aid through the Indian Social Services-General Assistance program (15.113) if they live on or near Indian reservations where aid is not available from State or local public agencies.

The Social Security system and the Veterans Administration provide assistance to qualified families, regardless of income level. The programs which affect children, directly or indirectly, include the Social Security-Survivors Insurance Program (13.805), Disability Insurance (13.802), Retirement Insurance (13.803), Special Benefits for Disabled Coal Miners (13.806), Supplemental Security Income (13.807), Pensions to Veterans Widows and Children (64.105), Veterans Dependency and Indemnity Compensation for Service-Connected Deaths (64.110), and Compensation for Service-Connected Deaths for Veterans, Dependents Program (64.102). Other programs that provide assistance, support, or social services include Child Development

Figure 2.1 AFDC Recipients and Payments: December 1965 to December 1974



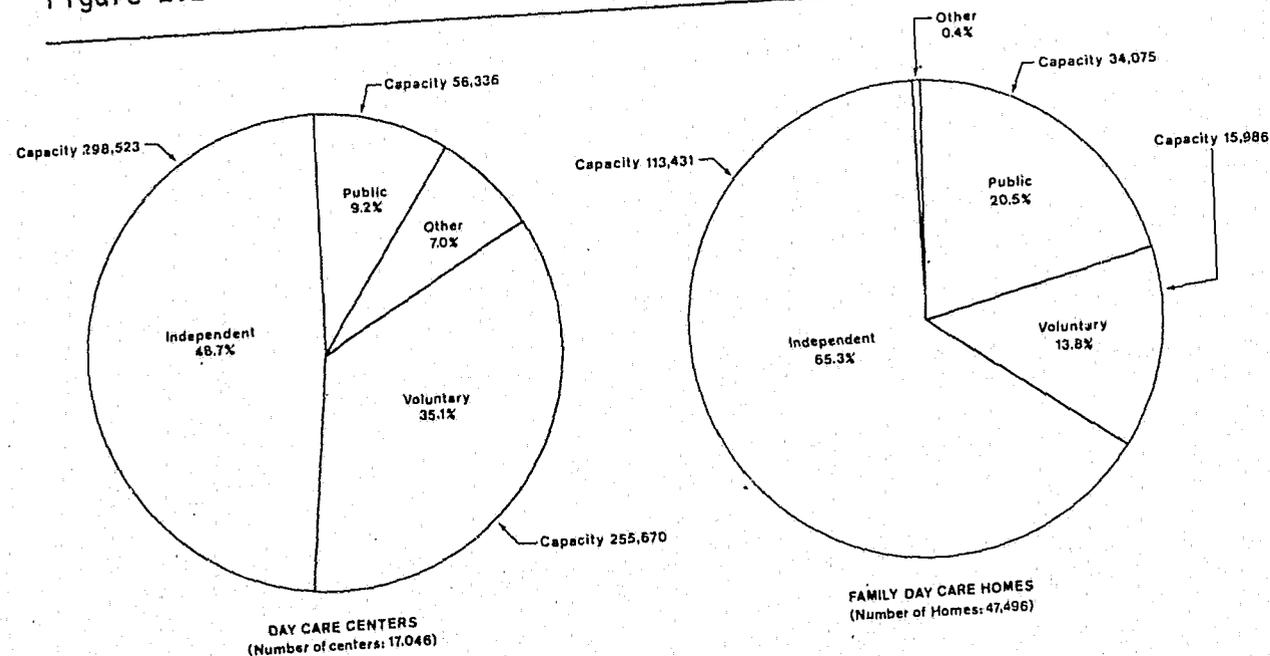
Head Start (13.600), Child Development-Child Welfare Research and Demonstration Grants (13.608), Public Assistance-Social Services (13.754), Public Assistance Research (13.766), Work Incentives Program (17.226), Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children (13.431), and Community Service Training Grants (13.768).

Preschool Programs and Education

A broad range of educational programs are targeted on specific groups: preschool children, handicapped children, children in institutions, children in migrant families, members of ethnic minorities, children whose maternal language is not English, children in low-income families, children from rural areas, and those who are potential school drop-outs. The programs described below are designed to meet the special needs of their various target populations.

As noted earlier, increasing numbers of mothers are joining the labor force; the number of children under 6 who had working mothers was approximately 5.6 million in 1972. Data for 1971 indicated a total capacity of about 912,000 in approved or licensed day-care centers and family day-care homes, and incomplete data for 1972 showed a capacity of about 821,000 (see Figure 2.2). Thus, there are slots for less than 20% of the children under 6 in licensed or

Figure 2.2 Licensed or Approved Day Care Facilities: 1972

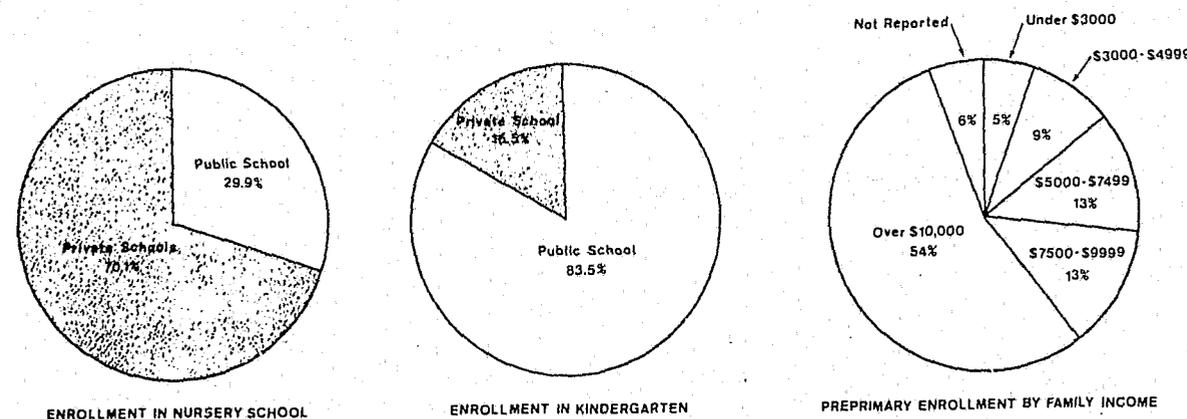


approved day-care facilities. The Work Incentives Program-Child Care-Employment Related Supportive Services (13.748) provides child-care services to AFDC recipients participating in WIN employment and training activities. As of the last day of the quarter ending December 31, 1973, nearly 56,000 children under six were provided child care while their mothers or caretakers participated in the Work Incentives Program (17.226). Of these children, 53% were provided care either in their own home or at a relative's home, 40% were provided care in day-care facilities, and 7% received care through other arrangements. A related program, Public Assistance-Social Service (13.754) provides child-care services to recipients of public assistance.

The percentage of eligible children enrolled in nursery school or kindergarten increased steadily between 1964 (25.5%) and 1972 (41.6%), although there was a slight decrease to 40.9% in 1973. Because the majority of nursery schools are operated under private auspices, most nursery school students attend private schools. However, at the kindergarten level many programs operate under public auspices resulting in a majority of kindergartners attending public schools (see Figure 2.3). Over half of the children enrolled in preprimary programs came from families with incomes over \$10,000.

The majority of preschool programs are for kindergarten children, and are administered at the local level. A large number of children, primarily from low-income families, are served by the Federally sponsored Head Start program (13.600). Head Start reached about 350,000 children in FY '75, about 15-20% of the eligible population. Head Start is not exclusively targeted upon low-income families. Up to

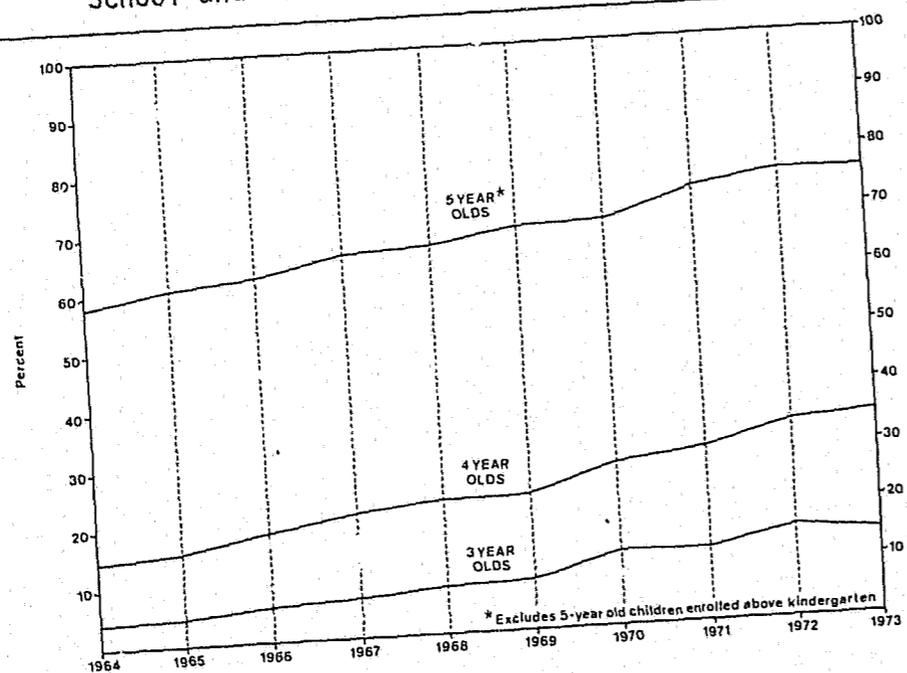
Figure 2.3 Preprimary School Enrollment: October, 1973



10% of Head Start children may be from non-poverty families and current requirements stipulate that at least 10% of the children in Head Start must be handicapped children. A companion program, Follow Through (13.433), is designed to augment and sustain gains made by children who have participated in Head Start and other preschool programs. However, it served only a portion of the children leaving Head Start and other programs--78,000 children in FY '75. Related programs include: Appalachian Child Development (23.013); Educationally Deprived Children--Special Grants for Urban and Rural Schools (13.511); Handicapped Early Childhood Assistance (13.444); and Handicapped Preschool and School Programs (13.449).

The percentage of 3 to 5 year olds enrolled in preprimary programs has increased steadily over the last decade (see Figure 2.4). It is estimated that 84% of five-year olds are enrolled in school, as compared to 99% of children between the ages of 6 and 13. In addition to increased preschool enrollments, dropout rates are declining. Two programs are designed to keep students in school. One, the Dropout Prevention Program (13.410), is designed to keep elementary and secondary students in school through the use of innovative methods, materials, systems, or programs. In FY '74, nine demonstration projects in the Dropout Prevention Program were

Figure 2.4 Preprimary School Aged Children Enrolled in Nursery School and Kindergarten: October, 1964 to October, 1973



continued; dropout rates decreased, and projects with reading and math components have reported average gains of 1.5 to 2.0 years in student achievement. The other program, Federal Employment for Disadvantaged Youth-Part Time (Stay-in-School Campaign)(27.003), is designed to provide part-time employment opportunities for disadvantaged persons, 16 through 21, so that they may continue their education without interruptions caused by financial pressures. In FY '76, participation is expected to be 21,000 youths per month, an increase of 4,000 per month over 1975.

As Figure 2.5 shows, most elementary school children are enrolled in their modal grade, although a larger percentage of Black than White children is enrolled below modal grade level. A larger percentage of Black than White children also is enrolled above modal grade level.

Special instruction is available in many public school systems to handicapped pupils. The proportion of handicapped pupils receiving special instruction varies with the type of handicap (see Figure 2.6). Handicapped pupils except for the mentally retarded and hard of hearing are most likely to receive specialized instruction at the elementary level.

The following programs provided educational services for handicapped children at the preschool, elementary and secondary levels in FY '75: Handicapped Preschool and School Programs (13.449), which assisted in developing programs for handicapped children from preschool through secondary school levels; Handicapped Innovative Programs-Deaf-Blind Centers (13.445), which offered diagnostic, educational, and consultative services to approximately 3,800 deaf-blind children and their families; the Handicapped Regional Resource Centers Program (13.450), which provided comprehensive services for 40,000 handicapped children, and Educationally Deprived Children-Handicapped (13.427), which served about 184,000 handicapped children in State-operated or supported schools in FY '75. Other programs providing services to handicapped children include: Handicapped Early Childhood Assistance (13.444), Special Programs for Children with Specific Learning Disabilities (13.520), Handicapped Physical Education and Recreation Research (13.447), Handicapped Research and Demonstration (13.443), and Handicapped Media Services and Captioned Films (13.446).

Although some programs are not targeted specifically upon the handicapped, they may indirectly benefit the handicapped. Supplementary Educational Centers and Services-Special Programs and Projects (13.516) is one program that sets aside a given proportion of its funds (at least 15%) to aid the handicapped.

Figure 2.5 Modal Grade Enrollment: October, 1972

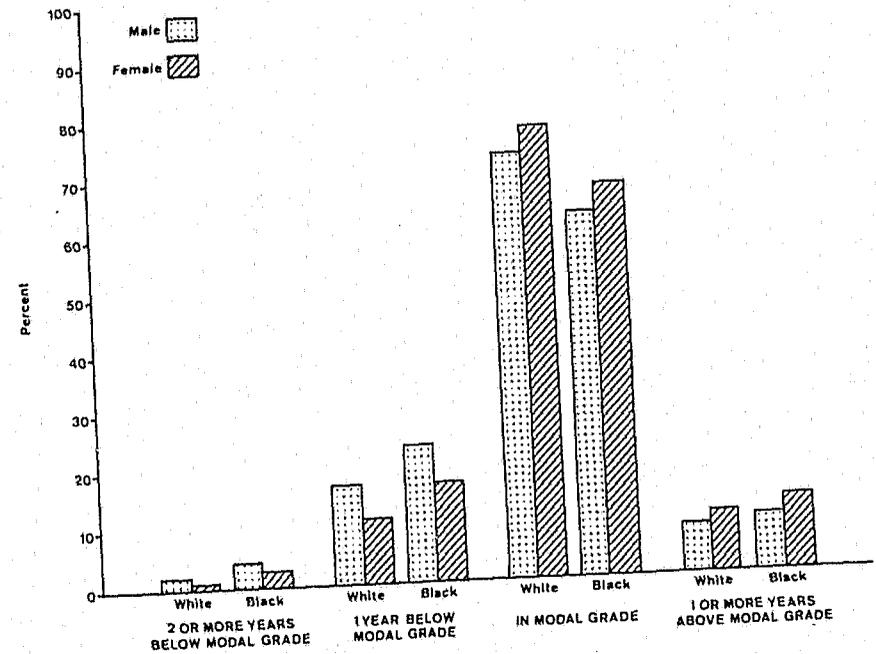
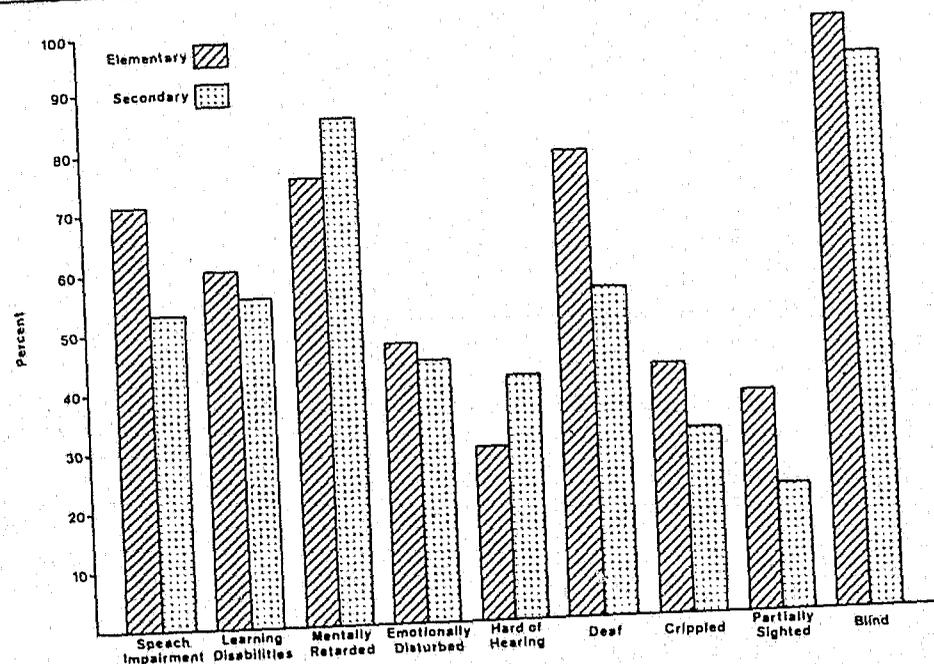


Figure 2.6 Percent of Handicapped Pupils Receiving Special Instruction or Assistance in School: Spring, 1970



Through a number of other programs, educational services are provided for neglected and delinquent children in institutions, children of migratory workers, American Indian children, low-income children, and the bilingual population. Through the program Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children (13.431), approximately 50,000 children were served in FY '75. In FY '75, 430,000 children of migratory workers were served through the Educationally Deprived Children-Migrants program (13.429). Programs which serve American Indian children include: Indian Education-Grants to Local Educational Agencies (13.534); Indian Education Special Programs and Projects (13.535); Indian Education Grants to Non-Federal Educational Agencies (13.551), Indian Education-Federal Schools (15.110); and Indian Education-Assistance to Non-Federal Schools (15.130). Educationally Deprived Children-Special Grants for Urban and Rural Schools (13.511) and Educationally Deprived Children-Local Educational Agencies (13.428) are two programs which are targeted on low-income children. Through the Bilingual Education program (13.403), local education agencies receive assistance to develop and implement new and innovative programs. For the school year 1975-76, bilingual educational services are expected to serve approximately 178,000 children.

Through the Office of Child Development, the Exploring Childhood Program is designed to give high school students an opportunity to learn about many aspects of child development and to interact with children. Originally developed for junior and senior high school students, its adaptation to other settings is being considered. This expansion would involve child care staff and parents as well as young people in a non-school environment. In 1974-75, Exploring Childhood was used in 230 schools and by 410 additional educational and social service agencies.

The following programs have educational components which provide child development and parent education services to specific target populations of adults and youth. The Cooperative Extension Service (10.500) provides these services primarily to persons in rural and farm areas. A related program, Indian Agricultural Extension (15.101), serves Indian organizations and individuals. The Vocational Education-Consumer and Homemaking Program (13.494) is targeted on economically depressed areas or areas of high rates of unemployment, and provides training programs adapted to the needs of youth and adults in these areas.

The Right to Read-Elimination of Illiteracy program (13.533), whose goal is to increase the literacy level of the population, is targeted on persons 16 and older. The program's goal is to increase functional literacy so that, by 1980, 99% of those 16 years of age and 90% of those over 16 will be functionally literate.

The physically handicapped, the retarded, and the disadvantaged all require teachers and staffs able to meet their needs. The Federal government funds several programs (Handicapped Teacher Education, 13.451; Handicapped Physical Education and Recreation Training, 13.448; Teacher Corps-Operations and Training, 13.489; Educational Personnel Training Grants-Career Opportunities, 13.421; and Developmental Disabilities-Demonstration Facilities and Training, 13.632) which train personnel to teach these target populations.

Nutrition

Preliminary findings of the First Health and Nutrition Examination Survey indicate that a substantial proportion of preschool children are inadequately nourished. Data indicate that poor nutrition is found in both Black and White children, and in children in families both above and below the poverty level, especially with respect to iron intake (see Figure 2.7).

This study also suggested that the diets of Blacks and/or children in poverty families include more of certain nutrients per 1,000 calories than those in other groups. For example, Blacks and/or children from low-income families consume more iron, vitamin A, and protein per 1,000 calories than their counterparts. However, the caloric intake of Blacks (both above and below poverty) may be lower than that of Whites, so that certain deficiencies may be more likely among Blacks than Whites.

Four out of every five schools offer the National School Lunch Program (10.555). In FY '74, 24.9 million children, 57% of those enrolled in schools where the program was available, participated in the program (see Figure 2.8). The decline in participation from FY '73 reflects a decrease in school enrollment, rather than any decrease in the rate of participation. This program is not exclusively targeted upon children in poverty families, although free or reduced price lunches (approximately one-third of all school lunches served) are available to children from low-income families.

Figure 2.7 Percent Population Aged 1-5 Years Below Nutritional Standard: 1971 to 1972

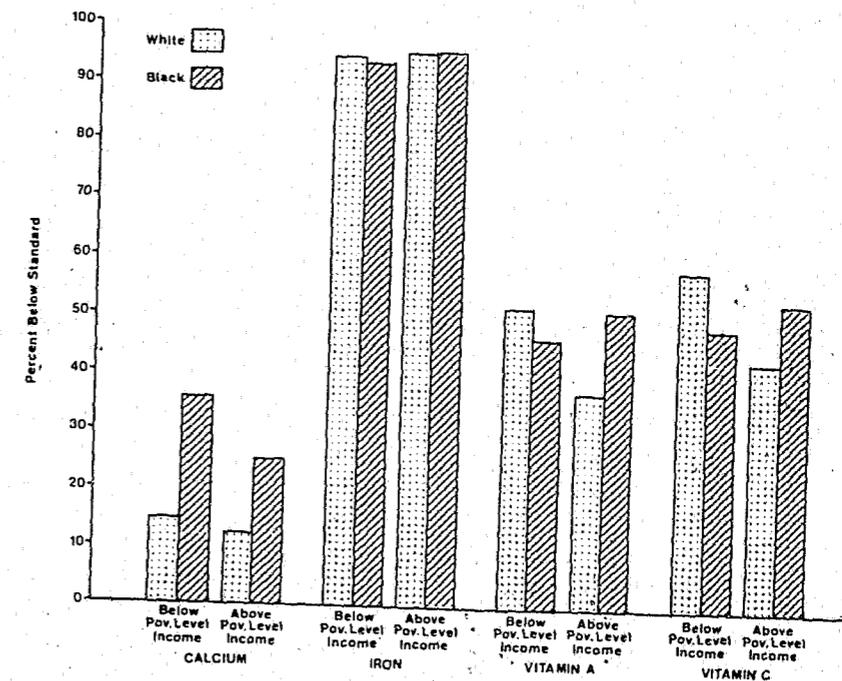
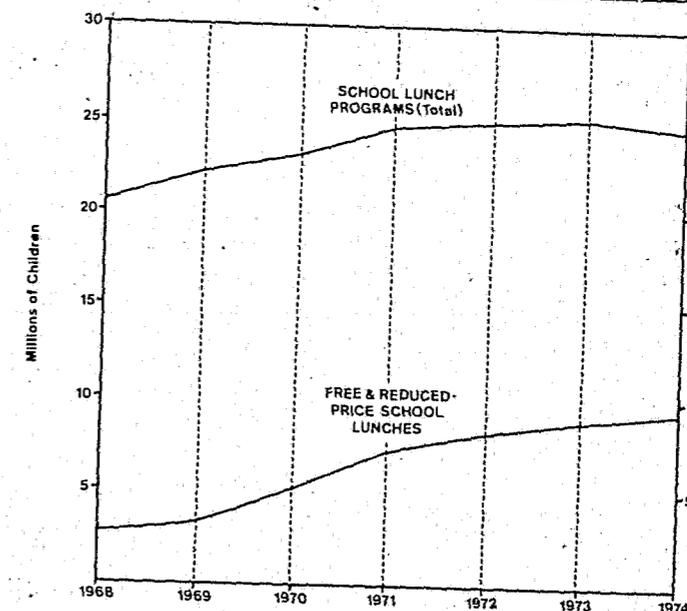


Figure 2.8 Number of Children Participating in the National School Lunch Program: 1968 to 1974



Other programs include the Special Food Service Program for Children (10.552), the School Breakfast Program (10.553), the Special Milk Program for Children (10.556), the Special Supplemental Food Program for Women, Infants, and Children (10.557), Nonfood Assistance for School Food Service Programs (10.554), School Health and Nutrition Services for Children from Low-Income Families (13.523), Child Development-Head Start (13.600), and Follow Through (13.433). There are several programs for improving directly or indirectly the nutritional status of children, particularly those in low-income families: Food Distribution program (10.550), Public Assistance-Maintenance Assistance (State Aid) (13.761), and Native American Programs (13.612). The Food Stamps program (10.551) increases food purchasing power of eligible families; during FY '75 an average of 13.1 million will participate in the program, a 7% increase over FY '73. Nutrition education programs are provided through the Cooperative Extension Service (10.500) and the Indian Agricultural Extension Program (15.101).

Handicapped Children

An estimated 7% of live births, an annual incidence of 200,000, result in handicaps from congenital anomalies, both structural and non-structural (Sickle Cell Anemia, Tay-Sachs Disease). Only about one-third of congenital handicaps are believed to be observable at birth; two-thirds do not become evident until later in life. There are an estimated 1.2 million handicapped children under 6. Between the ages of 0 and 19, approximately 2.3 million children are speech impaired, 2.0 million suffer from learning disabilities, 1.5 million are mentally retarded, 1.3 million are emotionally disturbed, 328,000 are crippled and impaired children, 328,000 children are hard of hearing, 66,000 are visually handicapped and 49,000 are deaf.

The Crippled Children's Services (13.211) provides services, especially in rural and low-income areas, to crippled children and children with conditions which lead to crippling. During FY '74, 509,000 crippled persons under 20, including 97,000 with multiple handicaps and 41,000 with congenital heart disease, were provided services. Maternal and Child Health Services (13.232) provides services to low-income and rural children with physical handicaps, which include screening, diagnosis, treatment, and follow-up services. It seeks to reduce the incidence of mental retardation through improving prenatal and postpartum care of mothers and infants. This

program also supports clinics for mentally retarded children which provide diagnostic, counseling, treatment, and follow-up services. Comprehensive services for the mentally retarded are provided through the Developmental Disabilities-Basic Support program (13.630).

Other programs related to handicapping conditions excluding educational programs include Special Food Service Program for Children (10.552), Maternal and Child Health Research (13.231), Maternal and Child Health Training (13.233), Handicapped Early Childhood Assistance (13.444), Handicapped Innovative Programs--Deaf-Blind Centers (13.445), the Office for Handicapped Individuals (13.603), Developmental Disabilities-Special Projects (13.631), Developmental Disabilities-Demonstration Facilities and Training (13.632), and Handicapped Physical Education and Recreation Training (13.448).

Mental Health

A substantial but unknown number of children have mental health problems; in an unknown percentage of cases treatment is obtained. In 1971, about one-fifth of all patient care episodes in psychiatric services, or 772,000, involved children under 18. Of these, about 632,000, or 82%, were dealt with on an outpatient basis (see Figure 2.9). In the under 18 age group there is little overall difference between Whites and non-Whites in admission rates to outpatient psychiatric services. Males have higher admission rates than females in both groups although admission rates are somewhat higher for non-White than for White males (see Figure 2.10) in the 14-17 age group. Outpatient care was characterized by diagnoses of personality disorders, transient situational disturbances, behavior disorders of childhood and adolescence, and social maladjustment. The 140,000 inpatient episodes involving children under 18 constituted a 32% increase over a two-year period. In addition to the diagnoses associated with outpatient care, inpatient diagnoses were characterized by a relatively high incidence of schizophrenia, depressive disorders, and disorders associated with drug abuse.

Mental Health-Children's Services (13.259) emphasizes prevention of mental health problems and coordination of community services for children and families: 111 and 161 staffing awards were issued in

Figure 2.9 Patient Care Episodes Under 18 Years of Age by Type of Psychiatric Facility: 1971

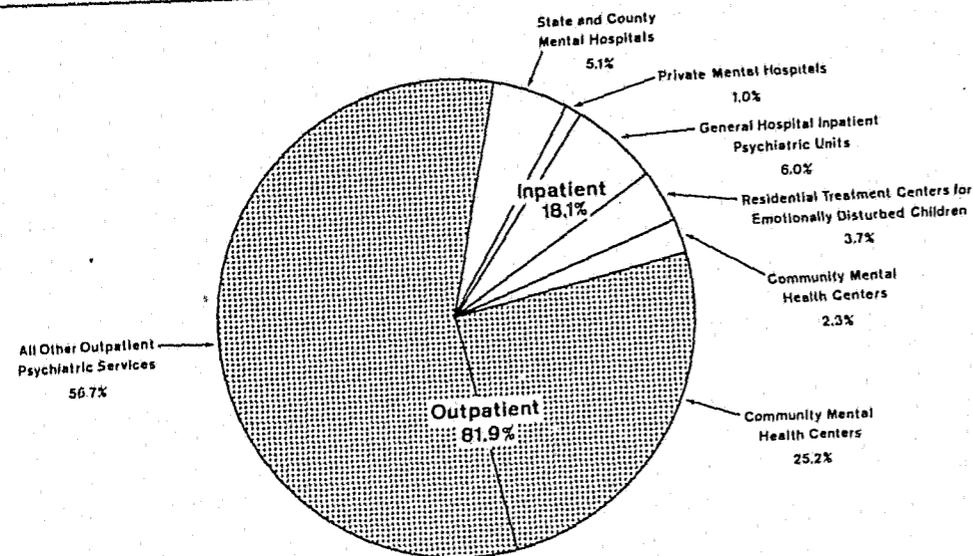
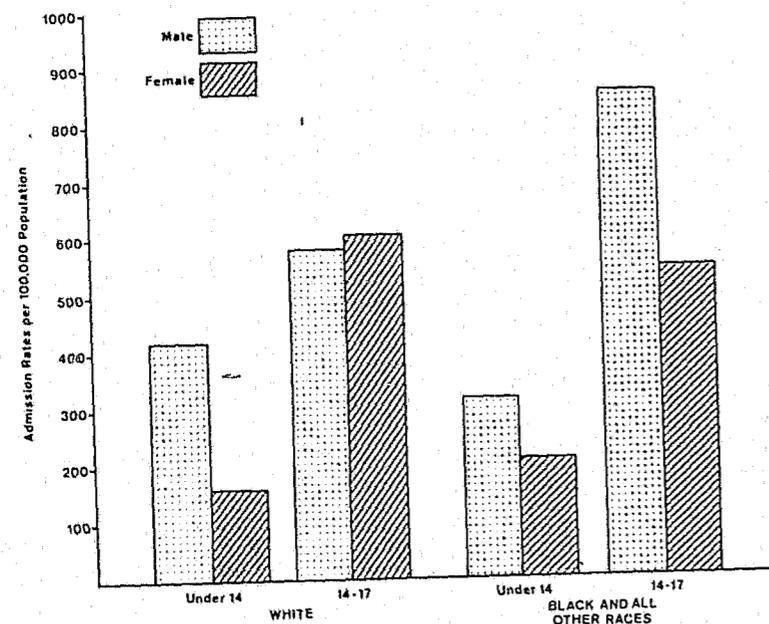


Figure 2.10 Admissions to Outpatient Psychiatric Services: 1970 to 1971



FY '74 and FY '75; respectively. Mental Health-Community Mental Health Centers (13.240) finances the building of centers, organizes and improves mental health services and initially provides partial compensation to professional and technical personnel. Funds for mental health facilities are also provided by Comprehensive Public Health Services-Formula Grants (13.210), Mental Health-Hospital Improvement Grants (13.237), and Mental Health-Hospital Staff Development Grants (13.238). Other programs include Indian Health Services (13.228), Mental Health Fellowships (13.241), Mental Health Research Grants (13.242), Mental Health Training Grants (13.244), Mental Health Research Development Awards (13.281), Mental Health National Research Services Awards (13.282), Medical Assistance Program (13.714), and Public Assistance-Maintenance Assistance (State Aid)(13.761).

Child Abuse and Neglect

Child abuse and neglect is a multi-faceted problem, with social and legal, as well as physical and mental health implications. To some extent it is a self-perpetuating problem: children who are abused are, in turn, relatively likely to abuse their children. Conservative estimates place the national incidence of parental maltreatment at 60,000, resulting in 6,000 deaths annually--more deaths than are caused by any single childhood disease. Projections from data from California and Colorado indicate that the incidence is much higher. From 200,000 to 250,000 children are in need of protective services each year; 30,000 to 37,500 of them are badly injured. One survey, based on a sample of 129 counties, estimated that 600,000 children under 18 are abused or neglected each year. Florida, which has a relatively effective reporting system, reported over 29,000 incidents of child abuse and neglect between October 1972 and September 1973, a rate of 13.4 cases per 1,000 child population. If this rate is taken as an estimate for the entire U.S., it would place the total at approximately 925,000 cases of child abuse and neglect annually. These estimates vary widely, but due to incomplete reporting all may be on the conservative side.

The Child Development-Child Abuse and Neglect Prevention and Treatment program (13.628) assists State, local, and voluntary agencies in developing and strengthening programs which prevent, identify, and treat child abuse and neglect. Its accomplishments

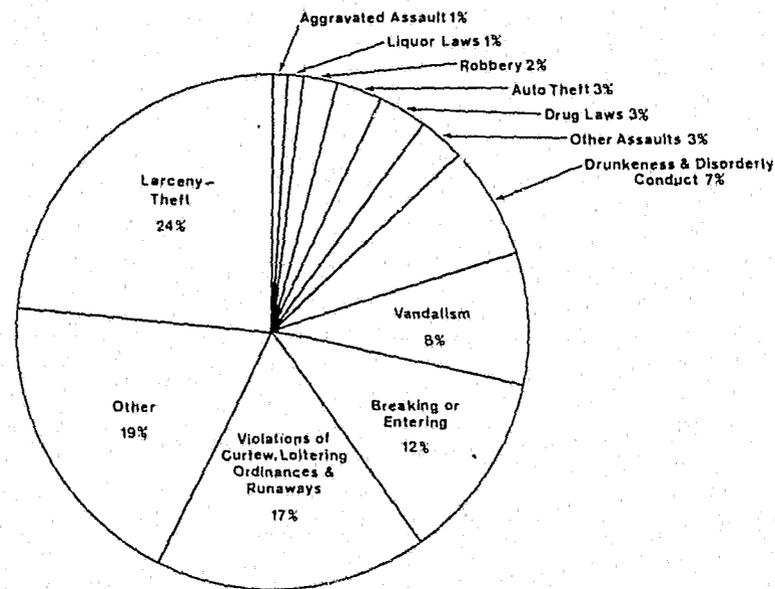
include the establishment of the National Center on Child Abuse and Neglect, the awarding of demonstration and research grants, and the development of a clearinghouse of information related to this problem. Child Welfare Services (13.707) is concerned with protective services which prevent the neglect, abuse, exploitation, or delinquency of children. Financial support may be provided for foster care, adoptive placements, day care, homemaker services, and the return of runaway children. During FY '75 an estimated 222,000 families and 400,000 children received services from this program.

Delinquency, Drug and Alcohol Abuse

Nearly a million children were involved in over 1.1 million juvenile delinquency cases (excluding traffic offenses), representing a 3% increase in 1973 over the previous year. Nine percent of all arrests made in 1973 involved children under 15 and over a quarter involved persons under 18. Juveniles are most likely to be apprehended for larceny-theft (see Figure 2.11). Approximately half of all persons arrested for larceny-theft in 1973 were under 18, representing a 12% increase in rate since 1968.

Violations of drug laws also are likely to involve youthful offenders. In 1973, 57% of all narcotic drug law arrests involved persons under 21 years of age.

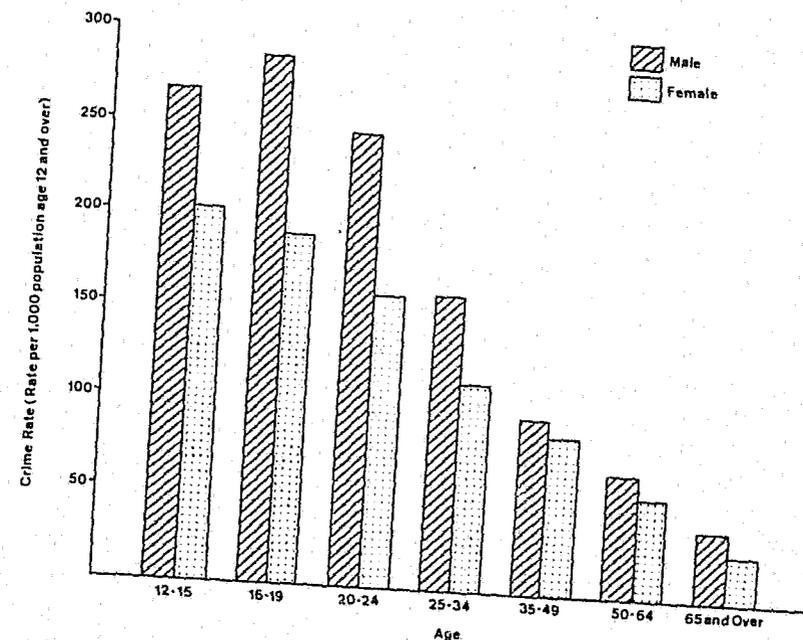
Figure 2.11 Percent Arrests of Persons Under 15 Years of Age: 1973



Of the approximately 57,000 children in juvenile facilities in 1971, 83% were adjudicated delinquents, 14% were being held pending court action, 2% were dependent and neglected children, and 1% were awaiting transfer to another jurisdiction. Most, about 36,000, were in training schools. The average stay in juvenile correctional facilities has been estimated at eight months. Sixty-one percent of admissions to juvenile correctional facilities were first-time commitments, with males outnumbering females 4 to 1; for recommitments, males outnumbered females 12 to 1.

Children and youth, in addition to perpetrating crimes, are also frequent victims. A recent survey of criminal victimization (see Figure 2.12) indicated that victimization rates are highest between the ages of 12 and 19. Males under 35 were characterized by substantially higher rates than females. By far the most common crime against individuals over 12 is personal larceny, followed by simple and aggravated assaults.

Figure 2.12 Criminal Victimization: 1973



Delinquency prevention is an objective of Child Welfare Services (13.707) which also helps return runaways to their homes. The Office of Youth Development's Runaway Youth Program provides financial assistance to non-profit groups to start new programs or strengthen existing programs for runaways. Educational services are provided to delinquent children through the Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children (13.431); during FY '75 an estimated 50,000 children in 1,500 institutions participated in this program. The Law Enforcement Assistance Administration is implementing two programs, the first of which is deinstitutionalization of status offenders who have committed no real crime, such as runaways and truants. Begun in early 1975, its goals include removal of status offenders from detention centers, training schools, and jails, and reduction of recidivism. The diversion program, which will involve alternatives to training schools, is expected to become operational during the fall of 1975. Other programs include Mental Health Research Grants (13.242), Mental Health Training Grants (13.244), Public Assistance-Social Services (13.754) and the National Institute of Mental Health's Center for Studies on Crime and Delinquency.

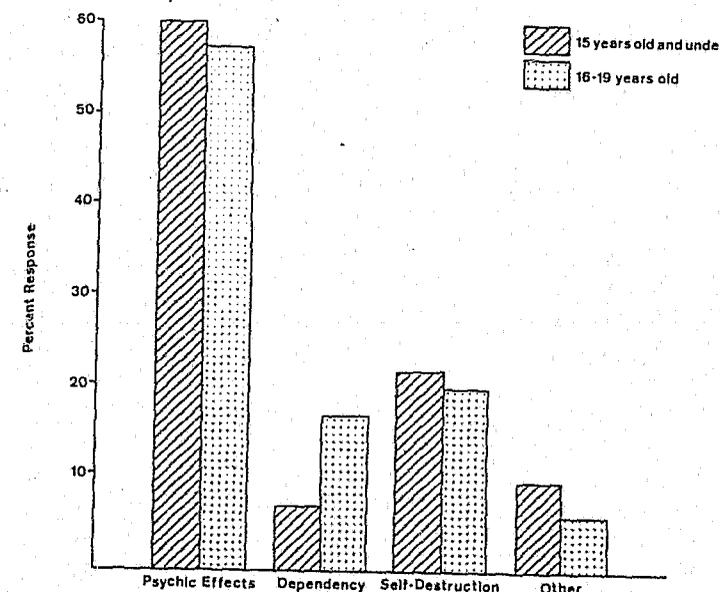
Use of alcohol is widespread among adolescents and youth. Preliminary findings of the Second Special Report to Congress on Alcohol and Health (1974) indicate that, by 7th grade, 63% of the males and 54% of the females have tried alcoholic beverages; by 12th grade these percentages have climbed to 93% and 87%, respectively. Circumstances under which alcohol is consumed vary: 7th-9th graders may drink at home on special occasions, whereas 10th-12th graders may drink at unsupervised parties. Perhaps 42% of high school students drink at least once a month, and 5% become intoxicated at least once a week.

Other drugs also are used, and abused. Drug Abuse Warning Network data (1973-1974) suggest that children 15 and under comprise 22% of the U.S. population and 7% of the drug-abusing population. However, 16-19 year-olds comprise only 7% of the population, but 24% of the drug-abusing population. A wide variety of drugs are used. The most popular (excluding alcohol) for those 10-19 is marijuana. In the 10-19 age bracket, hallucinogens (notably LSD) are the second most commonly used class of drugs, followed closely by barbiturate sedatives and tranquilizers.

The achievement of psychic effects is the primary motive for drug abuse among those under 20 (see Figure 2.13). Drug usage is primarily related to sex and age. There is little difference between Blacks and Whites in the use of marijuana, which in both ethnic groups seems to be concentrated among males 16-19. Whites who use hashish tend to be under 20, whereas Black users are somewhat older, between 20 and 39. Regardless of ethnicity, males under 29 are more likely than females to utilize amphetamines; females are more likely to utilize other drugs, such as aspirin and phenobarbital.

The Drug Abuse Education Programs (13.275) collects, prepares, and disseminates drug abuse information; it also develops and evaluates drug abuse education and prevention programs for teachers, laymen, and the general public and, more specifically, youth and special high-risk groups. Children may also benefit from the Child-sponsored by the National Institute on Alcohol Abuse and Alcoholism. Prevention and treatment programs include Drug Abuse Community Service Programs (13.235), Drug Abuse Demonstration Programs (13.254), Comprehensive Public Health Services-Formula Grants (13.210), Narcotic Addict Rehabilitation Act Contracts (13.239), Mental Health-Community Mental Health Centers (13.240), Alcohol Community Service Programs (13.251), Alcohol Demonstration Programs (13.252), Alcohol Formula Grants (13.257), and Drug Abuse Prevention Formula Grants (13.269).

Figure 2.13 Motivation for Abuse of All Drugs Nationwide: July, 1973 to February, 1974



Other programs include Mental Health-Hospital Staff Development Grants (13.238), Alcohol, Drug Abuse, and Mental Health Administration Scientific Communications and Public Education (13.243), Alcohol Fellowships (13.270), Alcohol Research Development Awards (13.271), Alcohol National Research Service Awards (13.272), Alcohol Research Programs (13.273), Drug Abuse Research Development Awards (13.277), Drug Abuse National Research Service Awards (13.278), Drug Abuse Research Programs (13.279), Drug Abuse Training Programs (13.280).

Physical Health

Physical health problems affecting children and families span family planning, maternal and infant health, and disease control.

Although fertility rates (see Section 1) have been declining steadily over the past several years, overpopulation, unwanted pregnancies, spacing, delay, and limiting family size are still important concerns. There are several Federal programs which provide voluntary contraceptive counseling and services.

Family Planning Projects (13.217) provided family planning services to an estimated 1.6 million people during FY '74, and Maternal and Child Health Services (13.232) provided these services to an estimated 1.25 million (including 115,000 through Family Planning Projects) during the same year. Payments for family planning services are available through the Medical Assistance Program (13.714). Related programs include Family Planning Services-Training Grants (13.260), Population Research (13.864), Comprehensive Public Health Services-Formula Grants (13.210), and Public Assistance-Social Services (13.754).

Although, as discussed in Section 1, both maternal and infant mortality rates have been declining over the past several years, these problems are far from being solved as evidenced, for example, by the discrepancy between the rates for Black and White infants and mothers. In addition, the mortality rate for infants born to teenage mothers is about twice that for infants born to mothers 25 to 34. There are also an estimated 500,000 spontaneous abortions, stillbirths, and miscarriages each year, due to defective fetal development.

Other infants begin life at a disadvantage due to health conditions present at birth. The most common defects observable at birth are genital organ anomalies, followed by anomalies of the heart and circulatory system, musculoskeletal anomalies, and anomalies of the nervous system. However, many birth defects are not observable until later in the child's life.

Low birth weight infants, those weighing less than 5.5 pounds at birth, are seventeen times more likely to die in infancy than infants of normal weight. They are also more susceptible to birth defects. Birth defects afflict about 18% of the 245,000 low birth weight infants born each year, as compared to 6% of infants weighing more than 5-1/2 pounds. A major cause of low birth weight is maternal malnutrition. Moreover, almost one of every four of these infants is born to a teenage mother.

Alcoholic or drug addicted mothers can transmit their problem to their infants. Infants born to these mothers begin life with multiple disadvantages which include the actual physical addiction and subsequent withdrawal, the social implication of an alcoholic or addicted mother, and the possible (but unproven) predisposition to alcohol or drug addiction later in life. Venereal diseases also present threats to the health of infants. Although congenital syphilis is preventable through routine testing and treatment of pregnant women, in 1974 there were 1,334 reported cases of congenital syphilis in the U.S. Despite the downward trend in the incidence of syphilis in the total population (see Figure 2.14) the rate of congenital syphilis in infants under one year of age has increased from .4 (1957) to 1.1 (1973) per 10,000 live births (see Figure 2.15).

Maternal and Child Health Services (13.232) is concerned with all aspects of maternal and infant-child health, including maternal and infant mortality, especially in rural and economically depressed areas. In FY '74 this program provided services to an estimated 142,000 mothers and 48,000 infants, and supported eight intensive infant care projects. Related programs include Family Planning Projects (13.217), Indian Health Services (13.228), and Maternal and Child Health Research (13.231).

There has been a long-term decrease in the incidence of many communicable diseases which are preventable through immunization. As Figure 2.16 shows, fewer cases of measles, rubella, and polio were reported in 1974 than in any year since national reporting began. Figure 2.17 shows trends in immunization. In the early

Figure 2.14 Reported Cases of Venereal Disease: 1963 to 1974

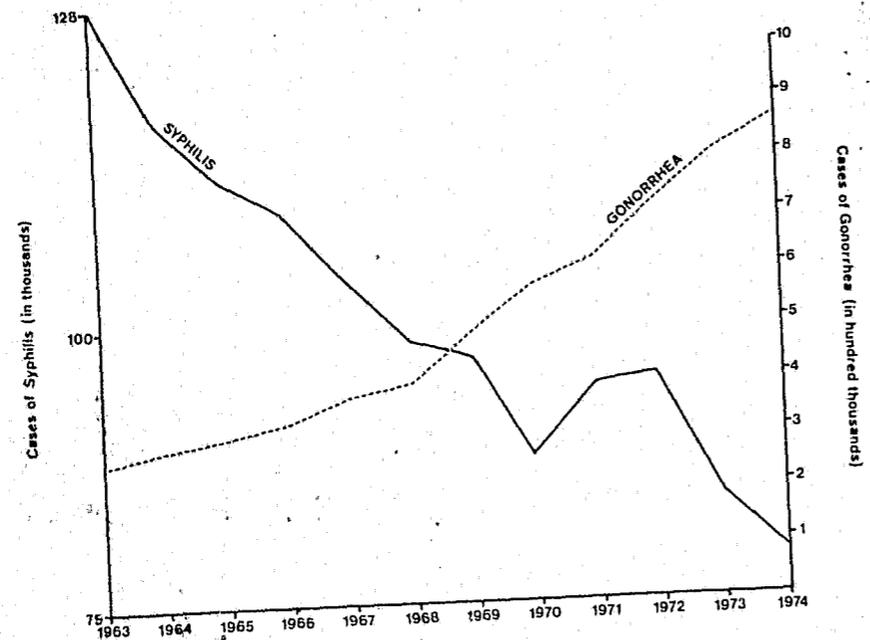


Figure 2.15 Congenital Syphilis: 1957, 1965, 1974

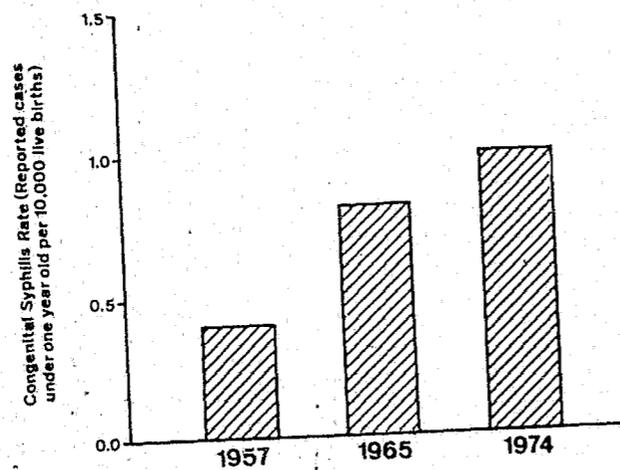


Figure 2.16 Reported Cases of Selected Communicable Diseases in the United States: 1964 to 1973

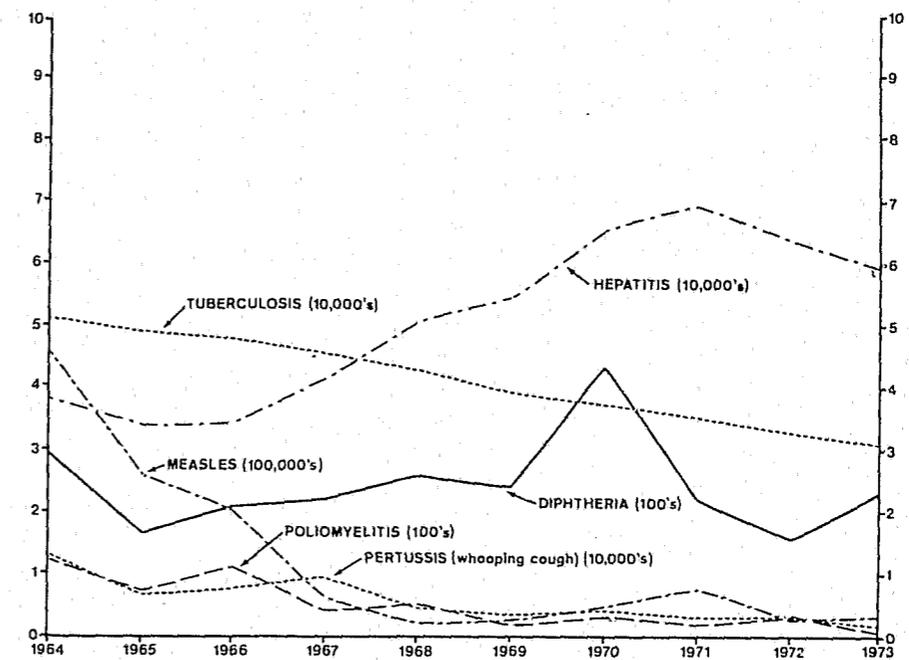
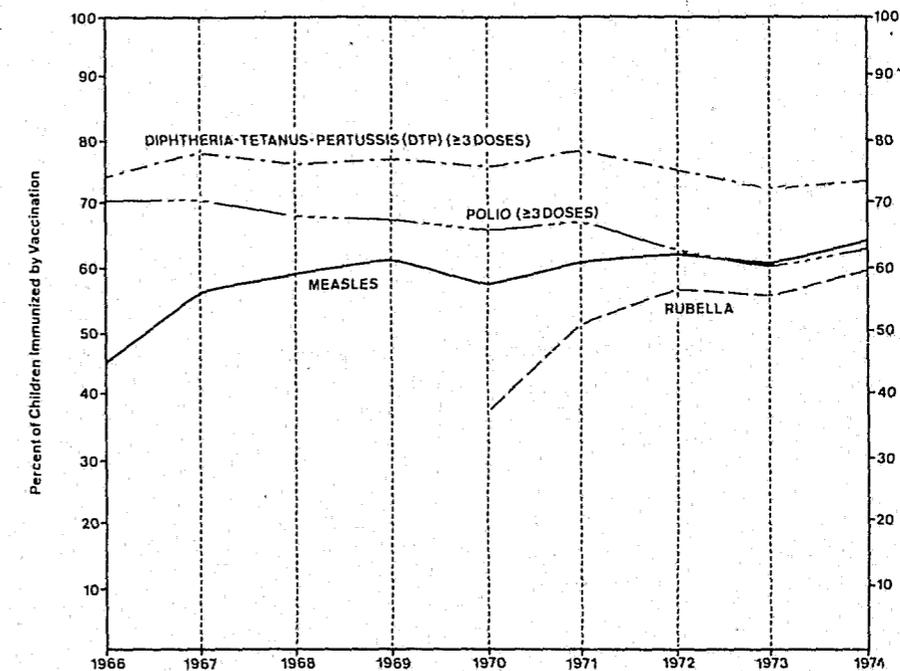


Figure 2.17 Major Immunizations for Children 1-4 Years Old: 1966 to 1974



1970's there was a decrease in polio immunizations, especially in low-income areas. The percentage of school children not immunized against polio reached its highest level since 1965. Although there was an increase in immunization against rubella between 1970 and 1972, the number of doses administered through public programs dropped by about 30% during the following year. Also, the number of doses of measles vaccine administered through public programs fell during this period, though by a smaller percentage, about 16%. Decreased emphasis on mass immunization and community programs resulted in inadequate immunization in poverty areas; efforts are being made to re-emphasize mass immunization programs. Mass immunizations against communicable disease are administered by Disease Control-Project Grants (13.268) with priority given to areas and populations with the highest incidence and prevalence of communicable diseases; \$6.2 million was expended for this purpose in FY '75.

Well-child clinics, pediatric clinics, immunization programs, and dental care projects are provided to children from low-income families by Maternal and Child Health Services (13.232). Family Health Centers (13.261) also provide low-income recipients with comprehensive health services; an estimated 105,000 people will receive services from its 30 projects.

Programs such as Indian Health Services (13.228), Migrant Health Grants (13.246), and the Appalachian Health Demonstrations (23.004) administer comprehensive health services to specific target populations.

The Early Periodic Screening, Diagnosis, and Treatment Program is a part of the Medical Assistance Program (13.714). Between February 1972 and September 30, 1974, approximately 1,881,000 children under 21 received services from the EPSDT program. The Center for Disease Control-Investigations, Surveillance, and Technical Assistance (13.283) will test 300,000 children in 35 to 40 project areas for poisoning from lead-based paint. This condition, a threat to children exposed to lead-based paint, is the focus of the Childhood Lead-Based Paint Poisoning Control program (13.266); an estimated 490,000 high-risk children were screened in FY '75. Of these children, approximately 73,000 had elevated blood levels and 24,800 children were treated. In addition to screening and treating children, this program provides for inspection of dwelling units of these children and subsequent reduction of the paint hazard.

In FY '75, approximately 21,000 homes were inspected, with hazard reductions accomplished in 9,500 units. The Urban Rat Control program (13.267) seeks to reduce health threats from rat infestations.

Other programs related to child health include Health Services Development-Project Grants (13.224), Office for Health Maintenance Organizations (13.256), Emergency Medical Services (13.284), Public Assistance-Maintenance Assistance (State Aid)(13.761), Maternal and Child Health Research (13.231) and Child Health Research (13.865).

APPENDIX IV:

YOUTH
EMPLOYMENT
PROBLEMS

This Appendix has been excerpted from a paper which summarizes an analysis of the youth employment situation, prepared in the Office of the Assistant Secretary for Policy, Evaluation and Research, U. S. Department of Labor. The analysis was completed a little more than a year ago and the data reflect what was available at that time. Although employment/unemployment statistics have changed, the analysis still appears to be valid.

The labor market experience of young people has been the subject of policy discussions for many years. These discussions have focused on several aspects of youth labor market experience in an attempt to define the problem. Initially concern centered on the high rate of unemployment. Later, the emphasis shifted to the lack of job preparation and occupational information for youth who enter the labor market with less than a college degree.

Most recently, there has been a growing consensus that improvement in the youth employment situation requires better relationships among the institutions involved with education and work.

ANALYSIS

The Department of Labor analysis indicates that there are problems with the quantity and quality of jobs available to young people during the early years of work--the so-called transitional years when young people move from school to work.

For the majority of young workers the problem is limited to quality. For a sizable and growing minority the problem is both quality and quantity. Both of these problems result in a less than satisfactory beginning in the labor market.

Concern has been expressed about the high unemployment rate for youth aged 16 to 19 which is over three times the rate for workers aged 20 and above. Moreover, as shown in Table 1, the proportion of unemployed workers who are youth has increased from 15.8 percent in 1955 to 28.5 percent in 1973.

Table 1. YOUTH UNEMPLOYMENT, 1955-1973

	1955	1960	1965	1970	1973
<u>Unemployment (millions)</u>					
Total, all workers	2.9	3.9	3.4	4.1	4.3
Unemployed youth (16-19)	0.4	0.7	0.9	1.1	1.2
Youth as % of total	15.8	18.5	26.0	27.0	28.5
<u>Unemployment rates (%)</u>					
Total, all workers	4.4	5.5	4.5	4.9	4.9
Youth (16-19)	11.0	14.7	14.8	15.3	14.5
Workers age 20 and over	3.9	4.8	3.6	4.0	3.8

SOURCE: 1973 Manpower Report of the President, Table A-6.

The unemployment rate of youth would appear to be a serious and growing problem. However, on closer examination, the problem is not as serious as depicted in Table 1. Over 70 percent of youth unemployment in 1973 is accounted for by young persons entering or reentering the labor force. Less than 17 percent of youth unemployment in 1973 is accounted for by young persons who were laid off. The unemployment of new entrants and reentrants to the labor force tends to be of short duration and is qualitatively different, from a personal and social perspective, than the unemployment of persons due to a job layoff. Table 2 presents the 1973 unemployment rates of youth and adult workers by reason of unemployment. Much, if not most, of the labor force mobility of teenagers, and to a lesser extent, women, is voluntary.

Table 2. UNEMPLOYMENT RATES IN 1973 BY REASON OF UNEMPLOYMENT

	TOTAL RATE	ENTRANTS & REENTRANTS	QUITS	LAYOFFS
Total, all workers	4.9	2.2	0.8	1.9
Youth aged 16-19	14.5	10.3	1.7	2.4
Males 20 and over	3.2	0.8	0.5	1.9
Females 20 and over	4.8	2.3	0.9	1.6

SOURCE: 1973 Manpower Report of the President, Table A-21.

The higher teenage unemployment rate, even after adjusting for labor force entry and reentry, reflects, in part, a life cycle phenomenon. Youths voluntarily experience different jobs to gain knowledge about employment opportunities and their own reaction to these opportunities. It is possible to design a more rational and efficient system to provide information about job opportunities. Such a system would be particularly helpful for the majority of new full-time labor force entrants, most of whom (80%) enter without a college degree and receive little or no career assistance in high school.*

An additional serious problem for this non-college majority is the quality of the early labor market experience. Jobs available to young people tend to be narrowly concentrated in low-paying, small, non-union firms that lack in-firm training and promotion chances. A study supported by the Department of Labor showed widespread exclusion of youth from career entry jobs, although there was no evidence of a relationship between age and job performance in 17 out of 20 industry/occupation groups.

This exclusion of most youth from career entry jobs appears to result from the isolation of three institutions: employers, schools and manpower agencies.

- o Employers generally are not in touch with the schools and simply do not know what youth can offer.

- o Schools, on the other hand, have avoided a job emphasis, providing little vocational counseling, or good occupational information or job placement assistance.

- o Manpower agencies provide little service to youth in school, even at the point when students are leaving high school and entering full-time work.

* On June 4, 1975, Secretary John Dunlop announced an operational 8-State Occupational Information Grants Systems Program to stimulate the development and distribution of good occupational information to young people.

In addition to this qualitative youth employment problem, there is a serious quantitative employment problem for black teenagers.* As shown in Table 3, the average annual unemployment rate for black teenagers almost doubled between 1955 and 1973. In 1955, the unemployment rate for black teenagers was almost twice the unemployment rate for blacks age 20 and over; in 1973 the unemployment rate for black teenagers grew to over four times that for older blacks. Teenagers accounted for 13 percent of black unemployment in 1955; by 1973 this had grown to 31 percent.

Table 3. BLACK TEENAGE UNEMPLOYMENT 1955-1973

	1955	1960	1965	1970	1973
<u>Unemployment (thousands)</u>					
Total, all black workers	601	787	676	752	894
Teenage blacks (16-19)	78	138	169	235	275
Teenagers as % of total	13.0	17.5	25.0	31.2	30.8
<u>Unemployment rates (%)</u>					
Total, all blacks	8.7	10.2	8.1	8.2	8.9
Teenage blacks	15.8	24.4	26.2	29.1	30.2
Blacks 20 and over	8.1	9.1	6.6	6.2	6.8

SOURCE: 1973 Manpower Report of the President, Table A-5.

* Although the preponderance of data reported in this paper deals with black teenagers, there is reason to believe that the youth employment problem in central cities and rural areas applies also to poor non-black teenagers.

The unemployment problem for black teenagers has worsened relative to white teenagers since 1955. In 1955, the ratio of black to white teenage unemployment was 1.5; by 1973 this ratio had grown to 2.4. The deterioration in the labor market situation of black teenagers cannot be explained by participation rates, which actually went down between 1962 and 1972. Nor can the black teenage unemployment situation, like the white, be explained by the entry and reentry pattern of a young student-dominated population.

The data do indicate, however, that there has not been a sufficient growth in youth employment in the areas where black youth are concentrated. By 1972 a majority of low-income blacks, aged 16-21, were living in central cities. However, between 1960 and 1970, the largest growth in youth jobs occurred outside of the central cities.

Looking ahead to the future, Table 4 contains projections of labor force growth between 1970 and 1985. While the total number of teenagers in the labor force in 1985 is projected to be less than were in the labor force in 1970, the number of black teenagers in the labor force is expected to grow by 34 percent between 1970 and 1985, with most of the growth occurring by 1975. As the size of the white teenage labor force levels off between 1975 and 1980, and diminishes between 1980 and 1985, the employment outlook for black teenagers should improve, provided that racial discrimination continues to decrease and black teenagers and job opportunities are within the same geographic labor market.

Table 4. PROJECTIONS OF LABOR FORCE GROWTH, 1970-1985

	(In Millions)				
	1970 actual	Projected		% inc. 1970-85	
	1975	1980	1985		
Total, all workers	85.9	92.8	100.7	107.2	24.7
Teenagers, total	7.6	8.2	8.3	7.4	-2.7
Black teenagers	0.8	1.1	1.2	1.1	33.8
White teenagers	6.8	7.1	7.1	6.3	-7.2
Workers 20+	78.3	84.6	92.4	99.7	27.4
Black 20+	8.7	9.6	10.9	12.3	41.5
White 20+	69.6	75.0	81.5	87.4	25.7

SOURCE: 1973 Manpower Report of the President, Table E-4

END