FY 1980 UPDATE

The Office of Juvenile Justice and Delinquency Prevention

6/6/85
The implementation of any public program involves making hard choices within limited resources. This brochure explains the choices we at the Office of Juvenile Justice and Delinquency Prevention have made in planning and implementing the program created by the Juvenile Justice and Delinquency Prevention Act of 1974. Just as importantly, the brochure describes the process we have used in making our choices. This process, we believe, provides a broad base of knowledge and support to our program.

During our first five years of operation, the Office — working with state and local governments — has made progress toward a fairer and more rational approach to juvenile justice. The brochure documents some of these achievements. During the years to come, the Office is committed to creating the conditions and environment in which young people can grow to become healthy, self-sufficient adults and in which society can lessen its concern and fear about juvenile delinquency and juvenile crime.

David D. West
Acting Associate Administrator
Office of Juvenile Justice and Delinquency Prevention
with the intent of the JJDP Act and that further OJJDP's goals and objectives.

The Act also assigns responsibility to OJJDP for coordinating and providing policy direction to all federal juvenile delinquency-related programs. Two groups created by the legislation play important roles in this effort. They are the Coordinating Council on Juvenile Justice and Delinquency Prevention and the National Advisory Committee for Juvenile Justice and Delinquency Prevention.

In addition, the Act created State Advisory Groups (SAGs) to advise the State Planning Agency, the Supervisory Board, the Governor, and the Legislature on juvenile justice issues.

In 1980, the Office has reached its five-year mark. Through a combination of federal, state, and local efforts, much progress has been made in achieving the juvenile justice reforms and policies set out by the Congress in the 1974 Act, including:

- Twenty-four states and territories have reported substantial compliance (75 percent reduction) or full compliance (100 percent reduction) in the number of juvenile status offenders or nonoffenders held in detention and correctional facilities. The Office expects a significant additional number will report substantial compliance before the end of calendar year 1979.
- Fifteen states have reported 100 percent compliance with the requirement to separate juvenile offenders from adult offenders in jails and correctional facilities. The remainder of the states have made progress in this area.
- A majority of the states have made or proposed legislative or regulatory changes that relate to the JJDP Act's requirement to deinstitutionalize status offenders and nonoffenders and to separate juveniles from adults in jails and correctional facilities.
- Almost 6,000 youth have been diverted from juvenile justice system processing through OJJDP's Special Emphasis Initiative on Diversion.
- A clearinghouse for information on juvenile justice and delinquency prevention has been established within the National Criminal Justice Reference Service.
- A center for juvenile justice and delinquency prevention training is under development to be funded in FY 1980.
- A set of standards for juvenile justice and delinquency prevention has been developed by the Subcommittee on Standards of the National Advisory Committee.

In continuing to carry out its responsibilities under the JJDP Act, the Office has outlined an FY 1980 program that requires it to assume a strong leadership role in the field of juvenile justice. The policies, programs, and goals the Office has adopted reflect the optimism with which OJJDP regards the future of all the children in the nation.

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**OJJDP Overview**

OJJDP, formally established on June 25, 1975, was created to provide a focal point for programs and policies relating to juvenile delinquency and juvenile justice.

The Act represented the first federal legislation to address the problem of juvenile crime in a comprehensive, coordinated way, providing for:

- Coordination of federal delinquency programs;
- Formula grants to states;
- Special Emphasis discretionary funds;
- Technical assistance to governmental and nongovernmental agencies;
- Research;
- Evaluation of juvenile justice programs;
- Training for juvenile justice practitioners and others;
- Development of standards for juvenile justice; and
- Dissemination of information on delinquency and juvenile justice programs.

The Office is organized into the Office of Programs and the National Institute for Juvenile Justice and Delinquency Prevention. In addition, the Office is responsible for the Concentration of Federal Effort, the staff of which reports directly to the OJJDP Administrator.

**Office of Programs**

The Office of Programs is made up of the Formula Grants and Technical Assistance Division and the Special Emphasis Division.

**Technical Assistance and Formula Grants.** The JJDP Act established the formula grants program for states and requires state submission of a comprehensive plan prior to funding. Funds are allocated annually on the basis of the relative population under age 18. For states to be eligible for funds, the Act requires that:

- Status offenders not be held in public or private juvenile detention and correctional facilities;
- Juveniles not be held in institutions where they have regular contact with convicted adults;
- States monitor such facilities to ensure compliance.

In FY 1979, 51 states and territories participated in the JJDP Act. States that did not participate include Nebraska, Nevada, Oklahoma, Wyoming, North Dakota, and South Dakota.

The Division also provides technical assistance to formula block grant states and territories and to grantees funded under the Special Emphasis
discretionary grant program. The Division also is authorized to provide assistance to governmental and nongovernmental agencies not supported by OJJDP funds.

**Special Emphasis.** The Office develops and supports discretionary grant programs targeted at specific problem areas relating to juvenile delinquency and juvenile justice. Special Emphasis initiatives have included Deinstitutionalization of Status Offenders, Prevention of School Crime, Diversion, Youth Skills Development, and Restitution by Juvenile Offenders.

**NIJJDP**

NIJJDP serves as the research and data collection arm of the Office. It conducts research into the problems of juvenile delinquency, evaluates juvenile justice programs, develops standards for the administration of juvenile justice, provides specialized training for personnel in delinquency and related fields, and collects, synthesizes, and disseminates delinquency-related information.

**Research.** The Institute conducts a broad range of basic research to add to the knowledge base regarding the causes and correlates of delinquency. NIJJDP research has focused on what promotes conforming behavior among youth, delinquency and learning disabilities, and delinquency and drug abuse, as well as a series of studies focused on serious juvenile crime in New York. The Institute has established four Assessment Centers that are responsible for the collection, assessment, and synthesis of research data, and for the preparation of reports on delinquency-related topics.

**Evaluation.** The Institute's evaluation activity is focused primarily on discretionary programs funded by OJJDP. The Institute generally funds an overall evaluation of the program area and individual evaluations of a selected number of individual projects within the initiative.

**Training.** Under the JJDP Act, the Institute is responsible for developing a training program for juvenile justice practitioners and others. The Institute has funded projects to train youth workers in delinquency prevention, a program of law-related education, and a program for persons engaged in deinstitutionalization of juveniles in Massachusetts.

**Standards.** The Institute has a continuing responsibility to assist in the development of standards for juvenile justice. The Institute provided staff support to the National Advisory Committee's Subcommittee on Standards, which developed a full set of standards consistent with the JJDP Act. The Office also provides support to the Institute for Judicial Administration/American Bar Association Juvenile Justice Standards Project.

**Information.** The Institute serves as the information collection, synthesis, and dissemination center for the Office. Collection and assessment of information is the responsibility of the Assessment Center Program, discussed above. There is one Coordinating Center and three topical centers, dealing with delinquent behavior and its prevention, the juvenile justice system, and alternatives to juvenile justice system processing. Each year, the Coordinating Center publishes an annual volume, Youth Crime and Delinquency in America, which includes information on the nature and extent of delinquency, justice system operations, and program information.

**Concentration of Federal Effort**

The Act assigns responsibility to OJJDP to coordinate all federal delinquency-related programs, to develop a yearly analysis and evaluation of these programs, and to develop a comprehensive plan for the federal delinquency prevention effort. In addition, OJJDP provides support to the Coordinating Council on Juvenile Justice and Delinquency Prevention and the National Advisory Committee for Juvenile Justice and Delinquency Prevention.

The Federal Coordinating Council is an independent organization within the Executive branch of the federal government. Chaired by the Attorney General, its members are the Secretaries of the Departments of Health, Education, and Welfare; Labor; and Housing and Urban Development; the Director of the Office of Drug Abuse Policy; the Commissioner of the Office of Education; the Director of the ACTION Agency; the Associate Administrator of OJJDP; the Deputy Associate Administrator of the NIJJDP; and other representatives as designated by the President. The Council is responsible for the analysis, coordination, and evaluation of all federal juvenile delinquency programs. The National Advisory Committee, composed of 21 private citizens appointed by the President, assists OJJDP to develop policy and is responsible for the development of standards for the administration of juvenile justice.
In developing and implementing OJJDP programs, the Office coordinates the functions of its different Divisions into an integrated whole. The Office uses a team approach to program development, with members of each Division as well as Division heads participating in decisions about issues to be addressed, program design, and implementation. The resources and expertise of each Division are then marshalled in a coordinated fashion to follow through on policy and program directions. This process has been praised by the Congress and followed as a model by other federal agencies in developing their own funding programs.

In deciding which issues to address — the first step toward developing a funding program — the Office considers the mandates of the JJDP Act, the evaluation results of prior programs, research findings, and the concerns of interest groups and the public.

Based on these inputs, the Office selects priority areas for funding and uses a team approach to program design. One Division within the Office is assigned lead responsibility for design, depending on the nature of the program.

As the design process gets underway, the Institute undertakes a data gathering effort to assess what is known in an area and to identify promising approaches. As the program takes shape, NIJJDP will also begin to design the evaluation objectives and strategy.

After the program is developed, guidelines are cleared internally and published in the Federal Register. Applications are reviewed competitively and grants awarded by the Office.

While the projects are underway, OJJDP provides technical assistance support to the grantees. This support is vital — it assists grantees during the difficult start up months and helps them to identify and overcome problems that could hamper successful project operation. During the program's operation, the Institute funds overall evaluations of the programs and selective evaluations of projects, results of which are funneled back into the overall planning process.
While maintaining the coordinated approach to program development described above, the Office is inaugurating several new approaches to policy development and planning. The importance of the issues facing the Office and the strictures of a budget require a tightening of methods used to choose, justify, coordinate, and focus OJJDP programs.

The approaches being developed by the Office are designed to obtain broad involvement by staff, outside groups, and citizens in setting policy, determining Office goals and priorities, and in developing program areas. Although avenues for this involvement were always open and available, the Office is now taking steps to regularize and institutionalize the process.

Within OJJDP, the Office has formed two teams to advise the Administrator of OJJDP: the Planning Team, which proposes and develops long- and short-range policy and programs and the Administrative Team, which coordinates Office management issues.

The Planning Team, composed of members from each Division in the Office, represents an attempt by OJJDP to move away from a hierarchical planning model to one that benefits from the broad scope of expertise and knowledge of OJJDP staff. The Team has undertaken an analysis of the Office’s mission and purpose and has set forth broad Office goals around which will be built objectives that will guide the course of future program and policy development. These are:

- To provide the resources, leadership, and coordination necessary to develop and implement effective methods of preventing delinquency and status offenses;
- To provide the resources, leadership, and coordination necessary to implement effective responses to deviant behavior that are alternatives to those of the juvenile justice system; and
- To provide the resources, leadership, and coordination necessary to improve the quality of the juvenile justice system.

The Administrative Development Team, also composed of members from each Office Division, has responsibility for maintaining an Office accountability system that will allow OJJDP to be more responsive to the Congress, to the LEAA Administrator, and to its constituents.

In addition to opening up the planning process within the Office, OJJDP is taking steps to involve external groups systematically in its planning and policy development process. Among the groups OJJDP hopes to involve are State Planning Agencies, State Advisory Groups, public interest groups, and citizens including youth and minorities. OJJDP hopes to hold a number of briefing sessions and conferences to receive the views and advice of these groups. In addition, the National Advisory Committee will hold a number of public hearings on issues of concern to the juvenile justice community. OJJDP recognizes that the input of these groups is vital to its ability to plan programs that respond to the needs of juveniles and the juvenile justice system. Their support is an integral part of a successful federal juvenile delinquency and juvenile justice program.
PLANS FOR FY 1980
In FY 1980, OJJDP will continue to award formula grants to the states, based on their relative populations under age 18.

Deinstitutionalization of status offenders and separation of juveniles from adult offenders are the major focus of state activities under the Act, and the major criteria required for state participation. States are required to monitor and report to OJJDP their progress in meeting the requirements of the Act.

During FY 1980, the states will monitor compliance with the requirement of deinstitutionalizing status offenders and nonoffenders from juvenile detention or correctional facilities based on the following OJJDP definition:

For the purposes of monitoring, a juvenile detention or correctional facility is:

(a) Any secure public or private facility used for the lawful custody of accused or adjudicated juvenile offenders or nonoffenders; or

(b) Any public or private facility, secure or nonsecure, which is also used for the lawful custody of accused or convicted adult criminal offenders.

States that have attained a 75 percent reduction in the number of institutionalized status offenders or nonoffenders are considered to be in substantial compliance with the requirements. In FY 1979, 24 states and territories reported that they achieved either substantial or full compliance. The number of states in compliance is likely to increase once final determinations are made based on the revised definitional criteria.

States are also required to assure that juveniles alleged or found to be delinquent not have "sight or sound" contact with adult offenders in any jail or correctional facility. Fifteen states in FY 1979 reported full compliance and many others reported substantial progress toward achieving this goal.

The Office plans to provide as much support as possible to states in their efforts to reach the levels of compliance required by the Act. In determining whether states remain in the program, OJJDP will conduct an analysis of each State's efforts to comply and make determinations on the state's continuing eligibility to receive JJDP funds based on activities and commitments that it has made financially, programatically, and legislatively.

Through a technical assistance grant, OJJDP has supported the states in their efforts to comply with the Act's mandates and to establish an adequate compliance monitoring system. A major focus of the technical assistance has been to facilitate an exchange of information between the states concerning monitoring practices and, particularly, techniques for involving citizens — including youth, juvenile advisory group members, and youth advocacy groups — in all aspects of monitoring. This assistance will continue in FY 1980.

The Office has developed a Monitoring Policy and Practices Manual that provides policy, guidelines, legal opinions, and other information to assist the states in meeting the deinstitutionalization and separation requirements. In addition, OJJDP has held a series of monitoring workshops to review with each state its monitoring report and to provide an opportunity for the states to discuss with Office staff their monitoring problems or questions. During FY 1980, OJJDP will issue a revised Monitoring Manual and will hold monitoring meetings with each individual state.

Within the states, a vital advisory role is played by the State Advisory Groups (SAGs). Almost all SAGs are involved in reviewing their state's JJDP Act plan. Some also review and comment on the State Crime Control Plan. A number of SAGs review applications for juvenile justice formula grants. Other activities include: (1) monitoring for quality of care; (2) standards and goals review; (3) monitoring for compliance; (4) providing technical assistance and training; and (5) lobbying.
Technical Assistance

Technical assistance support is a major OJJDP emphasis. This type of support can accomplish impressive results and turn failing programs into successful ones.

For FY 1980, OJJDP has established a technical assistance strategy that is built around the Office goal structure:

- To prevent the commission of delinquent acts and to alter traditional approaches toward status offenders and nonoffenders;
- To establish alternative responses to delinquent behavior for juveniles who have had official contact with the juvenile justice system; and
- To improve the administration of juvenile justice.

A technical assistance contractor is being assigned responsibility in each goal area and will provide assistance for all activities and grantees — whether funded by Special Emphasis or formula grant funds — in that area. Three major contracts will be awarded in FY 1980 to support this plan.

OJJDP Technical Assistance is available to all groups (public and private) and individuals involved in developing and implementing juvenile-related programs. However, grantees and others involved in programs related to the goal areas outlined above will receive priority. Specifically, technical assistance will be targeted in the following areas:

- Alternatives to secure confinement;
- Removing juveniles from adult jails and lockups;
- Maximum utilization of existing resources;
- Deinstitutionalization of status offenders and nonofficials;
- Legislative reform;
- Monitoring for compliance with the deinstitutionalization and separation requirements of the JJDP Act;
- Building community support for positive system change;
- Increased management capability; and
- Delinquency prevention.

To assist grantees and others working in Juvenile Justice and Delinquency Prevention, the Office, through its technical assistance program, has published a number of reports dealing with juvenile delinquency-related issues and program strategies. These are available by writing to OJJDP.
The JJDP Act requires the Office through its Special Emphasis program to develop and implement new approaches, techniques, and methods for preventing juvenile delinquency and improving the juvenile justice system.

During FY 1980, the Office will continue to provide funding to projects initiated in prior years under initiatives on Restitution, Youth Skills Development, and Prevention of School Crime.

The Office has also developed new discretionary initiatives that will be implemented in FY 1980:

- Project New Pride, which will support projects that use community-based treatment in lieu of incarceration for the treatment of more serious juvenile offenders;
- Alternative Education, a prevention program, which will support projects designed to promote institutional change in schools and provide alternative educational experiences for juveniles who have difficulty adjusting in traditional educational settings;
- Youth Advocacy, a prevention program, which will fund projects designed to end arbitrary decision-making on the part of institutions dealing with youth;
- Delinquency Prevention Research and Demonstration, which will fund projects to test organizational change approaches to prevent delinquency and provide technical assistance to states for initiating local prevention programs;
- Removal of Juveniles from Adult Jails and Lock-ups in Rural Communities, which will provide support to communities desiring to develop suitable detention, correctional, and shelter environments for juveniles;
- Serious Offender, which will focus on reducing juvenile crime and recidivism; and
- Capacity Building, which will fund valuable projects not specifically tied to a major initiative.

All OJJDP initiatives are competitive and are announced in the Federal Register. In addition, OJJDP will solicit applications for most of its initiatives by sending application packages to State Planning Agencies, units of local government, and private not-for-profit agencies.
During FY 1980, the emphasis of NIJJDP's operations will shift away from basic research toward a program geared more to operational goals. In prior years, the Institute directed much of its attention to start-up of the research effort. Current and projected activities focus more on secondary analysis of research findings, on implementation of an expanded training program, and on development of more sophisticated mechanisms to disseminate delinquency-related research and program information.

In FY 1980, the Institute plans to continue many of the activities it began in earlier years — the Assessment Centers; evaluation of the Restitution Program; research into sexual abuse and drug use; study and development of standards for police handling of youth; and training for juvenile court judges. The Institute also anticipates several new programs: to evaluate three Special Emphasis programs — Youth Advocacy, New Pride, and Alternative Education; to conduct research on delinquency and justice system process pertaining to Native Americans; and to establish model juvenile court procedures in delinquency processing and a model statute for deinstitutionalization.

Two additional new efforts represent significant developments for NIJJDP. First, the Institute plans to develop a Training Center to serve as the center point for development of training materials for the juvenile justice community. And, second, the Institute is funding a Clearinghouse for all juvenile justice materials as a separate entity within the National Criminal Justice Reference Service.

**Program Development Profile**

**Planning OJJDP Prevention Programs**

Many federal — and nonfederal — programs pay lip service to the need for coordinated planning and program development. In OJJDP, this kind of coordination forms the backbone of program development, implementation, and followup. The planned FY 1980 initiatives to prevent juvenile delinquency are a good example of this model in action.

The JJDPA Act provides a clear mandate to the Office to assume leadership in planning and programming to prevent delinquency. To give direction to this effort, OJJDP has attempted systematically to develop a sound basis on which to make choices about promising prevention approaches.

Through the NIJJDP Assessment Center on Delinquency Prevention and the Westinghouse National Issues Center, OJJDP's delinquency prevention technical assistance contractor, the Office has developed a conceptual framework for prevention programming. This framework builds on findings that the organized social environment is the primary factor influencing both delinquent and law-abiding behavior. To reduce delinquent behavior, these arrangements and processes that generate delinquent behavior should be altered. The most fruitful areas for delinquency prevention initiatives, therefore, are education, work and community service, and their interactions with each other and families.

Based on these findings, the Office has planned a major Prevention Research and Demonstration Program designed to:

• Make awards to public and private agencies to test organizational change approaches to prevent delinquency in up to 10 jurisdictions; and
• Provide technical assistance to states in planning for initiating local prevention programs involving schools, employment agencies, youth, and their families.

To guide the design of these promising program directions, the Office has published *Delinquency Prevention: Theories and Strategies*, a volume that will be used to focus OJJDP's delinquency prevention program efforts and to develop policy with other federal agencies around prevention issues.

The Office has assigned lead responsibility to NIJJDP for planning and implementing the research component of this program; significant support will be provided by the other Office Divisions, which will participate in a Prevention Task Group to develop program parameters and strategies.

In addition to the Research and Demonstration Program, the Office is also planning prevention programs in the areas of Alternative Education
and Youth Advocacy. The programs have also been developed using the coordinated office approach to planning and implementation.

Technical assistance will support the entire Office program and strategy for delinquency prevention. The Office has awarded a contract to provide support during the pre-award and implementation phases of these programs to ensure continuity.

The Coordinating Council will play an increasingly important role in implementing OJJDP's prevention strategy. During FY 1980, OJJDP, working with the Council, will analyze delinquency prevention opportunities in other federal agencies and assess how they relate to OJJDP's conceptual prevention framework. This process should lead to a common federal delinquency prevention policy — agreed upon by all relevant agencies — and to a program of joint local demonstration projects to be funded in FY 1981.

During FY 1979, OJJDP greatly expanded its efforts to coordinate federal juvenile delinquency programs and has more explicitly defined its leadership role in this area.

OJJDP has assumed a more active role with regard to the Federal Coordinating Council and has proposed to the Council a course of action to strengthen its involvement in juvenile justice. In September 1979, the council adopted a workplan that sets forth the following tasks:

- Conduct reviews and make recommendations regarding federal juvenile delinquency policy, objectives, and priorities;
- Coordinate federal juvenile programs in accordance with established policy;
- Provide input, conduct reviews, and make recommendations on the Annual Analysis and Evaluation required by the JJDP Act;
- Make annual recommendations to the Attorney General and the President with respect to the coordination of overall policy and development of objectives and priorities for all federal juvenile delinquency programs and activities;
- Conduct reviews of the programs and practices of federal agencies and report on the degree to which federal agency funds are used for purposes that are consistent or inconsistent with the mandates of the JJDP Act;
- Conduct reviews and make recommendations to OJJDP with respect to the annual delinquency development statements submitted by federal agencies to the Council as required by the Act;
- Conduct reviews and make recommendations regarding joint funding
of proposals involving OJJDP and other federal agencies; and

- Conduct reviews and make recommendations to OJJDP regarding OJJDP's annual program plan for Concentration of Federal Efforts.

   In addition, in FY 1980 OJJDP will provide staff and contractor support to the Coordinating Council.

During FY 1980, the National Advisory Committee will also step up its involvement in determining federal juvenile delinquency program policies and priorities. In addition to its regular duties, the Committee has been asked by OJJDP to become an active participant in program and policy development through involvement in OJJDP's Planning Team. A representative of the Committee will be invited to take part in each meeting of the Team as an active member. OJJDP will also continue to provide staff and contractor support to the Advisory Committee.

As part of its ongoing effort to coordinate federal delinquency-related programs, OJJDP will continue to fund the National Academy of Sciences' national examination of policies that impact on the rights of youth and to support the Homeless Youth Project through an interagency agreement with the Department of Health, Education, and Welfare. The Office will also take part in the Interagency Task Force on Youth Employment.

If you are interested in knowing more about the Office of Juvenile Justice and Delinquency Prevention or if you would like to receive Office publications, please write:

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