



**2001 Report to Congress**

***Title V Community Prevention  
Grants Program***



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

# Office of Juvenile Justice and Delinquency Prevention

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

OJJDP sponsors a broad array of research, demonstration, and training initiatives to improve State and local juvenile programs and to benefit private youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

## **Research and Program Development Division**

develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies the pathways to delinquency and the best methods to prevent, intervene in, and treat it; and analyzes practices and trends in the juvenile justice system.

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

**Special Emphasis Division** provides discretionary funds to public and private agencies, organizations, and individuals to develop and support programs and replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as mentoring, gangs, chronic juvenile offending, and community-based sanctions.

**State and Tribal Assistance Division** provides funds for State, local, and tribal governments to help them achieve the system improvement goals of the JJDP Act, address underage drinking, conduct State challenge activities, implement prevention programs, and support initiatives to hold juvenile offenders accountable. This Division also provides training and technical assistance, including support to jurisdictions that are implementing OJJDP’s Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.

## **Information Dissemination and Planning Unit**

produces and distributes information resources on juvenile justice research, statistics, and programs and coordinates the Office’s program planning and competitive award activities. Information that meets the needs of juvenile justice professionals and policymakers is provided through print and online publications, videotapes, CD-ROMs, electronic listservs, and the Office’s Web site. As part of the program planning and award process, IDPU identifies program priorities, publishes solicitations and application kits, and facilitates peer reviews for discretionary funding awards.

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

**Child Protection Division** administers programs related to crimes against children and children’s exposure to violence. The Division provides leadership and funding to promote effective policies and procedures to address the problems of missing and exploited children, abused or neglected children, and children exposed to domestic or community violence. CPD program activities include supporting research; providing information, training, and technical assistance on programs to prevent and respond to child victims, witnesses, and their families; developing and demonstrating effective child protection initiatives; and supporting the National Center for Missing and Exploited Children.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent and respond to juvenile offending and child victimization. OJJDP accomplishes its mission by supporting States, local communities, and tribal jurisdictions in their efforts to develop and implement effective, multidisciplinary prevention and intervention programs and improve the capacity of the juvenile justice system to protect public safety, hold offenders accountable, and provide treatment and rehabilitative services tailored to the needs of individual juveniles and their families.

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

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# Foreword

Since 1994, OJJDP's Title V Community Prevention Grants Program has supported more than 1,200 communities across America in their efforts to prevent delinquency and help youth become responsible, productive adults.

Established by Congress in its 1992 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974, the Title V Program offers communities the framework, tools, and funding they need to reduce juvenile crime through comprehensive, effective delinquency prevention strategies. By focusing on front-end risk and protective factors, these strategies can reduce the expense of such back-end costs as enforcement, treatment, and corrections.

Three factors have emerged as hallmarks of effective Title V initiatives:

- ◆ **Building broad-based community representation.** Communities reap greater benefits when prevention planning involves not only a comprehensive array of youth-serving agencies and organizations but also parents, youth, and faith-based institutions.
- ◆ **Integrating local prevention efforts.** Communities that successfully integrate existing prevention efforts—regardless of funding source—into a single, comprehensive system can maximize resources, target multiple problem areas, and enhance service delivery.
- ◆ **Leveraging resources.** The ability to identify and cultivate sources of funding that will sustain prevention strategies and program activities is critical to long-term success.

These hallmarks are the focus of this *2001 Report to Congress*, which describes the experiences and accomplishments of communities and states implementing the Title V Program. The report cites many examples of effective Title V initiatives and offers insights from the communities implementing them. The report also looks to the future, outlining the next steps in delinquency prevention.

The ingenuity and determination of local communities, and the spirit and commitment of their citizens, lie at the heart of the Title V Program's progress to date. More work lies ahead, and OJJDP looks forward to continuing its collaboration with federal, state, and local partners to secure a better future for our nation's youth.

**J. Robert Flores**

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Office of Juvenile Justice and Delinquency Prevention

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# Table of Contents

<b>Foreword</b> .....	i
<b>Introduction</b> .....	1
<b>I. The Importance of the Title V Community Prevention Grants Program</b> .....	3
1. Overview of the Title V Community Prevention Grants Program.....	3
2. Characteristics of Successful Title V Community Prevention Grants Program Communities .....	8
<b>II. Federal Resources for Effective Planning and Implementation</b> .....	11
1. Federal Allocations of Title V Funds.....	11
<b>III. Preparing Title V Communities for Future Success</b> .....	17
1. Maintaining Broad-based Community Representation .....	17
2. Integrating Local Prevention Efforts.....	20
3. Leveraging Resources and Sustaining Programs .....	23
<b>IV. Coordination of Federal Efforts in Delinquency Prevention</b> .....	27
1. Preventing Youth Drug and Alcohol Use .....	27
2. Preventing Youth Involvement with Gangs and Guns.....	28
3. Strengthening the Link Between Child Abuse and Neglect and Juvenile Delinquency .....	30
<b>V. Next Steps in Delinquency Prevention</b> .....	33
<b>For Further Information About the Title V Community Prevention Grants Program and Other OJJDP Programs</b> .....	37

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# Introduction

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

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

The *2001 Report to Congress* begins with an overview of the Title V Community Prevention Grants Program structure, funding, and training. This chapter also presents an overview of three characteristics important to current and future Title V subgrantees. These characteristics, if incorporated into local prevention initiatives, will ensure that Prevention Policy Boards are well positioned to plan and direct community-wide prevention efforts, experience an increased capacity to effectively and efficiently use prevention resources, and realize long-term changes in risk and protective factors. The second chapter provides an update on the Federal allocation of Title V resources, including the FY 2001 Federal allocation and State and local subgrant awards. The third chapter examines the status of Title V communities nationwide in relation to the three characteristics described in Chapter 1: broad-based community representation; integrating prevention efforts; and leveraging additional resources critical to sustainability. The fourth chapter presents evidence to support our commitment to facilitate collaboration and coordination, and provide leadership and support at the Federal level for delinquency prevention. The final chapter provides our plans for supporting Title V communities in years to come.

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# I. The Importance of the Title V Community Prevention Grants Program

Since 1994, the Title V Community Prevention Grants Program<sup>1</sup> has been a leading model of research-based comprehensive community initiatives. As the number of Federal, State, and privately funded community-based prevention initiatives that follow a model similar to the Community Prevention Grants Program continues to increase, it is important to recognize why the Program remains an important avenue for the support of prevention efforts by States and communities nationwide.

The Community Prevention Grants Program integrates six fundamental principles—comprehensive and multidisciplinary approaches, research foundation for planning, community control and decision making, leveraging of resources and systems, evaluation to monitor program progress and effectiveness, and a long-term perspective—to form a strategic approach to reducing juvenile delinquency. A major impetus behind the development of the Community Prevention Grants Program was the acknowledgement that local jurisdictions had been paying the expensive “back-end” costs of the juvenile justice system—enforcement and treatment—and, in the process, depleting funds that could otherwise be used to support prevention activities. Without an infusion of money from alternative sources that could be applied to the “front end” of the system, cities and counties became entangled in a cycle whereby cost effective opportunities to prevent crime and avoid justice system involvement were lost. Through OJJDP’s commitment to sponsor training, provide funding and technical assistance, and disseminate publications about the Community Prevention Grants Program, communities are learning about the benefits of delinquency prevention and buying into the ideas of collaborative community-based delinquency prevention.

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<sup>1</sup> In this Report, the Title V Community Prevention Grants Program is referred to, interchangeably, as Title V, the Community Prevention Grants Program, and the Program.

This chapter begins with an overview of the Title V Community Prevention Grants Program structure, funding, and training. It continues with an overview of three characteristics that are important for communities to adopt as they move forward with their Title V initiatives: broad-based community representation, integrating local prevention efforts, and leveraging resources and sustaining programs. The overview of each characteristic includes a discussion of how the Title V Community Prevention Grants Program helps communities achieve these goals with their prevention initiatives.

## 1. Overview of the Title V Community Prevention Grants Program

The Community Prevention Grants Program provides States and communities with both the guiding framework and funding for reducing risk factors, increasing protective factors, and decreasing the occurrence of juvenile problem behaviors. The structure and funding guidelines, as set forth in the final Program Guideline in the *Federal Register*, August 1, 1994 (Volume 59, Number 146), include the key principles and grant award process of the Community Prevention Grants Program. Specifically, the structure authorizes the State Advisory Groups (SAGs) to approve the award of grant funds to units of local government and allows broad discretion in applying funds toward community-based prevention activities. In addition to providing grants, OJJDP provides training and technical assistance to States to help them adapt the Program Guideline to their local context, and to communities to build their capacity in prevention planning and implementation.

## Community Prevention Grants Program Structure

The Community Prevention Grants Program structure is designed to provide communities with a guiding framework for building healthy communities in an



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objective, systematic, and comprehensive manner. The Program integrates the following six underlying principles:

- ◆ *Community control and decision making*—The Community Prevention Grants Program enables local jurisdictions to assess their own delinquency prevention needs and resources and design appropriate, sustainable delinquency prevention initiatives that fit local conditions.
- ◆ *Comprehensive and multidisciplinary approaches*—To increase the efficacy of delinquency prevention efforts and reduce duplication of services, the Program requires that each community designate a Prevention Policy Board (PPB), a multidisciplinary planning board including representatives from law enforcement, juvenile justice, education, recreation, social services, private industry, health and mental health agencies, churches, civic organizations, and other youth and family service organizations.
- ◆ *Research foundation for planning*—The Program promotes a rational framework for responding to adolescent problem behaviors that is based on decades of delinquency prevention research. Through systematic risk assessments and ongoing data collection activities, communities gain skills in identifying and prioritizing areas of risk that warrant delinquency prevention resources and tracking the outcomes of their delinquency prevention efforts.
- ◆ *Leverage of resources and systems*—While some subgrant awards are relatively small, this seed money can provide the program experience and success necessary for local jurisdictions to secure additional funding and implement sustainable delinquency prevention systems in their communities. The Program requires a local resource assessment, which identifies duplication in services, program gaps, and opportunities for service integration.
- ◆ *Evaluation to monitor success*—At the local level, requisite program evaluation activities enable stakeholders to assess progress, refine their programs, and optimize effectiveness over time. In the Title V training, community members receive the tools needed to assess program outcomes and monitor long-term changes in the prevalence of risk factors and juvenile problem behaviors in the community.

- ◆ *Long-term perspective*—This Program does not propose quick-fix solutions to complicated juvenile problems, but rather has adopted a long-term perspective that fosters positive, sustained community change.

## **Community Prevention Grants Program Funding**

The growing body of literature on effective strategies to address delinquency prevention influences not just the Community Prevention Grants Program structure but also its funding guidelines. In keeping with its commitment to local control for delinquency prevention planning and implementation, OJJDP allows broad discretion to utilize the funding to support locally defined programs and initiatives. This section describes the process by which Community Prevention Grants Program funds are allocated by OJJDP to States and territories to support community-based delinquency prevention efforts.

### **The Allocation of Community Grants Program Funds**

All States, U.S. territories, and the District of Columbia may apply for Title V funds provided they have a State agency designated by the chief executive under Section 209(c) of the JJDP Act and a State Advisory Group (SAG). Title V grant awards are based on a formula derived from the State's population of juveniles younger than the maximum age allowed for original juvenile court delinquency jurisdiction, with a minimum award level of \$100,000 for States and \$33,000 for territories, with the exception of Puerto Rico, which receives an amount based on its juvenile population.

The SAG, in consultation with the State agency, awards subgrants to units of local government<sup>2</sup>

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<sup>2</sup> A unit of local government is defined as any city, county, town, borough, parish, village, or other general purpose political subdivision of a State and any Indian tribe that performs law enforcement functions and any law enforcement district or judicial enforcement district that (i) is established under applicable State law; and (ii) has the authority to, in a manner independent of other State entities, establish a budget and raise revenues. Parish sheriffs' departments and offices of district attorneys in Louisiana are therefore considered units of local government at the parish level and are eligible to apply to their State agency for Title V funds.

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through a competitive process. Because States have broad discretion in applying Title V funds to prevention activities, the competitive process may differ from State to State. Eligibility requirements, however, must be consistent across all States as outlined in the *Federal Register*.

To be eligible to apply for a Community Prevention subgrant from the State, an applicant must:

- ◆ Meet the definition of a unit of local government.
- ◆ Receive SAG certification of compliance with the JJDP core requirements, which requires deinstitutionalization of status offenders from secure detention, sight and sound separation of juveniles held in secure facilities, removal of juveniles from secure custody in adult jails and lockups, and efforts to address the disproportionate confinement of minority juveniles in secure facilities.
- ◆ Convene or designate a local Prevention Policy Board comprising 15 to 21 representatives from various community sectors that provide services for children, youth, and families.
- ◆ Submit a 3-year, comprehensive, risk- and protection-focused delinquency prevention plan to the State.
- ◆ Secure a 50-cents-on-the-dollar match, either cash or in-kind, of the subgrant award amount, if not provided by the State.

SAGs are authorized to establish additional eligibility criteria for subgrant awards based on need (e.g., jurisdictions with above average juvenile crime rates) or other related criteria.

### **Support for Local Communities to Apply for and Implement the Community Prevention Grants Program**

To support communities in the Title V grant application process, OJJDP provides training on community mobilization, collection and analysis of community data, and prevention plan and program development, including how to select research-based effective or promising prevention strategies to meet the needs of each applicant community. Training and technical assistance tools are available to assist communities through each step of the Community

Prevention Grants Program planning and implementation process to support and enhance delinquency prevention.

### **Training and Technical Assistance: The Title V Training Curriculum**

In conjunction with the Title V grant award structure and funding process, OJJDP continues to provide training and technical assistance to help States and communities build their capacity to plan and implement effective prevention strategies. Technical assistance and training are available up-front (pre-grant award) to assist potential Title V grantees to develop the knowledge and skills necessary to successfully negotiate each key stage of the comprehensive, risk- and protection-focused planning process. Ongoing technical assistance and training also are available to ensure that Title V grantees have the skills necessary to successfully implement and monitor their delinquency prevention strategies.

A core component of this training and technical assistance is the Title V training curriculum. OJJDP awarded a contract to a new Title V training and technical assistance provider, Development Services Group, Inc. (DSG), on April 1, 2000. Since then, DSG has developed a new training curriculum that emphasizes theory-based and evidence-driven planning. The curriculum presents an integrated, balanced approach to community prevention planning that combines risk-focused prevention with community asset building.

To enhance the capacity of communities to formulate and implement locally driven comprehensive delinquency prevention plans, OJJDP makes training and technical assistance (TA) available through DSG. The training curriculum provides detailed information regarding the requirements for Title V subgrant applications (as outlined in the *Federal Register*) and the tools and instruments community prevention planning teams need to use during and between training sessions to fulfill these requirements. These user-friendly, locality-specific tools help communities focus on collecting local risk and protective factor data and selecting research-based strategies based on their local needs.

The curriculum includes three training sessions offered to communities interested in applying for

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Title V funds: Community Team Orientation Training, Community Data Collection and Analysis Training, and Community Plan and Program Development Training. Each training session is explained in detail below.

The first training, Community Team Orientation, is conducted in each community interested in applying for Title V funds. The goal of the half-day training session is to bring together key local leaders and all members of the PPB to provide an overview of the Title V model: team building and mobilizing and sustaining a community planning board; delinquency theory and prevention models; assessing community readiness and commitment to prevention; and collecting State and local risk and protective factor indicator data. This year, 605 participants representing 56 communities from 11 States and territories have received the Community Team Orientation Training.<sup>3</sup>

To assist communities with their data collection activities, DSG developed a *Community Data Collection Manual*, which is given to participants at the first training. The *Manual* provides detailed information on 19 risk factors and 15 protective factors, including definitions and data sources on more than 115 indicators. The *Manual* also provides national-level trend information on risk factor indicators that assists communities in the data collection process.

The Community Data Collection and Analysis Training is the second in the training series. This 2-day training is delivered statewide or regionally for geographically spreadout and large States. During the training session, teams of four to six members from communities that were represented at the first training bring with them the data they have collected in the interim. During these sessions, participants review, analyze, interpret, prioritize, and present the collected risk and protective factor data. In addition, communities learn how to assess their resources, identify gaps in these resources, and craft a community profile and assessment report, which forms the basis of the Title V 3-year comprehensive delinquency prevention plan. This year, 228 participants representing 74 communities from 10

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<sup>3</sup> The numbers of training sessions reported in 2001 include those conducted August through December 2000.

States have received the Community Data Collection and Analysis training.

To assist communities with selecting research-based prevention strategies, DSG has written the *Promising and Effective Programs (PEP) Guide*, which is provided to training participants during the second training. The *PEP Guide* provides:

- ◆ *An overview of 20 types of prevention programs that have been categorized into highly effective, effective, and promising based on stringent research criteria.*
- ◆ *A state-of-the-art literature review in each of these areas.*
- ◆ *One-page fact sheets on more than 80 programs that provide detailed information on each program's activities, evaluation findings, risk and protective factors, and contact information.*

The third training, Community Plan and Program Development, centers on the development of the 3-year comprehensive delinquency prevention plan. Taught statewide, this 1-day training session accommodates multiple teams of six to eight participants representing critical sectors of their community. The session focuses specifically on developing each community's plan through a straightforward guide, which presents step-by-step instructions on plan completion. Teams are taught to select research-based effective and promising prevention strategies, assess the suitability of programs for their community, design an evaluation plan, and develop measurable goals, objectives, and a timetable for implementation in their community. This year, 116 participants representing 32 communities from seven States have received the Community Plan and Program Development Training.

OJJDP also is proactive in meeting the specific needs of States and communities. For example, when a State or community has specific technical assistance needs, or if the series of three training sessions does not fit a State's particular funding cycle, customized training and technical assistance are offered. This training often consists of providing a condensed version of the three training sessions to representatives of such groups as State Advisory Groups (SAGs), Boys & Girls Clubs, and county

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agencies. In addition, DSG provides presentations of varying lengths for State Juvenile Justice Specialists (JJ Specialists), State Title V Coordinators, the Coalition for Juvenile Justice, SAG members, practitioners, and researchers. DSG also provides telephone technical assistance to community representatives. Nearly 300 participants have taken part in these activities this year.

To ensure the appropriateness of the training content and the effectiveness of the trainers, each training session is evaluated. Specifically, sessions are evaluated based on participant satisfaction scores. These scores are derived from a composite measure based on two 5-point scales. The first scale assesses each participant's degree of satisfaction with each training module on a scale from 1 (indicating the lowest possible score) to 5 (indicating the highest possible score). The second measures each participant's assessment of trainer skill areas, including the extent to which the trainer was knowledgeable in relevant content areas; answered questions clearly and completely; gave clear instructions for each exercise; and was well-prepared and organized. Once data are gathered, they are entered into a database and analyzed. The analysis produces an overall score for both the training curriculum and each trainer. Based on a 5-point scale (where 5 indicates the highest possible score), evaluation scores for the Community Team Orientation Trainings in 2001 ranged from 4.07 to 4.43, with an average rating of 4.25. For the Data Collection and Analysis Training, scores ranged from 4.00 to 4.48, with a mean score of 4.26; and for Community Plan and Program Development Training, scores ranged from 4.07 to 4.29, with a mean score of 4.21. The overall trainer evaluation score was 4.62. The evaluation findings are used for curriculum enhancement and trainer performance review.

In another effort to improve the effectiveness of the Title V training, DSG conducted regional focus groups of JJ Specialists and Title V Coordinators to obtain their input and feedback on the training series, and continually enhances the training in response to suggestions from the field. In addition, DSG maintains a Title V listserv that facilitates communication between OJJDP, JJ Specialists, and State Title V Coordinators. In October 2001, DSG conducted a "training-of-trainers" to increase its pool

of certified trainers to more than a dozen. Trainers come from eight States and Puerto Rico, and offer geographic, linguistic, and ethnic diversity. DSG also is currently developing a "training-of-trainers" to enhance the capacity of State-level staff, including JJ Specialists and State Title V Coordinators, to assist local Title V subgrantees to maintain their PPBs, evaluate their prevention activities, and sustain their programs after Title V funding ends. The curriculum will be offered to States in 2002 and 2003.

OJJDP also provides other technical assistance to States and communities on an as-needed basis. Title V subgrantees can access training on a variety of interest areas and technical topics through their OJJDP State Representative. Technical assistance activities under this vehicle include helping to strengthen a community's conceptual understanding of risk- and protection-focused prevention; familiarizing State Agency or SAG members with the Title V approach; teaching community members how to maintain and build upon existing collaborative relationships; and helping with more technical aspects such as evaluation design and implementation.

DSG also produces a Title V newsletter, *Community Prevention: Title V Update*. Each issue of the newsletter, which is sent to all State Juvenile Justice Specialists, Title V Coordinators, existing Title V subgrantees, and also distributed at Title V training sessions to potential subgrantees, focuses on a different theme. In 2001, DSG developed an issue on sustaining projects after Title V funding ends, a topic that is of great interest to all Title V subgrantees. Future issues will include working effectively with Prevention Policy Boards and evaluating Title V projects. The newsletter also contains useful information on the Title V training process, availability of technical assistance, and other useful resources. To disseminate this information in a timely and efficient manner, DSG maintains a database of all current Title V subgrantees, which is updated annually. The database is used to produce the mailing list for the Title V newsletter and to send out relevant funding information to the field.

In line with its ongoing commitment to research and evaluation, OJJDP also provides evaluation technical assistance to subgrantees through its *Title V Community Self-Evaluation Workbook (Workbook)*.

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Published in 1995, the *Workbook* provides communities with the framework and tools they need to collect data on their delinquency prevention goals and objectives and to measure their progress in decreasing risk factors, enhancing protective factors, and improving community conditions. The *Workbook* consists of easy-to-complete forms and step-by-step instructions that guide communities through evaluation activities designed specifically around the Title V prevention model. The *Workbook* also provides information about how to analyze and use evaluation data to improve program operation and youth services. Training on the *Workbook* is also available to Title V subgrantees and can be accessed through the OJJDP State Representative.

Across the country, thousands of community members have learned the value of risk-focused, comprehensive delinquency prevention planning. As they have used available technical assistance and funding opportunities to become more proficient in implementing this approach, communities have embraced the Community Prevention Grants Program as a strategic approach to reducing juvenile delinquency. The model provides a sound framework for its practical application and the tools necessary (e.g., funding, training, and technical assistance) for effective implementation at the local level. It helps to foster community change by providing States and communities with opportunities to:

- ◆ Bring together multiple players and perspectives within a community to address that community's specific problems and identified risk and protective factors.
- ◆ Coordinate and integrate simultaneous prevention efforts related to delinquency prevention, youth development, and family strengthening.
- ◆ Create a structure to sustain youth program resources and identify long-term funding opportunities.

These characteristics of the Community Prevention Grants Program, which are emerging as key features of successful delinquency prevention initiatives, are the focus of the following section.

## 2. Characteristics of Successful Title V Community Prevention Grants Program Communities

After eight years of Community Prevention Grants Program monitoring, it is clear that many communities have been successful in implementing the Title V model. New information emerging from the Community Prevention Grants Program and from communities implementing other Comprehensive Community Initiatives (CCIs)<sup>4</sup> reveals several characteristics that communities will have to adopt if they want to continue to create successful prevention initiatives. These characteristics include the ability to maintain broad-based community representation, integrate local prevention efforts, and leverage resources to sustain prevention strategies and program activities.

The outlook for community-based prevention initiatives includes an environment of multiple stakeholders, changes in funding requirements, and shifting priorities. In response, the Community Prevention Grants Program communities will have to be more broad-based, achieve more service integration, and place more emphasis on the sustainability of their prevention activities. By incorporating these characteristics into their prevention initiatives, Community Prevention Grants Program communities will have PPBs that are better positioned to plan and direct community-wide prevention initiatives, an increased capacity to use prevention resources effectively and efficiently, and the ability to realize long-term changes in their risk and protective factors.

These “characteristics of success” for Title V communities are the focus of this year’s Report to Congress. This section provides an overview of each issue, how the factor is supported by the Community Prevention Grants Program model, and the

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<sup>4</sup> Comprehensive Community Initiatives are comprehensive in simultaneously addressing multiple and interrelated causes rather than focusing on a single cause. They also bring together a broad base of multidisciplinary partners to address the problem from multiple standpoints. In addition, CCIs seek to empower communities to promote and sustain change (Aspen Institute, 1997).

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importance of each issue to the future success of Title V communities.

### **Broad-based Community Representation**

The future success of community-based prevention initiatives will hinge on the ability of PPBs to truly reflect the broad range of leadership in their communities. While social service organizations, including juvenile justice, youth, and family-focused organizations, often form the core membership of PPBs, many in the field are also recognizing the importance of including community leaders from other sectors. While OJJDP has always encouraged the participation of faith-based organizations, as well as youth and parents, on community PPBs, sometimes community representatives are unsure about how to recruit and engage these groups in community planning efforts. Nevertheless, if local PPBs intend to represent all community sectors, they will need to engage in more outreach to faith-based organizations, because of their strong community connections, and to youth and parents, who bring an important perspective as the primary consumers of prevention services.

A broad-based community board can play a role in the ultimate success of the Community Prevention Grants Program activities. Communities are also recognizing that other sources of prevention funding are increasingly being targeted to communities with existing community planning boards. A representative PPB, therefore, has the potential to increase the overall level of community prevention efforts by serving in a capacity beyond the Community Prevention Grants Program in the development or administration of other prevention activities.

Broad-based community representation in delinquency prevention initiatives, as previously noted, has always been a key principle of the Community Prevention Grants Program. By requiring communities to form a PPB or, where possible, utilize an existing community board, the Community Prevention Grants Program engages community leaders throughout the process of delinquency prevention planning and implementation in activities such as strategic planning, policy direction, and community mobilization for delinquency prevention.

PPBs that are able to connect with new stakeholders will continue to be relevant bodies for directing and implementing community changes. Those that are unable to do so may find themselves lacking the formal and informal leadership necessary to achieve success in their prevention initiatives.

### **Integrating Local Prevention Efforts**

A factor in the future success of Title V communities is the ability to integrate all existing community prevention efforts, regardless of funding source, into one comprehensive system of support. In the last 10 years, with the increased emphasis at the Federal and State levels on the development of comprehensive, collaborative prevention strategies, communities have been eligible for a variety of collaborative program funding to prevent and reduce delinquency-related problems such as substance abuse, teen pregnancy, and school violence. As a result, many Title V communities are implementing numerous prevention initiatives. Communities with the skills and capacity to effectively integrate their prevention efforts have the potential to maximize local resources, target multiple problem areas, and improve overall service delivery.

Several components of the Title V model facilitate communities' efforts to integrate their local prevention efforts. Through the collection and analysis of community data to pinpoint local problem areas, as well as the development of a 3-year community delinquency plan, communities can identify ways to allocate their Title V resources in conjunction with existing prevention initiatives. Also, in some communities, the PPB coordinates or has oversight for other prevention initiatives that operate simultaneously to the Community Prevention Grants Program and so can integrate Title V prevention activities with complementary community efforts.

As many community-based prevention initiatives require features similar to the Community Prevention Grants Program, such as the use of a community planning board or a community prevention plan, the integration of prevention efforts has emerged as a key skill in the competition for future prevention dollars. Communities that are able to integrate multiple prevention efforts in a coordinated fashion will be able to demonstrate to potential funders that

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additional prevention funds will help various programs to build off of each other, share “lessons learned,” and streamline activities. Although it may be difficult to completely coordinate all tasks such as reporting and budgeting requirements, several States and communities are finding innovative ways to integrate various grant programs within the juvenile justice system and between juvenile justice and other sectors.

### **Leveraging Resources and Sustaining Programs**

In a time of limited resources for prevention, leveraging resources to sustain successful prevention programs becomes even more critical. Since 1994, many communities have reported that they have been able to sustain their Community Prevention Grants Program with funding from State general funds designated for delinquency prevention, county or city general funds, JJDP Act Formula Grants funds, and other public and private funds. Nevertheless, leveraging resources and sustaining programs are still challenging steps for all Title V communities. In the future, as sustainability becomes a key marker of success for community-based prevention initiatives, Title V communities need to find ways to increase their chances to successfully sustain prevention programs and activities.

As noted earlier, leveraging resources is a key principle of the Community Prevention Grants Program. In addition to the requirement for communities to have a 50-percent match of their Title V grant, which creates a State and/or local investment in prevention efforts, there are several other components of the Community Prevention Grants Program model that assist communities to leverage resources and sustain programs. For example, local data-driven planning and evaluation efforts lend validity to community requests for local funding and further enable communities to use the prevention funds they receive more effectively. In addition, garnering buy-in from key local leaders and stakeholders increases the likelihood that local resources and long-term funding opportunities are available to support prevention efforts after the Community Prevention Grants Program funding ends.

Because this is such a critical issue, in the future communities must see the process of leveraging resources to sustain successful prevention initiatives as a process that requires commitment and continuous effort from the local, State, and Federal governments as well as from private and nonprofit agency partners. While small Community Prevention Grants programs might be entirely sustained with funding from a local school board, or a Boys & Girls Club, the ability to sustain larger programs may require a patchwork of funding sources and in-kind contributions. In many cases, communities that can develop strategies to leverage their existing resources to sustain successful programs are in a good position to compete for additional grants and prevention resources.

As the field of community-based prevention initiatives continues to evolve, several characteristics are emerging that will be required of communities to engage in successful prevention activities. Since the beginning of the Community Prevention Grants Program, the pool of relevant stakeholders in prevention activities has expanded from primarily juvenile justice and youth-serving organizations to include, for example, the contribution of youth leadership to the PPBs. During this same time period, while some sources of prevention funding have modified their requirements to enhance community planning and collaboration, others have been severely reduced or eliminated. In this ever-changing environment, communities have to be more cognizant of the nuances of prevention planning and implementation inherent in the Community Prevention Grants Program that can impact the ultimate success of their initiatives. Before the Community Prevention Grants Program was implemented in 1994, many communities simply did not have the knowledge or resources to systematically implement a research-based delinquency prevention strategy. Now, to ensure future success, communities will not only have to follow the broad Title V roadmap, but also be cognizant of some of the more discrete aspects of the model. The following chapters will focus on the Federal allocation of Title V resources and the experience of Title V communities to fully implement the Community Prevention Grants model and to achieve the success characteristics described above.

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## II. Federal Resources for Effective Planning and Implementation

Since its inception in 1994, Federal resources provided through the Community Prevention Grants Program have assisted States and communities to implement prevention strategies and reduce risk factors for youth. Over the years, OJJDP has provided guidance to States and communities in the form of program structure and guidelines to understand the program model, and training and technical assistance to plan and implement local prevention strategies, as described in Chapter 1. With the support of Congress, OJJDP also has provided critical financial support. Since 1994, OJJDP has provided more than \$1 billion in Title V prevention funds to States, territories, and the District of Columbia to support the prevention activities of more than 1,200 communities nationwide—a true commitment to prevention. In 2001, the Community Prevention Grants Program continued providing the framework, tools, and funding necessary for communities nationwide to address their juvenile crime problems with comprehensive and effective delinquency prevention strategies. This chapter describes the Title V resources that have been provided to participating jurisdictions to date, including Federal allocation of Title V funds, and State and local subgrant awards.

### **Title V Community Prevention Grants Program 8-Year Summary (1994 - 2001)**

- ◆ Forty-nine States, the District of Columbia, and five territories participated.
- ◆ Twelve hundred forty-six (1,246) communities received subgrants to mobilize resources and implement delinquency prevention plans.
- ◆ Four hundred thirty-five (435) communities have received a full 3 years of Title V funding with total awards ranging from \$8,000 to \$1,503,000.

### **1. Federal Allocations of Title V Funds**

As shown in Exhibit 1, under Title V, appropriations to the Community Prevention Grants Program have nearly tripled from the first appropriation of \$13 million in FY 1994 to \$37.3 million in FY 2001. As of this year, its eighth year, Title V program funds have been utilized to support more than 1,200 local delinquency prevention efforts nationwide. Exhibit 2 presents the total number of communities with subgrants awarded since FY 1994 for each participating State and territory (a total of 1,246).

As described in Chapter 1, all States, U.S. territories, and the District of Columbia may apply for Title V funds provided they have a State agency designated by the chief executive under Section 209(c) of the JJDP Act and a State Advisory Group. Title V grant awards are based on a formula derived from the State's population of juveniles younger than the maximum age allowed for original juvenile court delinquency jurisdiction, with a minimum award level of \$100,000 for States and \$33,000 for territories, with the exception of Puerto Rico, which receives an amount based on its juvenile population.

The Community Prevention Grants Program award process begins with Federal allocations to the States. Up to 5 percent of a State's allocation can be used to cover the costs of administering and evaluating Community Prevention Grants Program subgrants and to support SAG activities related to the program. No less than 95 percent of the money can be used to competitively award subgrants to units of local government. In FY 2001, Federal allocation to the States varied from a minimum of \$100,000 to a maximum of \$4,765,000. Each territory received \$33,000, except the Commonwealth of Puerto Rico, which received \$616,000, an amount based on its juvenile population. In FY 2001, only one State, South Dakota, did not participate in the Title V

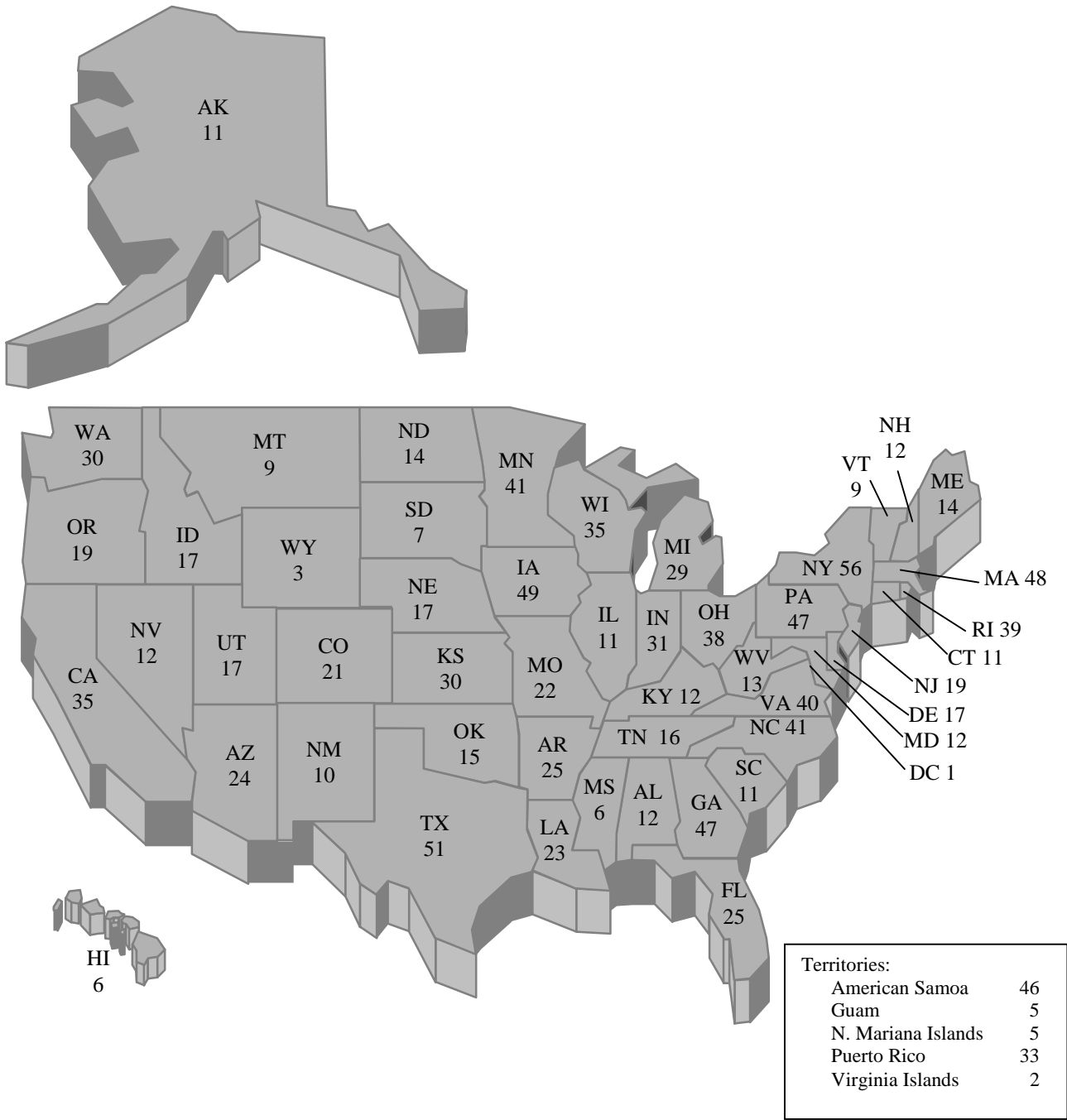


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**Exhibit 1**  
**Title V Appropriations 1994 - 2001**

- ◆ In Fiscal Year 1994, \$13 million was appropriated under Title V to fund States and territories in delinquency prevention strategies.
- ◆ In Fiscal Year 1995, of the \$20 million appropriated, \$1 million was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1994 (\$257,000) were combined with the remaining \$19 million of Fiscal Year 1995 funds, for a total of \$19,257,000 allocated to States and territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1996, of the \$20 million appropriated, \$200,000 was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1995 (\$133,000) were combined with the remaining \$19.8 million of Fiscal Year 1996 funds, for a total of \$19,933,000 allocated to States and territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1997, of the \$20 million appropriated, \$1.2 million was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1996 (\$133,000) were combined with the remaining \$18.8 million of Fiscal Year 1997 funds, for a total of \$18,933,000 allocated to States and territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1998, of the \$20 million appropriated, \$1.2 million was applied to the SafeFutures Initiative. Unallocated funds from Fiscal Year 1997 (\$33,000) were combined with the remaining \$18.8 million of Fiscal Year 1998 funds, for a total of \$18,833,000 allocated to States and territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 1999, of the \$95 million appropriated, \$25 million was designated for the Enforcing Underage Drinking Laws Program, \$15 million for the Safe Schools Initiative, \$10 million to the Tribal Youth Program, \$1.2 million to the SafeFutures Initiative, \$900,000 under a 2-percent statutory set aside to support Community Prevention Grants Program-related training and technical assistance, and \$2,690,000 under a 10 percent statutory set aside to support Community Prevention Grants Program-related research, evaluation and statistics. Unallocated funds from Fiscal Year 1998 (\$334,000) were combined with the remaining \$40,210,000 for a total of \$40,544,000 allocated to States and territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 2000, of the \$95 million appropriated under Title V, \$25 million was designated for Enforcing Underage Drinking Laws, \$15 million for the Safe Schools Initiative, \$12.5 million for the Tribal Youth Program, \$1.2 million for the SafeFutures Initiative, \$850,000 under a 2-percent statutory set aside for training and technical assistance, and \$4,250,000 under a 10-percent statutory set aside for research, evaluation and statistics. Unallocated funds from Fiscal Year 1999 (\$216,000) were combined with the remaining \$36,200,000 for a total of \$36,416,000 allocated to States and territories under the Community Prevention Grants Program.
- ◆ In Fiscal Year 2001, of the \$94,791,000 appropriated under Title V, \$24,945,000 was designated for the Enforcing Underage Drinking Laws Program, \$14,967,000 is available for the Safe Schools Initiative, \$12,472,500 for the Tribal Youth Program, \$200,000 is designated for the SafeFutures Program, \$848,130 under a 2-percent statutory set aside for training and technical assistance, and \$4,240,650 under a 10-percent statutory set aside for research, evaluation, and statistics. Unallocated funds from Fiscal Year 2000 (\$205,000) were combined with the remaining \$37,117,720 for a total of \$37,322,720 allocated to States and territories under the Community Prevention Grants Program.

**Exhibit 2**  
**Title V Community Prevention Grants Program**  
**Number of Subgrants by State, 1994 - 2001 (N = 1,246)**



**Exhibit 3**  
**Allocation of Community Prevention Grants Program Funds**

Fiscal Year 1994 (FY 94): \$13,000,000  
 Fiscal Year 1995 (FY 95): \$19,257,000  
 Fiscal Year 1996 (FY 96): \$19,933,000  
 Fiscal Year 1997 (FY 97): \$18,933,000

Fiscal Year 1998 (FY 98): \$18,833,000  
 Fiscal Year 1999 (FY 99): \$40,544,000  
 Fiscal Year 2000 (FY 00): \$36,416,000  
 Fiscal Year 2001 (FY 01): \$37,322,720

State	FY 94-00	FY 01 Amount	Total Amount
Alabama	\$2,580,000	\$569,000	\$3,149,000
Alaska	686,000	105,000	791,000
Arizona	2,854,000	713,000	3,567,000
Arkansas	1,556,000	353,000	1,909,000
California	21,077,000	4,765,000	25,842,000
Colorado	2,377,000	569,000	2,946,000
Connecticut <sup>1</sup>	1,711,000	395,000	566,100
Delaware	679,000	100,000	779,000
Florida	8,099,000	1,905,000	10,004,000
Georgia	4,408,000	1,037,000	5,445,000
Hawaii	808,000	164,000	972,000
Idaho	865,000	187,000	1,052,000
Illinois	7,131,000	1,604,000	8,735,000
Indiana	3,572,000	816,000	4,388,000
Iowa	1,738,000	384,000	2,122,000
Kansas	1,651,000	373,000	2,024,000
Kentucky	2,326,000	516,000	2,842,000
Louisiana	2,746,000	595,000	3,341,000
Maine	802,000	155,000	957,000
Maryland	3,036,000	699,000	3,735,000
Massachusetts	3,267,000	742,000	4,009,000
Michigan	5,722,000	1,285,000	7,007,000
Minnesota	2,980,000	679,000	3,659,000
Mississippi	1,810,000	402,000	2,212,000
Missouri	3,150,000	703,000	3,853,000
Montana	727,000	119,720	846,720
Nebraska	1,061,000	237,000	1,323,000
Nevada	1,005,000	262,000	1,267,000

State/Territory	FY 94-00 Amount	FY 01 Amount	Total Amount
New Hampshire	\$787,000	\$154,000	\$941,000
New Jersey	4,691,000	1,070,000	5,761,000
New Mexico	1,088,000	265,000	1,353,000
New York	9,764,000	2,117,000	11,881,000
North Carolina	3,919,000	925,000	4,844,000
North Dakota	675,000	100,000	775,000
Ohio	6,815,000	1,519,000	8,334,000
Oklahoma	2,098,000	471,000	2,569,000
Oregon	1,920,000	442,000	2,362,000
Pennsylvania	6,885,000	1,523,000	8,408,000
Rhode Island	736,000	129,000	865,000
South Carolina	2,154,000	479,000	2,633,000
South Dakota <sup>3,5,6</sup>	696,000	105,000	801,000
Tennessee	3,133,000	716,000	3,849,000
Texas	12,351,000	2,879,000	15,230,000
Utah	1,631,000	378,000	2,009,000
Vermont	675,000	100,000	775,000
Virginia	3,882,000	889,000	4,771,000
Washington	3,428,000	794,000	4,222,000
West Virginia	1,003,000	215,000	1,218,000
Wisconsin	3,070,000	675,000	3,745,000
Wyoming <sup>1,2,3,5</sup>	675,000	100,000	775,000
District of Columbia <sup>4</sup>	675,000	100,000	775,000
American Samoa	223,000	33,000	256,000
Guam <sup>1</sup>	223,000	33,000	256,000
Puerto Rico	2,749,000	616,000	3,365,000
Virgin Islands <sup>1,2,3</sup>	223,000	33,000	256,000
N. Mariana Islands	223,000	33,000	256,000

<sup>1</sup> These States/Territories did not apply for FY 94 funds

<sup>2</sup> These States/Territories did not apply for FY 95, FY 96, or FY 97 funds.

<sup>3</sup> These States/Territories did not apply for FY 98 funds.

<sup>4</sup> FY 98 funds held.

<sup>5</sup> These States did not apply for FY 99 or FY 00 funds.

<sup>6</sup> South Dakota did not apply for FY 01 funds.

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Community Prevention Grants Program.<sup>1</sup> Exhibit 3 displays the allocation of Title V funds from FY 1994 through FY 2000 (combined) and in FY 2001.

### State and Local Subgrant Awards

As of April 5, 2002, a total of 172 subgrants have been awarded in 21 States using FY 2001 funds. Grant awards range from \$2,437 to \$300,000. Subgrantees reflect a diverse group of communities nationwide, urban and rural, small and large—communities such as Arlington, Virginia; Bessemer, Alabama; Washoe County, Nevada; and San Diego County, California. Of the 55 States and territories that participated in the Community Prevention Grants Program in FY 2001, 21 have awarded some or all of their FY 2001 funds, leaving 34 States still to award these funds. With FY 2001 funds, these 21 States awarded 47 “new” subgrants (those who had not received a subgrant in previous years), and 126 “continuation” subgrants (those who had received a subgrant in previous years). Of the States that still have FY 2001 money to award, 24 have indicated that they plan to award Title V funds to at least an additional 93 new and 156 continuation communities. The remaining 10 States were unable at the time of this report to anticipate the number of new or continuation subgrants they would award. Given this, it is expected that once all participating States and territories have awarded these funds, the total number of Community Prevention Grants Program subgrantees will exceed 421.

While there has been a general increase in funds appropriated to the Community Prevention Grants Program over the years, there was a \$4.1 million decrease in State allocations from \$40.5 million in FY 1999 to \$36.4 million in FY 2000. After a slight increase in State allocations in FY 2001 to \$37.3 million (an increase of \$900,000), another sizable decrease will occur in FY 2002, to \$30.4 million—a decrease of \$6.9 million. To understand what States planned to do differently, if anything, based on the decreased allocation, JJ Specialists were asked to indicate how the decrease would affect (or might affect) their subgrant award process. To date, 12 States and one territory have indicated that they

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<sup>1</sup> The State of South Dakota participated in the Program in 1994 and 1995.

awarded (or plan to award) fewer subgrants than in previous years, while 15 States have awarded (or plan to award) the same number of subgrants from past years, but at lower levels of funding. Eleven States have awarded (or plan to award) fewer subgrants and at lower levels of funding than in previous years.

It is important to note that 23 States, more than 40 percent of those participating in the Community Prevention Grants Program, have indicated that they will accommodate the decrease in funds by funding *fewer* subgrantees or by funding *fewer* subgrantees *and at lower levels of funding* than in previous years. Clearly, the decrease in funds means fewer opportunities for States to enhance their current Title V award process and, more importantly, fewer opportunities for communities to develop and implement effective delinquency prevention strategies.

In providing States and communities the tools necessary to develop and implement comprehensive, collaborative prevention efforts to reduce juvenile delinquency and related problem behaviors, OJJDP has helped States and communities to learn and apply new and effective methods for creating and sustaining positive change. Prevention models, such as the Community Prevention Grants Program, provide the context and guidance for communities’ prevention efforts. Ongoing research examining the role of risk and protective factors in juvenile delinquency prevention guides communities about the most effective targets for prevention efforts. And, while OJJDP recognizes the importance of comprehensive planning that addresses the need for a continuum of services, including prevention, early intervention, graduated sanctions, and aftercare, it also acknowledges that research and experience have demonstrated that prevention works. Specifically, that programs designed to reduce risk factors and promote protective factors are effective in preventing crime and, in the long run, significantly reduce justice system expenses (i.e., arrest and jail costs) and produce savings in health services and welfare benefits as well. For these reasons, it is important that OJJDP continue to support prevention efforts and, in doing so, support communities in creating positive change in the lives of this Nation’s children and families.

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## III. Preparing Title V Communities for Future Success

Throughout the Community Prevention Grants Program's 8-year history, more than 1,200 communities have made the effort to demonstrate successful integration of the key principles of collaborative, community-based prevention planning into local delinquency prevention plans and have effectively implemented those plans with promising results. But what are the next steps for communities still grappling with complex social problems such as juvenile crime, youth substance abuse, and unacceptable levels of high school drop out?

If communities are to continue to implement effective prevention strategies, there are several issues they must consider. First, communities need to continue to adopt a comprehensive approach to developing local prevention policy boards that are representative of the community at large. Expanding board membership to include groups that have been absent historically from community prevention planning, such as parents, youth, and faith-based organizations, will ensure that all community sectors are fully represented in future prevention efforts. Next, communities must begin to find ways to integrate prevention efforts, regardless of funding source, into one comprehensive system of support. Years of experience and research continue to point to an integrated approach to community problem solving as the most effective in preventing juvenile delinquency and other youth problem behavior. And finally, in implementing cost-effective solutions to juvenile delinquency and other social problems, maximizing the impact of Federal funds has always been critical. In this time of ever-decreasing Federal and State resources, however, securing stable sources of continuation funds early in the Title V process is becoming even more essential. As a result, Title V grantees need continued support to find ways to leverage additional resources to sustain and expand prevention efforts begun under Title V.

To support Title V communities in developing, refining, and monitoring the skills necessary to

continue to plan and implement successful prevention efforts, it is first important to understand where communities are in relation to the critical issues outlined above. For example, how successful have communities been in maintaining broad-based representation on local community prevention boards, in integrating prevention efforts, and in leveraging additional resources? After that, it will be important to identify and implement strategies and recommendations that will best help communities move forward with their prevention efforts and face future youth-related problems at full capacity.

The sections that follow describe the status of Title V communities nationwide in three central areas. The first section details communities' efforts and struggles to develop prevention boards that are broad-based and representative of the entire community. The next section discusses communities' efforts to integrate local prevention initiatives, regardless of funding streams, into a comprehensive prevention plan. The final section reports on communities' efforts to successfully obtain additional funds to sustain and expand activities begun under the Community Prevention Grants Program.

### 1. Maintaining Broad-based Community Representation

The Community Prevention Grants Program promotes community-wide collaborative efforts through its requirement for a Prevention Policy Board (PPB). As a result, broad-based community PPBs have brought multidisciplinary perspectives together to collectively address youth problems. To continue to promote collaborative approaches to community-based problems, however, communities must use an *inclusive* and *comprehensive* approach to developing local prevention policy boards that are representative of the community at large.

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In the past, PPBs have been sure to include members from youth-serving agencies, organizations, and systems. As these groups generally reap the benefits of collaborative planning efforts, their involvement may result in access to financial or in-kind resources or more effective service delivery, and they tend to be focused on building healthy families and resilient youth, their involvement is almost always guaranteed. In addition, these groups have made a considerable contribution to local Title V efforts.

For example, starting out in 1999, York, Maine's PPB was composed of Town of York representatives only, but the PPB was still evolving. Focused on preventing delinquency by increasing the viability, availability, and usage of key prevention resources for children and families, existing PPB members knew the importance of including representation from key service providing agencies and other community sectors from neighboring towns. Now, in 2001, the PPB has members, including local residents, law enforcement, education, health care, mental health, recreation, social services, parents, and law enforcement, among others, representing five towns. Having a comprehensive board representing a host of perspectives and devoted to a variety of issues has assisted the community in securing additional funding over the last few years by demonstrating to potential funders the community's capacity to collaborate and implement successful prevention efforts.

Jefferson County, Wisconsin, also has been successful in developing a comprehensive broad-based prevention board. In the mid-1990s, the community was introduced to the idea of Family Impact Seminars, a national information dissemination model designed to provide Federal policy makers with non-partisan, research-based information on issues affecting children and families. Interested in learning more about promising practices to address juvenile crime, the community pulled together a local collaboration, its first, to put on a Family Impact Seminar around this issue for local policy makers. With the help of the University of Wisconsin Extension Office, Jefferson County was chosen as one of four counties in the State to develop and implement Family Impact Seminars. The effort was so successful they are now preparing for the seventh seminar, Connecting Youth to Community.

More important is the community's new appreciation for collaboration. The initial collaborative spurred several other collaborative bodies, including the Delinquency Prevention Council (DPC), which, in addition to functioning as the community's Title V PPB (they first received Title V funds in 1997), oversees the community's OJJDP-sponsored comprehensive planning effort. Community representatives note that including key leaders has really made a difference in their effort. By bringing in support from the Human Services Agency of Jefferson County, the local government representative, the PPB has increased access to important resources. In addition, the level of experience and expertise brought to the table by board members has meant that the board has a strong sense of the big picture and can see clearly the benefits of collaboration. Today, the DPC has six committees that address a variety of youth-related issues, including the identification and endorsement of promising programs to reduce juvenile delinquency. In addition, the DPC supports or oversees a variety of prevention programs, including a teen court, a restitution and community service program for first-time offenders, victim-offender conferencing, youth mentoring, bullying prevention, and Partners at Lunch (PALS), a violence prevention program aimed at children in kindergarten through third grade.

More recently, board members have come to recognize the value of including individuals who are familiar with family and youth needs but too frequently have been left out of community planning efforts, such as parents and youth themselves. Another group that is being recognized as a critical partner in collaborative efforts is the faith-based community. Recognizing their potential links to community residents, access to community resources, and unique approach to community-based problem solving, many PPBs are increasingly interested in developing partnerships that include these individuals and groups.

Parents are making new and significant contributions to local prevention boards. In Waupaca County, Wisconsin, for example, the Title V PPB is made up of representatives from youth-serving agencies and organizations, including law enforcement, the courts, and the school and social service delivery systems.

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What makes this board different, however, is that it includes parents, specifically, parents of children who are at risk of becoming or are already delinquent. Some of the parental memberships operate on a rolling basis, but at least two parents have been members of the board since its creation. Their participation helps to ensure that the experiences of troubled children are accurately represented. Furthermore, providing parents with the opportunity to sit at the same table with community representatives gives them voice in a forum where their concerns and experiences as parents of at-risk children can be heard and factored into the decision making process.

Parent and youth involvement also has been instrumental in bridging longstanding gaps between parents and youth and service professionals. In Buena Vista, Colorado, youth involvement has helped “unite” youth and adults. Having youth involved on the board has helped adult members gain a new understanding of what youth in the community want and need in terms of services and programs. Similarly, youth have learned about the often difficult and lengthy process involved in creating community change. Having come to a mutual understanding, youth and adults have been able to put aside their different perspectives and work together to create community change.

Other communities have successfully recruited and maintained members of the faith-based community. The Jefferson County Delinquency Prevention Council in Kentucky was initially established in December 1998. Its mission is to coordinate and implement prevention and intervention services provided to at-risk youth and their families, and to promote the development of new programs and the expansion of existing prevention and intervention programs that promote competencies in at-risk youth. One way the board has successfully achieved its goals is by including representatives of the faith-based community. As one of the community’s primary social service providers, the faith-based community has direct access to and works very closely with many local youth and their families. By including the leaders of the faith community, Council members gained access to the full range of available youth-focused services. In addition, the Council has had opportunities to support and enhance faith-based youth activities. For example, one local church was

implementing an after-school tutoring program for elementary school youth. Through the church’s affiliation with the Council, it developed a strategic plan, applied for a grant from the Council, and expanded its program into the middle school.

Recognizing the contribution faith-based organizations can make to a local community, in Colorado, the Freemont County PPB has two ministerial representatives who provide a link between the community and its ministerial alliance. Numerous opportunities for collaboration have come about through this relationship. For example, when one of the Title V-sponsored mentoring programs was experiencing difficulty recruiting male mentors, the PPB ministerial representatives asked local ministers for assistance. The local ministers, in turn, informed PPB members of numerous church-sponsored men’s groups active throughout the community and assisted them in accessing these groups for recruitment. Through their contacts with local churches, ministers also have been helpful in marketing Title V programs to the community by, for example, posting notices for new programs for children and families in church newsletters and on bulletin boards. These efforts have expanded the number of youth and families with access to program resources and assisted the PPB to meet the service goals of their 3-year delinquency prevention plan.

Despite recognizing the importance of including all community sectors in prevention planning efforts, many communities still experience challenges in recruiting and sustaining membership from less visible individuals and community groups. For example, despite its success in developing an active, diverse PPB, the Delinquency Prevention Council (DPC) in Jefferson County, WI, has experienced difficulty engaging youth members. To encourage youth involvement, the DPC both developed a pilot project and commissioned an evaluation of the project to assess its effectiveness. The pilot project was designed to support youth board membership by assigning youth members a mentor who also is a member of the board. Unfortunately, the evaluation confirmed what board members already knew: despite their best efforts, the mentors were not having much success engaging youth in the board process. But the evaluation also revealed that the lack of participation was a result of competing commitments

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on the part of the youth members, not a lack of interest. Fully investing in youth membership, the committee is researching alternate youth development models to develop a new plan for engaging youth with the Council.

Communities such as Grand Forks, ND, and McKean County, PA, also report difficulty maintaining adequate representation on the local PPB. The Children's Services Coordinating Committee, the PPB in Grand Forks, recognizes the importance of having youth on the board, but has experienced difficulty in keeping them involved. They too report a problem with competing interests among youth. It is difficult to compete with such extracurricular activities as sporting events, special interest clubs, and music lessons when the alternative is a formal, sometimes lengthy, PPB meeting. McKean County has struggled to maintain representation from parents and school personnel. Two issues seem to be time and resources. Parents are too often overwhelmed with the everyday responsibilities associated with working full-time and raising a family, while school district representatives, busy resolving school-based problems, including violence and truancy, often have little time left over for involvement in community-based efforts.

So, what factors are responsible for success in this area? To understand the strategies communities have used to successfully develop and maintain their prevention boards, community representatives were asked to respond to the following question: "If you were asked to give advice to another Title V community about developing and maintaining a representative board, what would they need to know?" In reviewing the responses, several themes emerged. Specifically, successful prevention boards must possess four basic, yet fundamental, characteristics:

- ◆ *An existing infrastructure must be in place to support the Title V initiative.* This infrastructure includes a history of collaboration in the community and existing relationships among and across key stakeholders, including agencies, organizations, and other important groups.
- ◆ *The "right" people must be at the table.* These include individuals who are interested in youth-related issues, have a strong investment in the community, have existing relationships with

other board members, and represent *all* relevant community sectors.

- ◆ *Members must share a common vision for the community and a clear mission for local prevention initiatives.* Using the findings from local risk assessments to guide the development of a realistic and meaningful strategic plan facilitates the development of a shared vision and clear mission.
- ◆ *Members must respect each other's time and expertise and make the best use of both.* Using the strategic plan to clarify expectations, roles, and responsibilities for board members facilitates effective use of members' time and expertise.

As evidenced by the examples provided here, communities have come a long way in their efforts to develop diverse, representative, and productive PPBs. The examples also provide evidence that communities still have work to do in this area. To continue to facilitate success in this area, it will be important to use the experiences of successful communities to identify opportunities to support struggling communities.

## **2. Integrating Local Prevention Efforts**

Expanding board membership to include groups that have been historically absent from community prevention planning is important to the continued success of local prevention efforts. Based on years of experience and research that continue to point to an integrated approach to community problem solving as the most effective in combating juvenile delinquency and other youth problem behavior, integrating community prevention efforts into one comprehensive system of support, regardless of funding source, is equally important.

In the last 10 years, with the increased emphasis at the Federal and State levels on the development of comprehensive, collaborative prevention strategies, Federal and State agencies have funded a variety of collaborative programs to prevent and reduce delinquency-related problems such as substance abuse, teen pregnancy, and school violence. As a result, Title V communities are sometimes implementing numerous prevention initiatives, each of which maintains its own prevention policy board; conducts its own community assessment; and chooses



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and implements its own strategies to meet both identified needs and the funding requirements of each supporting agency. Sometimes, this work is progressing without knowledge or use of the related work of others in the community. When this happens, communities can miss out on opportunities to build on previous or existing prevention initiatives or to streamline prevention activities, which, in turn, creates duplicative planning processes and wasted resources—the very problems Title V was created to address.

To examine the extent to which communities have successfully progressed from integrating the key principles of collaborative, community-based planning into their Title V prevention plans to integrating all existing community prevention efforts into one community-wide comprehensive initiative, information was gathered from several sources. First, because of the similarities across Title V, the Drug-Free Community Support Program (DFCSP), and OJJDP-sponsored comprehensive planning efforts, especially the requirement for a collaborative planning body and a comprehensive prevention plan, it was considered that communities involved in one of these initiatives also might be involved in one or more of the others. To this end, e-mail correspondence was sent to 214 DFCSP grantees and 43 comprehensive planning sites (e-mail communities, respectively) asking community representatives to respond affirmatively if they were involved in other collaborative initiatives including Title V, the DFCSP, or OJJDP-sponsored comprehensive planning efforts. Community representatives also were asked to provide contact information so they could be contacted to provide additional information regarding their local prevention activities.

While it was expected that many of the e-mail communities would be involved in multiple efforts, this was not necessarily the case. Of the 257 e-mail communities contacted, 20 replied affirmatively. Of the 20 respondents, two reported involvement in Title V, DFCSP, and comprehensive planning efforts; seven reported involvement in both Title V and comprehensive planning efforts; eight reported involvement in both the DFCSP and Title V; and three reported involvement in both comprehensive

planning efforts and the DFCSP.<sup>1</sup> Seventeen of these communities were contacted by telephone for additional information related to their efforts.<sup>2</sup>

During telephone conversations, community representatives were asked to talk about their prevention efforts. Specifically, they were asked to talk about the extent to which they had been able to integrate their prevention efforts at the local level. Of the 17 communities that were contacted by telephone, six were successfully integrating prevention efforts at the local level. In this context, successful integration was defined as those communities that were involved in multiple collaborative initiatives (e.g., Title V, the DFCSP, and comprehensive planning efforts) and using one community-based planning board and strategic plan to oversee and coordinate these multiple initiatives. Two site representatives, each from different communities, reported that they were involved in multiple initiatives that shared the same strategic plan but had different planning boards. Another reported that the community had one planning board, but separate strategic plans for each initiative.

Upon further contact with the remaining eight e-mail communities that responded affirmatively to the information request, it was clear that they had not successfully integrated their prevention efforts, at least not in the way it is being defined here. In some cases, community representatives seemed unclear as to what was meant by “integration,” reporting on local efforts to integrate *services* rather than *initiatives*. For example, in one community, the mentoring program is receiving both financial and staff support from two separate, yet similarly focused, community-based prevention initiatives. In all other ways, however, these two initiatives are

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<sup>1</sup> It is important to note that this sample is not necessarily representative of all the communities queried. First, the response rate to the e-mail was approximately 13 percent. Because community representatives were not contacted directly but instead were asked to respond to the e-mail and provide contact information if they were implementing multiple initiatives, it is unclear the extent to which the 20 respondents represent the full number of communities implementing multiple initiatives. For example, it is possible that some communities are participating in more than one initiative but simply did not respond to the e-mail message.

<sup>2</sup> Three of the communities indicated involvement in both comprehensive planning efforts and the DFCSP, but were not receiving Title V funds. They were not contacted for further information.

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separate. They have different planning boards, funding streams, and goals and objectives.

Information for this section also was gathered from JJ Specialists in Title V-participating States and territories. JJ Specialists were asked to nominate communities that had been particularly successful in integrating local prevention efforts and provide contact information for those communities (accomplishment sites). Fifteen communities were nominated. Efforts were made to reach all 15 nominated communities. Efforts were successful in 10 communities in which representatives were reached for followup information.

Some communities have been successful in efforts to integrate local prevention efforts. In Fremont County, CO, for example, one board, the Title V Prevention Policy Board, oversees all of the community's prevention planning and programming. A combination of three distinct planning boards, these groups came together for the sake of comprehensiveness and efficiency. Currently, the board oversees several collaborative projects, including Title V, which supports five local mentoring programs, a Safe and Drug-Free Schools and Communities initiative (which is federally funded), and several State-sponsored prevention efforts. According to community representatives, maintaining one board reduces duplication of effort, facilitates service integration, and ensures that all local prevention programming fits within the community's long-term comprehensive plan that targets prioritized risk and protective factors and identifies gaps in services.

The Kenosha, WI, community also is successfully integrating its prevention efforts. Motivated by the desire to develop a comprehensive plan to address juvenile delinquency, key community stakeholders initially recruited a handful of people to serve on a local planning board. The initial stakeholders had a clear vision for whom they needed on the board, including individuals who were both influential and part of the juvenile justice system. After completing the risk and resource assessment, as part of its application for Title V funds in 1999, the board identified six service gaps, including under-developed neighborhoods, youth social skills development, and program evaluation. To focus on creating change in the identified areas, the board

recruited additional members, including individuals representing service gap areas, and divided the board into committees, each focusing on a specific gap. Current members include the county executive, the juvenile court and district judge, the public defender, representatives from a variety of local youth-serving private agencies, and the head of the local drug and alcohol council, among others. Currently, the board and its committees provide oversight and collaboration for numerous prevention efforts, including a truancy abatement program; several after-school recreation and educational programs, including mentoring and tutoring programs for at-risk youth; expanded alternative education services; and training for agencies in the United Way Outcome Measurement Model. Integrating prevention efforts under one board has allowed the community to meet its goal to develop and implement a comprehensive plan to address juvenile delinquency more efficiently than it would otherwise have been able to.

As is the case with some of the e-mail communities, it was clear that a number of the accomplishment sites had not integrated their prevention efforts, at least not in the way integration is being defined here. For example, three community representatives talked about service integration rather than comprehensive prevention planning; that is, that certain prevention services, including after-school recreation and mentoring and tutoring programs, were being shared, to some extent, across several parties. Each service was being implemented as part of a separate, rather than an integrated, effort. In another example, the community representative noted that three local prevention programs are physically co-located (e.g., a school-sponsored program, local community center activities, and the Boys & Girls Club). Without integration across the initiatives supporting each program component, however, youth are only allowed to participate in activities that are sponsored by the specific initiative with which they are involved. For example, youth involved in the school-sponsored program can participate in school-sponsored activities but not in community center activities (unless they are also involved in the community center's initiative). While these efforts might be meeting the needs of the community, they are not examples of integrated efforts.

As evidenced by the examples provided here, communities have not come very far in their efforts

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to integrate local prevention initiatives. While some communities have made progress in this area, many have not. What is it that communities experiencing success in this area are doing differently, if anything, from those that are struggling? To understand the strategies communities have used to successfully integrate local prevention efforts, community representatives were asked to identify three factors that facilitated their community's success in this area. In reviewing their responses, several themes emerged. These include:

- ◆ *Having State support for integration at the local level.* To help communities coordinate and integrate local prevention efforts, Colorado promotes the development of local *policy* boards rather than *program* boards. These policy boards are tasked first with identifying shared community values (e.g., fostering healthy youth) and then with coordinating local efforts and enhancing existing service delivery systems to support these shared values.
- ◆ *Having a local comprehensive strategic plan.* Many community representatives report that a comprehensive, data-driven strategic plan is imperative to integration efforts. A solid strategic plan provides empirical evidence of the community's problems; presents a long-term plan for combating problems; and, if developed properly, generalizes across all social and community service groups (e.g., juvenile justice, child welfare, and substance abuse, among others). As such, it can be used to build a common vision among different community sectors and then focus and guide local prevention efforts.
- ◆ *Having access to technical assistance.* Many communities are still uncertain about how to develop a comprehensive prevention plan, let alone how to integrate multiple efforts into one comprehensive community-wide action plan overseen by one planning body. Having access to consultants and other training professionals who can help them learn new skills has been an effective method for communities that have made use of available resources.

If communities are to continue to make progress towards local prevention goals, they will need support first to understand what it means to integrate prevention efforts and then to develop and implement a local integration plan. To continue to facilitate

success in this area, it will be important to use the experiences of successful communities to identify opportunities to support struggling communities.

### **3. Leveraging Resources and Sustaining Programs**

In implementing cost-effective solutions to juvenile delinquency and other social problems, maximizing the impact of Federal funds is critical. As the Community Prevention Grants Program incorporates the concept of maximizing the return on Federal resources, one barometer of its success is the ability of communities to institutionalize prevention programs and activities following the grant award period. In the current environment of limited resources, effective leveraging of existing funds is even more important to the sustainability of programs initially supported under Title V. Over the last eight years, the Community Prevention Grants Program process has helped position many communities to tap into other Federal, State, and local public and private monies.

In some communities, the community mobilization and comprehensive planning process are key factors that enable them to secure additional funding. Over the years, community members have reported using the visibility of the board itself as well as the 3-year delinquency prevention plan, updated to reflect changes over time, to build support for additional funds within and outside the community. And, as many State and Federal agencies now require grant applicants to have a collaborative board in place and to conduct a risk or needs assessment, current and past Title V subgrantees are finding themselves at a distinct advantage.

Delaware County, PA, was one of eight counties in Pennsylvania to participate in the first round of Title V funding back in 1994. When their Title V grant ended in 1996, the PPB, still intact, decided to capitalize on the work they had begun under Title V. Specifically, the PPB used their 3-year comprehensive plan, developed for their Title V initiative, and findings from their local evaluation of Title V activities as the foundation for other collaborative, community-based grant applications. By providing the community with a process to follow and information to utilize, the Delaware County PPB was able to use the original \$100,000 Title V grant to

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leverage more than \$1.7 million in private foundation and State grant monies to support programs, activities, and services for children and families. Today, these services include two after-school prevention programs, one for middle and one for elementary school children, and a counseling-based intervention program for at-risk children and their families, among others.

The Title V process also helped Ottawa County, MI, secure additional funds. Well before its Title V grant ended, Ottawa County's PPB went looking for additional funding sources. Armed with evaluation data and a committed, enthusiastic board, by 1999, the year its Title V grant ended, three of the community's four Title V prevention strategies had been institutionalized into the city's budget. By February 2000, the Ottawa County Health Department had assumed financial responsibility for the fourth initiative, the Attitudes Matter Campaign, a collaborative prevention campaign, initially funded under Title V, designed to change community norms that are accepting of alcohol use among minors by encouraging discussion between parents and youth. After using the Title V monies to get the campaign off the ground, the PPB invited local stakeholders to community awareness meetings to publicize the campaign's activities and successes. Again, armed with evaluation data, a committed board, and, this time, with the support of local stakeholders, the PPB went to the Ottawa County Board of Commissioners to seek additional funds to continue the campaign. Recognizing the campaign's value as a comprehensive, community-based approach to preventing alcohol use among youth, the Board agreed to put it into the Health Department's budget at \$76,000 per year.

Other communities have found creative ways to use the Title V process to their advantage. In Loudon County, VA, the Advisory Commission on Youth (Loudon's PPB) was able to secure local and State funding sources to provide increased funding over the next several years to the after-school program, started in 2000 as part of the Title V initiative. Armed with data from the Title V risk and resource assessment, the PPB approached the county Board of Supervisors for assistance. Not only did the Board adopt the Title V 3-year plan as the foundation for the county's strategic plan (*A Plan for Youth: Loudon's Communities that Care*), it also committed

financially to the expansion of the after-school program. When the PPB needed matching funds for its Title V grant, the county provided a 50-percent match the first year, totaling \$32,500, a 200-percent match the second year, totaling \$150,000, and a 400-percent match the third year, totaling \$260,000. The county's support has enabled the PPB to expand the after-school program from the three middle schools it initially served to the seven it currently serves. The county also has committed funding after the Title V grant period ends. Over the next four years, the PPB will receive funds from the county to expand program services into an eighth middle school. In addition, the county will receive \$287,500 a year for the next three years from a State Incentive Grant from the Governor's Office on Substance Abuse Prevention, which will be used to support after-school program activities and provide scholarship money for at-risk youth.

In the Village of Reserve, NM, a rural town of 350 residents, resources are very limited. As a result, when the community needed to raise additional funds for Title V prevention activities, the project coordinator had to be creative. First, early in the initiative, the coordinator, with support from the local PPB, convinced the electric company to send out a mailing, community-wide, soliciting donations for the Title V project. The mailing generated a few thousand dollars but, more important, increased the public's awareness of both the Title V initiative and its goal to reduce the use of illegal drugs and alcohol among local youth. In less than one year, the initiative has raised more than \$10,000 in local donations from private citizens and businesses, including the local health care corporation's nonprofit foundation. In addition, the Title V team has continued to find creative ways to raise funds, through car washes, bingo, and other local activities that the youth help to promote. The funds have been used to enhance prevention activities begun under Title V. The next step will be identifying long-term funding resources, not an easy task in a community this size. Given the community's enthusiasm and creativity, however, anything seems possible.

In addition to the community mobilization and assessment requirements, the Community Prevention Grants Program also requires communities to evaluate their efforts. In doing so, they must document the process and outcomes of their

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prevention efforts, and track changes in both risk and protective factors. Documentation of success lends credibility to a grant application and, therefore, increases a community's chances of leveraging additional resources.

Having a rigorous evaluation component allowed Monmouth County, NJ, to document the success of its Community Prevention Grants Program efforts—which included reductions in both detentions and suspensions in the local elementary and middle schools. More important, the community used the evaluation results to help strengthen requests for additional funding. To date, the community has leveraged \$600,000 including funding from the Governor's Council on Alcohol and Drug Abuse, the Substance Abuse and Mental Health Services Foundation, and a State-sponsored grant concentrating on bullying prevention.

In Klamath County, OR, the evaluation requirement helped the community understand the benefits of tracking and reporting data, which ultimately positioned it to obtain other funds. In tracking its progress, the community has been able to demonstrate empirically the success of its juvenile delinquency prevention and youth peer court coordinators. The data have helped the community present a strong case to potential funders for maintaining these two positions. To date, the community has received funds from the local United Way, the Oregon Community Foundation, and ACCESS, a local community action group.

It is clear from these examples that communities use a variety of strategies to leverage additional funds. Some communities use the Title V planning process to their advantage, using the influence of PPB members and the power of risk assessment findings. Other communities have been effective by using evaluation data to demonstrate the success of their efforts. But are there specific factors that contribute to successful leveraging efforts across communities?

To explore this issue further, community representatives were asked to respond to the following question: "If you were asked to give advice to another Title V community about how to successfully leverage additional funds, what would it need to know?" In reviewing the responses, several themes emerged. Specifically, communities that have

successfully leveraged additional funds are likely to possess the following characteristics:

- ◆ *Are proactive in their efforts to seek information about available funds, and identify and apply for existing funding opportunities.* As one Title V representative put it, "The sooner you come to terms with the fact that you will need continuation funds, and the sooner you do something about it, the better off you will be in the long run."
- ◆ *Have a strong and diverse collaborative board.* Through their connections and expertise, diverse and committed board members can expand efforts to identify existing funding opportunities into areas that might otherwise be overlooked and generate in-kind support and resources that can be used to leverage additional funds.
- ◆ *Are committed to documentation and rigorous evaluation.* To demonstrate how well an initiative has met its initial goals and objectives requires detailed documentation of activities and expenditures. To demonstrate that prevention programs and strategies achieved the outcomes they were intended to achieve requires a rigorous evaluation. Together, this information can be used to establish a community's capacity to plan and implement effective prevention plans to other funders.

Given the encouraging results presented here, it is important to support communities in building on the progress created by the Community Prevention Grants Program and applying what they have learned through their experience and training to local prevention efforts. But this section also presents evidence that communities continue to face challenges to effective prevention work. While some communities are still struggling to develop a stable Prevention Policy Board, others are moving forward, trying to find ways to organize their existing board to represent all community sectors. Other communities are working to move beyond specific prevention strategies toward a more comprehensive community-wide prevention plan, but are unsure how to proceed. Still others continue to struggle to leverage stable sources of long-term funding to continue prevention activities begun under Title V.

If communities are to move forward in their efforts to reach the overarching goal of reducing juvenile

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delinquency, they will need continued support to do so. They will need support to resolve old challenges and to meet new ones with the skills necessary to overcome them. With continued resources, including financial and training and technical assistance, communities across the country can remain confident in their efforts to reduce juvenile delinquency in the years to come.

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## IV. Coordination of Federal Efforts in Delinquency Prevention

Title V funding, through the Community Prevention Grants Program, requires communities to take a proactive approach to the problem of juvenile delinquency. Local efforts funded under Title V are, therefore, unique in two respects. First, communities must focus primarily on the prevention of delinquency, rather than react to delinquency after it occurs. Second, delinquency prevention requires a comprehensive approach at the local level, by integrating the efforts of a variety of social services, criminal justice system, and government agencies, as well as the family, peer, and school-based groups that youth interact with every day. While Title V funds promote such collaboration at the local level, simultaneous efforts are also underway at the Federal level through the Concentration of Federal Efforts Program and the Coordinating Council on Juvenile Justice and Delinquency Prevention.

The Concentration of Federal Efforts (CFE) Program, a component of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), coordinates the efforts of many Federal agencies. The CFE Program is charged with developing objectives and priorities for Federal juvenile delinquency programs and activities. It is also responsible for identifying Federal programs that advance a cooperative and unified approach to addressing juvenile justice issues.

To accomplish these objectives, CFE works in consultation with the Coordinating Council on Juvenile Justice and Delinquency Prevention. The Council plays an important role in developing and supporting comprehensive and systematic Federal responses to the issues associated with juvenile justice and delinquency prevention. Together, the CFE Program and the Coordinating Council strive to decrease duplication in and promote the cost-effectiveness of Federal efforts that address delinquency and youth violence.

Through its partnerships with other State and Federal agencies, foundations, and professional

organizations, the Coordinating Council focused on a variety of issues in 2001. This chapter summarizes some examples of these collaborative initiatives relating to the prevention of youth drug and alcohol use, firearm and gang involvement, and the link between child abuse and neglect and juvenile delinquency. Each initiative is representative of the agency's efforts to coordinate resources and expertise to support prevention efforts that complement OJJDP's mission. For more detailed information on CFE's coordinated Federal efforts in delinquency prevention and information on other CFE and Coordinating Council initiatives and recommendations for future work, see the Coordinating Council's 2001 Report to Congress.

### 1. Preventing Youth Drug and Alcohol Use

The Coordinating Council has strong partnerships with other Federal and national organizations to prevent youth drug and alcohol use. Through these collaborations, OJJDP and the Coordinating Council have increased awareness and provided grant funds to support State- and community-based prevention initiatives.

#### **Enforcing Underage Drinking Laws Program (EUDL)**

The Office of Juvenile Justice and Delinquency Prevention, in collaboration with The National Institute on Alcohol Abuse and Alcoholism (NIAAA), is supporting a number of collaborative approaches that target alcohol use among youth. OJJDP has disseminated nearly \$25 million in each of the past three years to all 50 States and the District of Columbia through its **Enforcing Underage Drinking Laws (EUDL) Program**. The program helps communities to develop comprehensive and coordinated initiatives to enforce State laws that prohibit the sale of alcoholic beverages to minors and to prevent the purchase or consumption of alcohol beverages by minors. The funds assist States and

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local jurisdictions in their efforts to reduce underage drinking through block grants, discretionary programs, training and technical assistance, and a national evaluation of the program. The EUDL Program supports activities in the areas of enforcement, public education, and innovative programs, in an effort to rally community support and raise public awareness of the problem. The program also includes an **Underage Drinking Enforcement Training Center** that provides training, technical assistance, and resource materials to the States as they implement the initiative grants. In 2001, the EUDL Program published **Enforcing Underage Drinking Laws: A Compendium of Resources** on the Internet. The Compendium lists publications of the EUDL Program and provides practical information to States and units of local government to help them determine how to use Federal funds most effectively to combat underage drinking.

### **Reducing Underage Drinking Through Coalitions Program**

Other initiatives underway in 2001 not only involve law enforcement agencies to prevent alcohol abuse, but also promote collaboration among youth, businesses, civic organizations, and government agencies. The American Medical Association and the Robert Wood Johnson Foundation have joined forces to help communities around the Nation take a step beyond the “Just Say No” campaign so popular a decade ago. The **Reducing Underage Drinking Through Coalitions Program** views the alcohol problem as a product of the social environment that surrounds our youth. This environment can encourage, and in some cases even enable, alcohol abuse among young people. The initiative provides \$10.2 million to 12 coalitions representing a variety of key community stakeholders, such as community leaders, local businesses, youth, and government agencies. Each coalition is tasked with identifying factors in the environment that most contribute to underage drinking in its communities and then working together to create positive change in those factors.

### **The Leadership Campaign to Keep Children Alcohol Free**

The **Leadership to Keep Children Alcohol Free** (Leadership Campaign) is a highly visible, multiyear, national campaign to prevent the early onset of drinking among children ages 9 to 15. Its funding reflects collaboration at the Federal level by leveraging resources from the National Institutes of Health, Office of Women’s Health, Office of Research on Minority Health, the Substance Abuse and Mental Health Services Administration, and the National Highway Traffic Safety Administration to support this campaign.

After implementing a variety of activities during the initial phase of the Leadership Campaign, OJJDP partnered with NIAAA to focus on the next phase of the project in 2001. In the future, Leadership Campaign activities will focus on exploring all aspects of underage drinking and identifying programs and activities from around the country that have shown promise in reducing underage drinking. This public education and outreach effort includes the development of a prevention guide, public service announcements, and a research task force. In September 2001, the Leadership Campaign launched a new Web site, which provides a wealth of information on research, statistics, and community resources related to youth alcohol use ([www.alcoholfreechildren.org](http://www.alcoholfreechildren.org)). In 2001, the Leadership Campaign also published the prevention guide, *Keep Kids Alcohol Free: Strategies for Action*, which is intended to serve as a starting point for parents, teachers, health professionals, law enforcement personnel, alcohol retailers, policy makers, and others who are concerned about the well-being of children. Both the *Guide* and the Leadership Campaign’s Web site take a proactive, collaborative approach to prevention by mobilizing representatives from law enforcement, the schools, parents, and other community agencies to combat youth alcohol use.

### **2. Preventing Youth Involvement With Gangs and Guns**

Recent research has confirmed a number of troubling relationships including those between delinquency and drug and alcohol use, delinquency and gang membership, and an increased involvement with



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firearms for youth involved with drugs and gangs. To stop the cycle, in 2001, a number of efforts were undertaken to reduce youth involvement with gangs and guns.

### **The Comprehensive Gang Model**

Consistent with a concern for protecting children and preventing juvenile delinquency, another focus of the CFE Program and the Coordinating Council in 2001 was on today's youth gang activity. Data reveal that young gang members are responsible for approximately 80 percent of the serious violent crimes committed by youth. Despite a modest decline in the percentage of jurisdictions reporting active youth gangs, the challenge of preventing and eliminating gang activity in every State and large city in the Nation remains. To that end, the OJJDP **Comprehensive Gang Model**, a community-wide approach to gang prevention, intervention, and suppression, illustrates a strong Federal-level commitment to the fight against youth gang activity. The Model consists of several strategies that target youth that are either at risk for gang involvement, or have been identified as gang members. These strategies include mobilizing community leaders and residents; improving access to academic, economic, and social opportunities; and facilitating community organizational change and development.

Just as they are of concern to OJJDP, issues associated with youth gang activity are of great concern to the Bureau of Alcohol, Tobacco and Firearms (ATF), which collaborates on many different levels and with many organizations to help the law enforcement community identify and remove criminal elements associated with gangs. Its comprehensive approach to reducing such crime includes enforcement, prevention, and partnerships. Two of ATF's promising initiatives include the Youth Crime Gun Interdiction Initiative and the Gang Resistance Education and Training (GREAT) Program, described below.

### **The Youth Crime Gun Interdiction Initiative**

The **Youth Crime Gun Interdiction Initiative** was developed by the ATF in response to the high rate of juvenile firearms-related homicides. The program seeks to identify and reduce the illegal supply of firearms to youth and juveniles, many of whom have

gang associations. This initiative represents a Federal, State, and local collaborative approach to youth gang activity that includes ATF, State and local law enforcement agencies, and prosecutors. The collaboration strengthens the effectiveness of firearms laws by providing the most complete and systematic knowledge available of firearms recovered by law enforcement agencies. Initiative participants use this information as the basis for developing law enforcement operations aimed at the illegal transfer of firearms from criminals to juveniles, adult criminals, and other prohibited persons. The Youth Crime Gun Interdiction Initiative currently operates in 37 cities across the country to help enforce the laws that will keep dangerous weapons off the street and out of the hands of gang members.

### **Gang Resistance Education and Training (GREAT) Program**

On the prevention side, ATF founded the **GREAT** Program. Intended to provide "students with real tools to resist the lure and trap of gangs," GREAT features a 13-lesson curriculum taught by specially trained law enforcement officers and implemented in middle schools across the country. The training introduces students to conflict resolution skills, cultural sensitivity, and the negative aspects of gang life. This primary prevention program seeks to change students' attitudes and behavior, which in turn will reduce youth involvement in crime, violence, and gangs. In the past decade, the GREAT Program has reached 3 million children nationwide. A longitudinal evaluation of the program indicates that it lowers the rate of delinquency and gang affiliation, increases children's positive attitude toward the police, and improves children's commitment to their school and to pro-social behaviors and activities.

### **The National Youth Gang Center**

As part of its multifaceted approach to combating youth gang activity, OJJDP also funds the **National Youth Gang Center**. The Center is responsible for conducting research on youth gangs and operates a Web site containing useful information about conferences on gang-related issues, training opportunities, grants and funding links, and publications about gangs. The National Youth Gang Center reviews and disseminates gang-related

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information such as relevant gang literature, promising strategies, and findings from its National Youth Gang Survey.

The Center also coordinates the activities of the **Youth Gang Consortium**, a group of Federal agencies, gang program representatives, and other service providers. The Consortium currently supports the replication of the Comprehensive Gang Model in several sites across the Nation. These sites recently completed the assessment process, involving data collection, data analysis, and the development of an implementation plan. The Model also is being replicated in six additional sites as part of the Gang-Free Communities and Gang-Free Schools Initiatives.

The initiatives to combat youth alcohol use and gang involvement described above reflect the main directives of the Coordinating Council. First, the Council strives to decrease duplication among the efforts of Federal agencies. For example, the Youth Gang Consortium coordinates the efforts of several Federal agencies in order to understand and have an impact on youth gang involvement. Second, the Council links Federal resources with key agencies at the State and local levels to prevent juvenile delinquency. The Enforcing Underage Drinking Laws Program provides Federal assistance at the State level to enforce existing laws. Both the Leadership to Keep Children Alcohol Free Campaign and the Youth Crime Gun Interdiction Initiative further take this collaborative effort to the local level by coordinating State and local resources, and by mobilizing representatives from several community agencies as well.

The Council also recognizes that a multifaceted approach is necessary at both the Federal and local levels. At the local level, the Council supports initiatives that bring a variety of agencies together, including law enforcement, the school system, community agencies, parents, and local businesses. At the Federal level, the Council coordinates a diverse group of Federal partners to combat underage drinking and gang membership. These partners include the National Institutes of Health, the Office of Women's Health, the Office of Research on Minority Health, the Substance Abuse and Mental Health Services Administration, and the National Highway Traffic Safety Administration.

Not only are the CFE and the Coordinating Council concerned with the role of alcohol and gangs in juvenile delinquency, but also with the cycle of violence that can be perpetuated by child abuse and neglect. Over the past year, the Council supported a number of initiatives in this area that also sought to decrease duplication among Federal efforts and to promote collaboration at the Federal, State, and local levels.

### **3. Strengthening the Link Between Child Abuse and Neglect and Juvenile Delinquency**

Throughout 2001, a prime focus of the Coordinating Council and the CFE Program was protecting the youngest and most vulnerable in our society—our children. Based on expert testimony and years of research, if left unrecognized and untreated, exposure to violence puts children at higher risk for, among other things, school failure, anxiety and depression, and substance abuse. The link between witnessing violence and subsequent perpetration is well established. Attorney General Ashcroft, the chair of the Council, stated simply, “The Nation can and must do better at preventing childhood exposure to violence.”

#### **The Interagency Working Group**

To address the link between child maltreatment and delinquency, the Council has established an Interagency Working Group. Part of an evolving collaborative, comprehensive, governmental approach to reducing and preventing juvenile delinquency, the Working Group provides a forum for discussing the development of a coordinated and multidisciplinary agenda for advancing research, policy, and practice on the linkages between child maltreatment and delinquency. In line with the Working Group's agenda, in March 2001, OJJDP released a new bulletin, *Keeping Children Safe*, on the issue of child protection. In addition, OJJDP oversees at least 50 different programs that address child protective issues, several of which are supported by the Coordinating Council and described below.

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## **Child Development–Community Policing Program**

For the past 10 years, OJJDP has supported a model of collaboration among mental health, law enforcement, and juvenile justice practitioners designed to address the cycle of violence and its impact on children. The **Child Development–Community Policing (CD–CP) Program** addresses the psychological burdens that witnessing violence imposes on children and families. CD–CP has been replicated and expanded over the years, and now involves even more collaborative partners, including juvenile probation officers, domestic violence advocates, school personnel, and child protective services.

The program is grounded in several key principles. First, that each collaborative partner brings to the table a unique perspective on addressing children’s exposure to violence. Second, as a result of these unique perspectives, each partner plays an important and distinctive role in protecting our children. Finally, in order to work together effectively, each collaborative partner must be willing to learn from the other. The CD–CP Program builds on the expertise and experience of each collaborative partner by offering several critical services to the community, such as seminars on child development and weekly stakeholder meetings, among others.

The CD–CP Program has led to important collaborative efforts among multiple local agencies in a number of communities nationwide. Evaluation data suggest that communities implementing the CD–CP Program experience an enhanced level of communication among schools, police, courts, and others. Support of the CD–CP Program reflects the CFE and Coordinating Council’s ongoing emphasis on coordination not only at the Federal level, but at the State and community levels as well.

## **The National Center for Missing and Exploited Children**

Charged with the responsibility for coordinating all Federal programs relating to the disappearance and exploitation of America’s youth, the Coordinating Council takes an active interest in supporting the continued activities of the **National Center for**

## **Missing and Exploited Children (NCMEC).**

Support from and leadership at the Federal level have facilitated NCMEC’s ability to police the Internet and enforce existing laws to protect children. Currently, more than 120 agencies participate in more than 30 Internet Crimes Against Children task forces. The CyberTipline, operated through NCMEC and linked to the FBI and U.S. Post Office, has fielded more than 38,000 leads to date. The FBI’s Innocent Images Initiative specifically targets pornographers and pedophiles who prey on children through the Internet. The very nature of this crime is national and international in scope, requiring unprecedented coordination with State, local, and international governments, and among FBI Field Offices. The Initiative works to identify child victims and obtain appropriate services and assistance for them. The FBI is well established at making arrests, and has taken steps to coordinate a national investigative strategy. This coordination among Federal partners has proved to be a promising strategy for protecting our children from Internet crimes. Consequently, OJJDP will add \$6.5 million in 120 satellite sites to the original Internet Crimes Against Children task forces.

The NCMEC has also begun to address challenges posed by the Internet through a number of activities, such as managing a Web site with a searchable database of missing children, and producing publications on Internet safety. The Center has also developed and implemented the NetSmart program, designed to teach Internet safety to parents and children through a variety of new interactive Internet games.

## **National Center for Injury Prevention and Control**

In order to protect our children from becoming either victims or perpetrators of violence, we must understand the role of prevention programs and the efficacy of preventive efforts. In a strong tradition of partnership with Federal agencies, the CDC’s **National Center for Injury Prevention and Control** has as its mission to prevent injuries and deaths from violence. Its current activities focus on the primary prevention of violence through a public health approach that complements approaches used by criminal justice, education, and the many other disciplines that work in this area. The Coordinating

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Council and CFE encourage and support its recent work in the youth violence prevention field.

The CDC's concern with child maltreatment is also aligned with the Coordinating Council's focus on protecting children. Unfortunately, the problem of child maltreatment is a complicated one to address. Because of definitional issues, experts are currently unable to measure the extent of the problem accurately. The CDC's Preventing Child Maltreatment program will help address this public health problem by first offering a uniform definition of child maltreatment from State to State. Following a public health approach, this new program will also develop and evaluate programs to prevent maltreatment, as well as conduct social norms analyses and environmental scans of other issues related to child maltreatment.

### **The National Center for Prosecution of Child Abuse**

Founded in 1985 by the National District Attorney's Association, the **National Center for Prosecution of Child Abuse** provides training, technical assistance, and publications to frontline professionals who are seeking to enhance their knowledge and skills in the area of prosecuting child abuse cases. Training and technical assistance activities are varied. Technical assistance is provided via a telephone help-line focused on fielding calls from child abuse professionals who need legal or other guidance. Previously, the Center has taken as many as 4,000 calls annually. Training and training materials also are a large component of the Center's efforts, with training for up to 12,000 professionals at the national, State, and local levels per year. Most recently, the Center collaborated with a sexual abuse training facility to design a course to address police investigators' inability to speak with abused children. This course, *Finding Words*, has 300 graduates to date. The Center has also published *The Investigation and Prosecution of Child Abuse* manual, which is intended for use by investigators, prosecutors, and other criminal justice professionals. The manual provides background information, detailed guidelines, and sample materials for use in investigating and prosecuting child abuse cases.

The Coordinating Council, recognizing that child maltreatment can have repercussions throughout our community, worked to coordinate the efforts of a variety of Federal and local agencies throughout the past year. Not only are child abuse and neglect problems for local social services agencies, but their effects are also felt in the schools, community agencies, law enforcement, and the court system. Throughout 2001, the Council supported a number of initiatives that bring together diverse agencies to support the common goal of curbing child maltreatment. For example, the Child Development-Community Policing program is a model of collaboration among mental health, law enforcement, and juvenile justice practitioners. As discussed above, the very nature of crimes against children over the Internet requires unprecedented coordination among Federal, State, and local agencies through such programs as the Crimes Against Children task forces. The Council has also promoted coordination among Federal agencies, such as the CDC, the FBI, the U.S. Post Office, and the National District Attorney's Association to combat child maltreatment. The CFE and the Council will continue to promote collaboration and coordination among key Federal, State, and local actors in 2002.

The Attorney General continues to rely on the Coordinating Council to provide examples of how the Federal Government can develop strategies on juvenile justice and delinquency prevention using the best resources from all of the Federal agencies. In an effort to do so in a meaningful and efficient way, the Coordinating Council and CFE continue to support joint funding and activities that promote coordination and collaboration among Federal, State, and local entities. Through future activities, the Council and CFE will continue to inform our understanding of the correlates and causes of delinquency and youth violence and how best to prevent them.

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## V. Next Steps in Delinquency Prevention

Since 1994, the Community Prevention Grants Program has helped stimulate significant progress in community-based prevention efforts nationwide. Year after year, OJJDP provides States and communities the tools necessary to develop and implement comprehensive and collaborative prevention efforts to reduce juvenile delinquency and related problem behaviors, assisting them to learn and apply new, more effective methods of creating community change.

In the past year, more than 173 communities in 21 States received Title V subgrants, bringing the total number of Title V communities nationwide to more than 1,200. Using the Title V program model and Federal regulations for guidance, communities have produced positive impacts at the local level. As presented in Chapter 3, communities are making progress with their PPBs by including individuals and groups such as parents, youth, and faith-based organizations that have historically been absent from community prevention planning. Some communities also have successfully integrated local prevention initiatives and are now working with one community planning board and one strategic plan, instead of several; and many communities have experienced great success in securing stable sources of continuation funds to maintain (and in some case expand) prevention activities started under Title V. By implementing the Title V model, a number of communities also have successfully reduced recidivism rates in first-time juvenile offenders through court diversion and other first-time offender programs, and decreased youth gang involvement by offering supervised after-school activities that keep youth focused and off the streets. Additionally, through parenting classes and support groups they have developed parents' capacity to respond effectively to destructive youth behavior, leading to reductions in juvenile court petitions and increases in school involvement among youth.

OJJDP recognizes that States and communities require support to develop and implement successful delinquency prevention initiatives. Throughout 2001,

OJJDP worked with Title V communities to accomplish several objectives, each designed to move States and communities forward in their prevention efforts. Over the past year, OJJDP continued to encourage States and Title V communities to move beyond individual prevention strategies by integrating existing community prevention efforts into one community-wide comprehensive initiative. OJJDP also supported communities in selecting promising or effective prevention programs, a key principle of the Community Prevention Grants Program model. The *Promising and Effective Practices (PEP) Guide*, developed in 2001, is designed to assist communities with selecting research-based prevention practices. In addition, OJJDP continues to make individualized training and technical assistance available to communities that have difficulty translating Title V training information into practice—thereby further increasing a community's capacity to select and implement promising or effective practices.

Training and technical assistance have also been tailored to the unique local context of participating communities through training materials and examples. This year, individualized technical assistance activities were conducted around a variety of topics, such as strengthening a community's conceptual understanding of risk- and protective-focused prevention; familiarizing State agency staff with the Title V approach; teaching community members how to maintain and build upon existing collaborative relationships; and helping with evaluation design. Other training activities supported by OJJDP in 2001 were designed to increase both the pool of certified Title V trainers and the geographic, linguistic, and ethnic diversity of the training team, with particular attention to underserved populations such as Native Americans and rural communities. Finally, OJJDP continues to disseminate and utilize information from the national evaluation to strengthen the Title V model. Findings from the national evaluation will continue to guide OJJDP in refining the risk and protection focused model and

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add to the growing body of research on juvenile delinquency and effective prevention strategies.

Despite significant progress, however, many communities continue to struggle to negotiate one or more of the four Title V implementation stages (i.e., community mobilization, assessment and planning, implementation of research-based programs, and institutionalization and monitoring). To ensure that communities are well positioned to move forward in their prevention efforts, OJJDP will continue to support their efforts by providing critical financial and technical resources, and working proactively with States and communities to identify areas that require additional assistance.

### Next Steps in Delinquency Prevention

In 2002, as the Community Prevention Grants Program moves into its ninth year, and the Nation is facing its first serious economic downturn since the early 1990s, Title V must rise to new challenges. To continue to support States and communities in their efforts to prevent juvenile delinquency, OJJDP must work to build local capacity, both at the State and community levels, to plan, implement, monitor, and sustain Title V initiatives. To this end, OJJDP will strive to meet the following objectives:

- ◆ *Continue to provide customized training and technical assistance to meet the specific needs of States and communities, but with a heavy emphasis on building State-level capacity to support Title V grantees.* Preliminary evaluation findings suggest that several State-level factors, including commitment to and understanding of the Title V model and support for timely planning and training activities, make a difference to effective implementation of risk-focused prevention at the local level. As a result, OJJDP plans to offer training and technical assistance for State-level staff, including JJ Specialists, State Title V Coordinators, and other State nominated persons, to enhance their capacity to support the efforts of Title V subgrantees from pre- to post-award periods. One key component of this training and technical assistance will be a “training-of-trainers,” which will teach State-level staff to assist local Title V subgrantees to maintain their PPBs, evaluate their prevention activities, and sustain their programs after Title V funding ends.

- ◆ *Continue to conduct outreach to previously unfunded populations, including Native Americans and rural communities.* Because communities differ in terms of issues, values, tradition, and culture, the same approach may not work for everyone. Rural communities are especially hard to reach because of scarce resources, transportation problems, and geographic isolation, among other issues. Tribal communities, like rural communities, have a history of underutilization of Title V funds, due to a lack of outreach in Indian Country concerning the availability of Federal resources, and systemic differences in the organization and leadership of tribal communities. To enable these communities to compete effectively for Title V funds, OJJDP first will continue to adapt the Title V training curriculum to meet each group’s special needs. Involving tribal and rural communities in the Title V training not only prepares them to apply for a Title V subgrant, but it also helps them develop the skills and products necessary to apply for other Federal and State-sponsored funds, including the Tribal Youth Program (TYP)<sup>1</sup> and the Drug-Free Communities Support Program. OJJDP also will continue to provide training and technical assistance to State-level staff to enable them to address the unique needs and circumstances of hard-to-reach communities in their own State. Finally, OJJDP will use information gleaned from the implementation of such programs as the TYP to learn how best to consult with tribal leaders and involve them more directly in initiatives like Title V.
- ◆ *Continue to encourage States and communities to move beyond prevention strategies toward a more comprehensive community-based continuum of services.* While States and communities have shown great success in implementing the Title V model, OJJDP continues to recognize the importance of comprehensive planning that addresses the need for prevention, early intervention, graduated sanctions, and aftercare. Through OJJDP-sponsored targeted training and technical assistance activities, communities have learned

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<sup>1</sup> The Tribal Youth Program is a joint initiative of the U.S. Departments of Justice and the Interior to support and enhance tribal efforts to prevent and control delinquency and improve the juvenile justice system for tribal youth. Since Fiscal Year 1999, OJJDP has awarded 113 grants to tribes across the Nation to develop culturally sensitive juvenile delinquency and substance abuse prevention programs, and interventions for court-involved tribal youth.

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how to consolidate multiple funding streams, expand their Title V 3-year delinquency prevention plan into a comprehensive county- or citywide juvenile justice plan and, in doing so, increase their capacity to prevent, intervene, and treat problems associated with juvenile delinquency. To further assist communities to integrate community-based efforts in the future, OJJDP will encourage States and communities to continue to build on the momentum created by the Community Prevention Grants Program and apply what they have learned through their experience and training to develop a comprehensive continuum of services.

- ◆ *Continue to use information from the national evaluation to strengthen the Title V model and contribute to the research foundation about what works in delinquency prevention.* Two evaluation publications are expected late in 2002. The first, a Bulletin entitled *Evaluating Comprehensive Community-Based Initiatives: The Title V National Evaluation*, will provide readers with an understanding of the basic challenges to evaluating comprehensive community-based initiatives such as Title V, and provide suggestions for designing and implementing appropriate, state-of-the-art methods for evaluating such initiatives. The second, a Bulletin entitled *Case Studies from the Title V National Evaluation*, will provide readers with a comprehensive picture of the 11 national evaluation communities' Title V experiences, including planning, implementation, evaluation, and sustainability. A presentation of each community's experience, both individually and in comparison with other communities, will allow the reader to understand each community's unique contribution to the experience, as well as experiences common across communities. Disseminating information from the national evaluation to a broad and diverse audience helps researchers, practitioners, policy makers, and community members understand how different communities can best create the conditions necessary for effective prevention planning and programming.
- ◆ *Proactively assist States to address issues of sustainability.* By giving "seed" money, the Community Prevention Grants Program provides a financial base and the incentives necessary for local jurisdictions to secure additional resources. Despite the success of some communities in securing additional resources to sustain their prevention activities after the Title V funding has

ended, other communities continue to struggle to institutionalize their prevention efforts. In some cases, communities are strapped for resources and must rely on competing for additional Federal or State grants, a process that can be both intimidating and labor intensive. In other cases, community representatives simply do not think about the issue of sustainability far enough in advance to successfully manage it when the time comes. To support States to deal with the issue of sustainability in a timely and efficient manner, OJJDP will provide training to State-level staff on how they can assist communities in this area. Through such vehicles as the Title V Newsletter, *Community Prevention: A Title V Update*, and electronic bulletin boards, listservs, and Web sites, OJJDP will notify State staff regarding Federal and other grants for which Title V subgrantees are especially well positioned to apply.

- ◆ *Support States to develop and implement a performance measurement system so Title V communities can demonstrate results.* As outlined in the Title V program guidelines, communities are required to specify "a plan for the measurement of performance and outcomes of project activities." To assist communities in meeting this requirement, OJJDP developed the *Title V Community Self-Evaluation Workbook*. Published in 1995, the *Workbook* provides communities with the framework and tools they need to determine where they are in relation to their delinquency prevention goals and objectives and to measure their progress in decreasing risk factors, enhancing protective factors, and improving community conditions. For a variety of reasons, including issues related to perspective and capacity, evaluation has posed a particular challenge for many community members. As a result, evaluation in general has been overlooked, and the *Workbook* in particular has been underutilized. One way to ensure the longevity of prevention efforts, however, is to be sure that decision makers see results. In recent years, as Federal and State resources have become more targeted and limited, there has been a resulting emphasis on outcomes. Specifically, the allocation of Federal and State prevention funds increasingly is contingent on States' and communities' ability to demonstrate systematic and empirical results. To this end, it is imperative that States and communities first understand the value of a performance measurement system. Through training and technical assistance activities, OJJDP can help

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them understand that performance measures can be used to improve or modify a community's prevention programs, help demonstrate program success, and provide evidence that continuation or enhancement is warranted. Once its value is understood, OJJDP can concentrate its efforts on helping States and communities develop and implement a realistic and attainable performance measurement system, one that identifies short-term, intermediate, and long-term outcomes associated with the Title V model, and propose meaningful methods to gather and analyze data. Ultimately, empirical data better positions communities to target their existing prevention funds more effectively and, in the future, to secure additional Federal, State, and local funds.

As a result of efforts at the Federal, State, and local levels, we continue to have promising evidence that local delinquency prevention initiatives can make a sustained difference. Since 1994, Title V communities have shown promising results at the State and community levels in the areas of improved planning and collaboration, more effective prevention programming, and reductions in risk and protective factors. The efforts of these communities demonstrate that comprehensive, community-based initiatives work, especially when they are based on risk and protective factors, implemented within a planned framework, use proven approaches to delinquency prevention, and have the guidance and resources they need for success. As the Community Prevention Grants Program enters its ninth year, OJJDP's continued support of State and community efforts to effectively plan, implement, and monitor prevention efforts brings us ever closer to long-term success in reducing juvenile crime and delinquency.

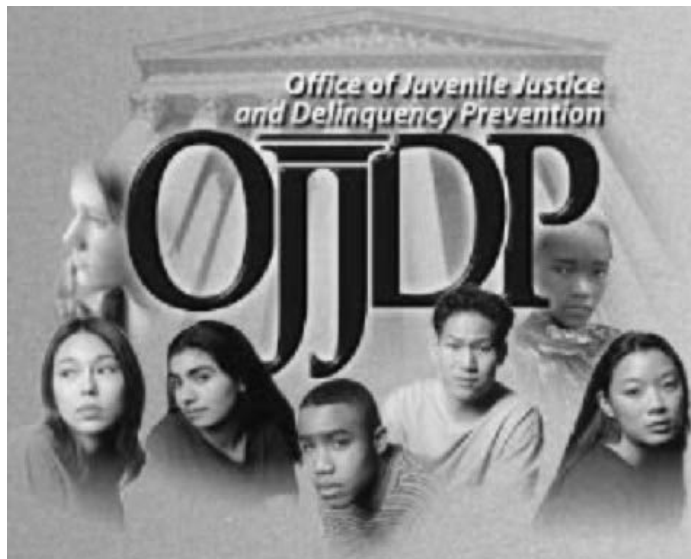


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## **For Further Information About the Title V Community Prevention Grants Program and Other OJJDP Programs...**

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

**<http://ojjdp.ncjrs.org>**



**Contact the Juvenile Justice Clearinghouse at:**

**Phone: 800-638-8736**  
**Fax: 301-519-5212**  
**Address: P.O. Box 6000**  
**Rockville, MD 20849-6000**  
**E-Mail: [askncjrs@ncjrs.org](mailto:askncjrs@ncjrs.org)**  
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# Publications From OJJDP

OJJDP produces a wide variety of materials, including Bulletins, Fact Sheets, Reports, Summaries, videotapes, and the Juvenile Justice journal. These materials and other resources are available through OJJDP's Juvenile Justice Clearinghouse (JJC), as described below.

The following list of publications highlights the latest and most popular information published by OJJDP, grouped by topical areas:

## Corrections and Detention

*Implementation of the Intensive Community-Based Aftercare Program.* 2000, NCJ 181464 (20 pp.).

*Juvenile Residential Facility Census, 2000: Selected Findings.* 2002, NCJ 196595 (4 pp.).

## Courts

*Employment and Training for Court-Involved Youth.* 2000, NCJ 182787 (116 pp.).

*Juvenile Court Statistics 1998.* 2003, NCJ 193696 (120 pp.).

*Juvenile Drug Court Programs.* 2001, NCJ 184744 (16 pp.).

*Juvenile Gun Courts: Promoting Accountability and Providing Treatment.* 2002, NCJ 187078 (12 pp.).

*Juvenile Transfers to Criminal Court in the 1990's: Lessons Learned From Four Studies.* 2000, NCJ 181301 (72 pp.).

*Juveniles and the Death Penalty.* 2000, NCJ 184748 (16 pp.).

*Teen Courts: A Focus on Research.* 2000, NCJ 183472 (16 pp.).

*The Uniform Child-Custody Jurisdiction and Enforcement Act.* 2001, NCJ 189181 (16 pp.).

## Delinquency Prevention

*2001 Report to Congress: Title V Community Prevention Grants Program.* 2002, NCJ 198482 (42 pp.).

*Functional Family Therapy.* 2000, NCJ 184743 (8 pp.).

*Law Enforcement and Juvenile Crime.* 2001, NCJ 191031 (32 pp.).

*The Nurturing Parenting Programs.* 2000, NCJ 172848 (12 pp.).

*Prevention of Serious and Violent Juvenile Offending.* 2000, NCJ 178898 (16 pp.).

*Restorative Justice Conferences as an Early Response to Young Offenders.* 2001, NCJ 187769 (12 pp.).

*Trends in Juvenile Violent Offending: An Analysis of Victim Survey Data.* 2002, NCJ 191052 (20 pp.).

*Truancy Reduction: Keeping Students in School.* 2001, NCJ 188947 (16 pp.).

*The YouthARTS Development Project.* 2001, NCJ 186668 (16 pp.).

## Gangs

*1998 National Youth Gang Survey.* 2000, NCJ 183109 (92 pp.).

*Early Precursors of Gang Membership: A Study of Seattle Youth.* 2001, NCJ 190106 (6 pp.).

*Hybrid and Other Modern Gangs.* 2001, NCJ 189916 (8 pp.).

*Modern-Day Youth Gangs.* 2002, NCJ 191524 (11 pp.).

## General Juvenile Justice

*The Community Assessment Center Concept.* 2000, NCJ 178942 (12 pp.).

*Juvenile Arrests 2000.* 2002, NCJ 191729 (12 pp.).

*Juvenile Justice (Mental Health Issue), Volume VII, Number 1.* 2000, NCJ 178256 (44 pp.).

*Juvenile Justice (American Indian Issue), Volume VII, Number 2.* 2000, NCJ 184747 (40 pp.).

*Special Education and the Juvenile Justice System.* 2000, NCJ 179359 (16 pp.).

*Teenage Fatherhood and Delinquent Behavior.* 2000, NCJ 178899 (8 pp.).

## Missing and Exploited Children

*Child Abuse Reported to the Police.* 2001, NCJ 187238 (8 pp.).

*Children Abducted by Family Members: National Estimates and Characteristics.* 2002, NCJ 196466 (12 pp.).

*The Criminal Justice System's Response to Parental Abduction.* 2001, NCJ 186160 (16 pp.).

*A Family Resource Guide on International Parental Kidnapping.* 2002, NCJ 190448 (148 pp.).

*Issues in Resolving Cases of International Child Abduction by Parents.* 2001, NCJ 190105 (20 pp.).

*A Law Enforcement Guide on International Parental Kidnapping.* 2002, NCJ 194639 (116 pp.).

*National Estimates of Missing Children: An Overview.* 2002, NCJ 196465 (12 pp.).

*Nonfamily Abducted Children: National Estimates and Characteristics.* 2002, NCJ 196467 (16 pp.).

*Overview of the Portable Guides to Investigating Child Abuse: Update 2000.* 2000, NCJ 178893 (12 pp.).

*Runaway/Thrownaway Children: National Estimates and Characteristics.* 2002, NCJ 196469 (12 pp.).

*When Your Child Is Missing: A Family Survival Guide.* 2002, NCJ 170022 (94 pp.). Also available in Spanish. 2002, NCJ 178902.

## Substance Abuse

*The Coach's Playbook Against Drugs.* 1998, NCJ 173393 (24 pp.).

*Developing a Policy for Controlled Substance Testing of Juveniles.* 2000, NCJ 178896 (12 pp.).

*Family Skills Training for Parents and Children.* 2000, NCJ 180140 (12 pp.).

## Violence and Victimization

*Addressing Youth Victimization.* 2001, NCJ 186667 (20 pp.).

*Animal Abuse and Youth Violence.* 2001, NCJ 188677 (16 pp.).

*Crimes Against Children by Babysitters.* 2001, NCJ 189102 (8 pp.).

*Gun Use by Male Juveniles: Research and Prevention.* 2001, NCJ 188992 (12 pp.).

*Homicides of Children and Youth.* 2001, NCJ 187239 (12 pp.).

*Juvenile Delinquency and Serious Injury Victimization.* 2001, NCJ 188676 (8 pp.).

*Juvenile Justice (School Violence Issue), Volume VIII, Number 1.* 2001, NCJ 188158 (40 pp.).

*Offenders Incarcerated for Crimes Against Juveniles.* 2001, NCJ 191028 (12 pp.).

*Protecting Children in Cyberspace: The ICAC Task Force Program.* 2002, NCJ 191213 (8 pp.).

*Race, Ethnicity, and Serious and Violent Juvenile Offending.* 2000, NCJ 181202 (8 pp.).

*Short- and Long-Term Consequences of Adolescent Victimization.* 2002, NCJ 191210 (16 pp.).

*Violent Victimization as a Risk Factor for Violent Offending Among Juveniles.* 2002, NCJ 195737 (12 pp.).

The materials listed on this page and many other OJJDP publications and resources can be accessed through the following methods:

### Online:

To view or download materials, visit OJJDP's home page: [ojjdp.ncjrs.org](http://ojjdp.ncjrs.org).

To order materials online, visit JJC's 24-hour online store: [puborder.ncjrs.org](http://puborder.ncjrs.org).

To ask questions about materials, e-mail JJC: [askjj@ncjrs.org](mailto:askjj@ncjrs.org).

To subscribe to JUVJUST, OJJDP's electronic mailing list, or *OJJDP News @ a Glance*, the online bimonthly newsletter, go to OJJDP's Web site and click on the appropriate icon.

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(Monday-Friday, 8:30 a.m.-7 p.m. ET)

### Mail:

Juvenile Justice Clearinghouse/NCJRS,  
P.O. Box 6000, Rockville, MD 20849-6000

JJC, through the National Criminal Justice Reference Service, is the repository for tens of thousands of criminal and juvenile justice publications and resources from around the world. An abstract for each publication or resource is placed in a database that you can search online: [www.ncjrs.org/search.html](http://www.ncjrs.org/search.html).

OJJDP Report

