



OJJDP ANNUAL REPORT 2001

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.

OJJDP Annual Report 2001

J. Robert Flores, Administrator
Office of Juvenile Justice and Delinquency Prevention

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This Report covers activities undertaken by the Office of Juvenile Justice and Delinquency Prevention during Fiscal Year 2001.

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

Foreword

America's communities have worked hard to reduce juvenile crime and violence, and research findings attest to the positive results of their labors. Arrests for violent offenses committed by juveniles, which peaked in 1994, have declined dramatically in recent years. During 2000—the most recent year for which juvenile arrest statistics are available—the juvenile arrest rate for violent offenses dropped for the sixth consecutive year to its lowest level in 14 years.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) is committed to combating violent juvenile crime, reducing delinquency, strengthening the juvenile justice system, and enhancing public safety. The activities described in *OJJDP Annual Report 2001* reflect that commitment. During fiscal year 2001, OJJDP supported a cycle of activities—research and statistics; program testing, development, and replication; training and technical assistance; and information dissemination—that enabled practitioners and policymakers to better serve their states and communities.

Those activities are described herein in the hope that they may assist those working on behalf of America's children and their families.

J. Robert Flores

Administrator

Office of Juvenile Justice and Delinquency Prevention

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How To Access Information From OJJDP's Juvenile Justice Clearinghouse

All OJJDP publications mentioned in this Report are available from the Juvenile Justice Clearinghouse (JJC) via telephone, fax, and the Internet. JJC also welcomes questions via telephone, fax, and e-mail.

Telephone: 800-638-8736

Fax: 410-792-4358 (to order publications), 301-519-5600
(to ask questions), 800-638-8736 (fax-on-demand,
Fact Sheets and Bulletins only)

E-mail: askncjrs@ncjrs.org (to ask questions)

Internet: www.ojjdp.ncjrs.org (to view or download materials)
www.puborder.ncjrs.org (to order publications online)

An Introduction to the Office of Juvenile Justice and Delinquency Prevention

Background

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was created by Congress in 1974 to help States and communities prevent and control delinquency and improve their juvenile justice systems.¹ A component of the U.S. Department of Justice, Office of Justice Programs, OJJDP is the primary Federal agency responsible for addressing juvenile crime and delinquency and the problems of abused, neglected, missing, and exploited children and for coordinating Federal agency efforts in these areas.

Although the nature and extent of delinquency and abuse have changed considerably since OJJDP was created, the Office continues to provide national leadership and to support an array of activities that help States, tribal jurisdictions, communities, and local governments meet the many juvenile justice challenges facing them. These challenges include preparing juvenile offenders for returning to their communities following release from secure corrections facilities; dealing with the small percentage of serious, violent, and chronic juvenile offenders; holding offenders accountable for their unlawful actions; combating alcohol and drug abuse; addressing gang and juvenile gun violence; and helping children victimized by crime and child abuse.

Mission

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.

Activities and Organization

OJJDP sponsors a range of research and evaluation efforts, statistical studies, and demonstration programs; provides technical assistance and training; produces and distributes publications and other products containing reliable and relevant information about juvenile justice topics; manages programs that address situations involving missing and exploited children; and administers formula, block, and discretionary grant programs. These activities are carried out by seven components within OJJDP: the Research and Program Development Division, the Training and Technical Assistance Division, the Special Emphasis Division, the State and Tribal Assistance Division, the Information Dissemination and Planning Unit, the Concentration of Federal Efforts Program, and the Child Protection Division.

This Report describes OJJDP's major activities and accomplishments in these areas during FY 2001. Together, they reflect the Office's continuing commitment to programs that have the greatest potential for reducing juvenile delinquency and the victimization of children and for improving the juvenile justice system.

¹ The Juvenile Justice and Delinquency Prevention Act of 1974, as amended, 42 U.S.C. § 5601 *et seq.* (JJDP Act).

For Further Information

More information about OJJDP is available on the agency's Web site at ojjdp.ncjrs.org or from the Juvenile Justice Clearinghouse (see information on page viii). An OJJDP Fact Sheet entitled An Overview of the Office of Juvenile Justice and Delinquency Prevention (FS-200009) provides additional information about the agency.

Chapter 1

An Overview of Major Accomplishments

After increasing sharply during the late 1980s and early 1990s and peaking in 1994, arrests for juvenile violent offenses have declined dramatically in recent years. The juvenile arrest rate for violent offenses dropped for the sixth consecutive year during 2000 (the most recent year for which juvenile arrest statistics are available) to its lowest level in 14 years. The number of juvenile arrests in every category tracked by the Federal Bureau of Investigation in its Violent Crime Index (murder, forcible rape, robbery, and aggravated assault) fell during 2000.² Although OJJDP is encouraged by the significant decrease in juvenile arrests for violent crime in recent years, it remains strongly committed to combating violent juvenile crime. The Office's activities, areas of focus, and accomplishments during fiscal year (FY) 2001 reflect this commitment.

A Focus on Research

OJJDP performs its role of national leadership in juvenile justice and delinquency prevention through a cycle of activities that include data collection, research, evaluation, demonstration, training and technical assistance, and information dissemination. OJJDP, for example, collects and disseminates critical statistics about juvenile arrests, offenders, and victimization. These statistics provide the Office and the juvenile justice field a better understanding of issues affecting juveniles, and they also help OJJDP identify new areas for research.

² OJJDP's upcoming Bulletin *Juvenile Arrests 2000* will include a detailed summary and analysis of national and State juvenile arrest data. The Bulletin will be available from the Juvenile Justice Clearinghouse. (See box on page viii for information on how to request publications and access other information from the Clearinghouse via telephone, fax, e-mail, and the Internet.)

OJJDP funds short-term and longitudinal research studies, and findings from these studies often lead to the development of demonstration programs, many of which involve community-based, comprehensive juvenile justice strategies. To ensure that these strategies are effective, OJJDP funds scientifically rigorous evaluations—the Office currently supports 19 program evaluations and plans to increase this number to target funding on programs that work. When a strategy or program is proven to be effective, OJJDP sponsors training and technical assistance to help communities replicate the approach. Training and technical assistance are available to policymakers and practitioners on a broad range of juvenile justice topics.

OJJDP also provides seed money to State and local governments through formula and block grants to implement programs, projects, and reform efforts. The Office provides training and technical assistance to help States and local governments implement programs effectively and maintain the integrity of model programs being replicated.

OJJDP has an aggressive information dissemination strategy that incorporates a Web site and print and electronic documents and products designed to inform the field about the most recent statistical and research findings, program developments, funding availability, and other OJJDP news.

Research represents a specific agenda for OJJDP and is central to its overall program delivery. Research activities will continue to be stressed in coming years as OJJDP's leadership recognizes the critical role of research in identifying and developing programs to prevent and reduce juvenile crime and delinquency. Critical first steps in assisting juvenile offenders toward successful reentry into society are determining what factors place them at risk

for delinquency, identifying patterns of offending, and developing effective strategies to respond to their needs and behaviors. Committing to a research agenda is, therefore, one of the most important ways in which OJJDP can respond to the needs of children at risk of delinquency, their families, and their communities. Knowledge gained through research of what works increases OJJDP's ability to form and wisely fund programs that will result in well-crafted solutions and interventions to address the problems of juvenile crime and violence.

Programs that promote protective factors and help reduce the risk factors that lead to juvenile crime are among the best investments a community can make to lower its rate of delinquency. Evaluation and testing are vital for the identification of effective programs that keep juveniles from being arrested and entering the juvenile justice system in the first place. At the same time, communities need to identify corrections treatment and aftercare that will reduce the likelihood of recidivism. To aid these efforts, OJJDP's Research and Program Development Division (Research Division) is committed to maximizing the impact of OJJDP's diverse research by disseminating its findings to practitioners and policymakers who work with juveniles and juvenile offenders.

The ultimate goal of OJJDP's Research Division is to prevent at-risk youth from pursuing a delinquent career and to help youth who are already in the juvenile system turn away from future delinquency and criminal behavior and become productive citizens. OJJDP's cycle of activities demonstrates the need to use what researchers have learned to craft solutions and interventions that address the problems of juvenile crime and violence. Together, OJJDP divisions and program units provide a continuum of activity that fully supports the efforts of researchers, policymakers, courts, schools, juvenile justice facilities, practitioners, parents, and juveniles.

Yet, despite the knowledge OJJDP has gained, it recognizes that much work still remains to be done. Over the years, OJJDP's Research Division has

developed strong partnerships with the many highly skilled researchers in the field of juvenile justice and risk behavior. These partnerships—including those conducted in collaboration with a number of Federal agencies—will continue to be strengthened and many new ones will be formed. Through these activities, OJJDP will continue to support a meaningful array of research studies, evaluations, and statistical activities. With the help of researchers in the field, OJJDP will use what it has learned to develop programs and solutions that will make a difference to juveniles, their families, and communities.

OJJDP's research activities and program development and delivery will continue to expand to improve juvenile justice knowledge of what works and what does not. As this Report details, in fulfilling its role of national leadership in juvenile justice and delinquency prevention, OJJDP demonstrated an increased emphasis on research in 2001, and this focus will continue to be stressed in coming years. OJJDP's research agenda stands at the center of its overall program development, statistics, evaluation, and funding activities to determine what the roots of delinquency are, what policies and programs can help protect youth and families from risk factors, and how communities can assist and support these efforts.

Collaboration

For the past several years, OJJDP has emphasized the need for State and local agencies, communities, and components of the juvenile justice system to work together to address juvenile crime and victimization. Collaboration, therefore, guided a number of OJJDP programs in FY 2001, including programs to address drug use, juvenile gun violence, gang violence, truancy, offender reentry, and Internet crimes against children. In addition, OJJDP is collaborating with other Federal agencies on several critical programs, such as the Safe Schools/Healthy Students Initiative, a joint effort of the U.S. Departments of Education, Health and Human Services, and Justice to reduce school violence, and the Comprehensive Indian Resources for Community and

Law Enforcement (CIRCLE) Project, which (with the help of Federal partner agencies from the U.S. Department of Justice and the assistance of the Federal Bureau of Investigation and the U.S. Department of the Interior's Bureau of Indian Affairs) helps tribal communities develop comprehensive planning and funding infrastructures to more effectively fight crime, violence, and substance abuse.

Priority Program Areas

OJJDP administered several new program activities during FY 2001. Priority areas in FY 2001 included the following:

- ◆ **Intervention and prevention efforts.** Aggressive and immediate steps to stop delinquency before it starts can prevent juveniles from entering the juvenile justice system and lower the number of serious, violent, and chronic juvenile offenders. The research, prevention, and early intervention programs described in chapter 2 (see pages 7–17) reflect OJJDP's continued commitment to combating juvenile violence and delinquency and intervening early and effectively.
- ◆ **Gang programs.** The National Youth Gang Survey documents the persistence of a serious youth gang problem in the United States and describes changes in the scope and nature of the problem. Through research, evaluation, training and technical assistance, and dissemination activities, OJJDP supports communities in their gang prevention, intervention, and suppression efforts. Chapter 6 (see pages 49–53) highlights OJJDP's recent gang-related activities.
- ◆ **Tribal youth programs.** Although rates of juvenile violent crime have been declining throughout the Nation for several years, juvenile crime continues to rise in Indian Country. OJJDP is working to prevent and reduce juvenile crime in tribal communities through its continued support of several broad program areas, including the Tribal Youth Program (TYP) and the TYP Mental Health Project. The Office's efforts to help tribal communities prevent and control

juvenile delinquency and address other problems facing tribal youth are described in chapter 7 (see pages 55–58).

- ◆ **Enforcing the Underage Drinking Laws Program.** During FY 2001, OJJDP's Enforcing the Underage Drinking Laws (EUDL) Program continued to work with States to address the problem of underage drinking through an approach that included block grants, discretionary funding, and training and technical assistance. EUDL is discussed in chapter 4 (see pages 37–39).
- ◆ **Internet Crimes Against Children (ICAC) Task Force Program.** During FY 2001, the Internet Crimes Against Children (ICAC) Task Force Program, created in 1998, continued to assist State and local law enforcement agencies in developing effective responses to Internet exploitation and child pornography cases. The program includes forensic and investigative components, training and technical assistance, victim services, and community education. Chapter 5 provides information on the background, purpose, and activities of the ICAC Task Force Program (see pages 44–45).

Information Dissemination

Providing a full spectrum of information (about research, statistics, promising practices, and emerging concerns and issues) to juvenile justice practitioners, policymakers, and the public remained a high priority at OJJDP during FY 2001. The Office, for example, developed two new Web sites—OJP's Serious and Violent Offender Reentry Initiative site (www.ojp.usdoj.gov/reentry), and a Web site for OJJDP's Title V Community Prevention Grants Program (ojjdp.ncjrs.org/titlev/index.html). The Office also produced more than 80 new publications, established electronic and printed products, and used a range of vehicles (e.g., print publications; electronic products such as CD-ROMs, listservs, and Web sites; and satellite videoconferences) to convey information to the field. These activities are highlighted in chapter 9 (see pages 65–68).

Although OJJDP continues to disseminate up-to-date information to a broad audience of juvenile justice practitioners and policymakers and the general public, it recently began to change its approach to information dissemination, relying more on the OJJDP Web site (ojjdp.ncjrs.org) to disseminate information and exploring the advantages of electronic publishing. In addition, OJJDP is beginning to target its mailings of publications and solicitations to more carefully defined audiences. Electronic versions of all publications and solicitations are still available (for viewing and downloading) on the OJJDP Web site, and a limited number of print copies are available on request from the Juvenile Justice Clearinghouse. All new publications will continue to be announced on OJJDP's Web site and through the JUVJUST listserv as well. (For more information on JUVJUST, see page 66).

OJJDP is also considering online publication as an alternative to print for certain categories of information. For example, for statistics and other time-sensitive materials, online publication may allow the information to be made available sooner, updated more easily and more frequently, and presented without the physical constraints of print. A shift to online publication will enable OJJDP to provide up-to-date and comprehensive information to the field. Although the volume of OJJDP's mailings will decrease, the agency's overall information dissemination activity should expand—particularly when the economies of electronic dissemination are fully realized.

Program Solicitations and Peer Reviews

Many of the programs that OJJDP supported in FY 2001 were funded through a competitive

application process. It was, in fact, a busy year, as OJJDP issued solicitations for 7 discretionary-funded programs and received 724 applications in response. Several program announcements resulted in hundreds of applications: for example, the Drug-Free Communities Support Program received 385 applications in response to its program announcement and the Safe Schools/Healthy Students Initiative received more than 200. To ensure that only the highest quality programs are funded, OJJDP conducts an intense peer review of all eligible applications for competitive discretionary funding. Peer reviewers include practitioners, researchers, and academicians from the public and private sectors. During FY 2001, the Office convened 61 peer review panels to evaluate applications for funding for 7 programs. A total of 170 reviewers served on the panels. (Typically, a panel consists of 3 reviewers and considers 10 applications.)

Conclusion

As described throughout this Report, OJJDP programs and activities during FY 2001 have sought to combat juvenile violent crime and violence and keep communities safe. Through its continued support of a cycle of activities—research and statistics; program development, testing, and demonstration; replication; training and technical assistance; and information dissemination—the Office in FY 2001 was able to help practitioners and policymakers identify programs and services that would best serve their States and communities.

Chapter 2

Promoting Early Intervention and Delinquency Prevention Efforts

OJJDP has long supported the development of early intervention and delinquency prevention programs. Early, aggressive intervention reduces delinquency before it starts, preventing juveniles from entering the juvenile justice system and lowering the number of serious, violent, and chronic juvenile offenders. These interventions create opportunities for positive youth development and allow juveniles at high risk of delinquency to participate in activities designed to reduce the likelihood of subsequent juvenile offending.

The early intervention and prevention programs supported by OJJDP range from longitudinal studies to mentoring programs to truancy reduction efforts. OJJDP also recognizes the importance of coordinated efforts to prevent delinquency and provide early intervention, as shown by its work with other Federal agencies on initiatives such as Safe Schools/Healthy Students, a collaborative effort of the U.S. Departments of Education, Health and Human Services, and Justice. The research, prevention, and early intervention programs described in this chapter reflect OJJDP's strong commitment to combating juvenile violence and delinquency and intervening early and effectively—before delinquency becomes a pattern of behavior and juveniles find themselves on a path to chronic delinquency.

Causes and Correlates of Delinquency

Since 1986, OJJDP has sponsored three major longitudinal studies—collectively known as the Program of Research on the Causes and Correlates of Delinquency—that examine how juveniles develop within the context of family, school, peers, and

community. Researchers are studying samples of inner-city youth in Denver, CO; Pittsburgh, PA; and Rochester, NY. Findings from the research are providing valuable information about the causes of delinquency. Many of the program's findings confirm earlier beliefs and knowledge about the roots of delinquency and violence—for example, that maltreatment in childhood is associated with later behavioral problems and that less serious problem behaviors precede more serious delinquency. Since 1986, OJJDP has published Bulletins on risk factors, such as family disruption, child maltreatment, and gang involvement, that can lead to delinquency. Recent OJJDP releases continue to explore these themes.

As part of the Causes and Correlates Program, in July 2001 OJJDP released the Bulletin *Gun Use by Male Juveniles: Research and Prevention* (NCJ 188992), which describes a study on patterns of juvenile gun ownership and use. The Bulletin included findings drawn from the Rochester Youth Development Study, which tracked the growth of delinquent behavior, drug use, and related behaviors in a sample of 1,000 adolescents who have been interviewed in 12 waves since 1987. During the survey period, participating adolescents were asked whether they owned a gun and, if they did, their motivation for doing so. The findings from this study, combined with those from previous research, suggest that to reduce illegal gun carrying and firearm violence, law enforcement agencies and communities must work together to build trust and cooperation. Specifically, the research indicates that rates of violent crime are lower in urban communities where police and residents have a high level of mutual trust and where residents in high-crime neighborhoods are willing to intervene on behalf of the common

good. Research also shows that illegal firearm use by juveniles is a relatively small and localized problem and that gun carrying among juveniles tends to be transitory. Such findings suggest that illegal gun carrying by juveniles can be deterred by focusing interventions on “hot spots” of gun problems.

In August 2001, OJJDP released another Bulletin based on research from Causes and Correlates sites, *Juvenile Delinquency and Serious Injury Victimization* (NCJ 188676). Using data from Denver and Pittsburgh, researchers examined the prevalence of serious injury victimization in the general population, factors associated with becoming a victim who sustains a serious injury, and risk factors or combinations of risk factors that most accurately predict victimization involving serious injury. The Bulletin focuses on victims of assaults and robberies who sustained serious injuries as a result of the victimization. The research shows that a sizable percentage of youth and young adult males and females are victimized. In Pittsburgh, 11 percent of males between the ages of 16.5 and 18.5 reported suffering a serious injury during an assault or robbery. In Denver, 20 percent of males and 10 percent of females ages 13 to 17 reported being seriously hurt during an assault or robbery. At both sites, minorities, especially African American males, were more likely to have been victims. Risk factors for victimization included participating in gang or group fights, carrying a weapon, committing a serious assault, selling drugs, and associating with delinquent peers. Although not all victims had these risk factors, the majority of victims (66 percent in Pittsburgh and 87 percent of males and 72 percent of females in Denver) were involved in behaviors or activities that might be associated with sustaining serious injuries. Because most victims are involved in assaultive behaviors, sell drugs, and/or have delinquent peers, avoidance of these risky behaviors could result in the lowering of risk for victimization.

For more information on the Causes and Correlates Program and a complete list of publications resulting from this research, visit the Causes and Correlates site (ojjdp.ncjrs.org/ccd/index/html), accessible from the “Programs” page of the OJJDP Web site.

Coordinating Council

The Coordinating Council on Juvenile Justice and Delinquency Prevention (Council) is an independent body within the Executive branch of the Federal Government. Its primary functions are to identify and develop policies, objectives, and priorities for Federal programs and activities relating to juvenile delinquency, juvenile victimization, and missing and exploited children. The Council also examines how programs can be better coordinated at different levels of government to serve at-risk youth, makes recommendations to the President and Congress, and reviews the programs and practices of Federal agencies to assess their compliance with the Juvenile Justice and Delinquency Prevention Act. The Attorney General chairs the Council, and the Administrator of OJJDP serves as its vice chair. The Council also includes the Secretaries of the U.S. Departments of Education, Health and Human Services, Housing and Urban Development, and Labor; the Director of the White House Office of National Drug Control Policy; the Commissioner of the Immigration and Naturalization Service; and the Chief Executive Officer of the Corporation for National and Community Service, in addition to nine practitioner members appointed by the President, the Senate majority leader, and the Speaker of the House.

During fiscal year (FY) 2001, the Council focused on reducing childhood exposure to violence and protecting children online. The Council’s March 2001 quarterly meeting, for example, was devoted to a discussion of how to better protect children from violence, improve the prosecution of child abuse cases, and stem the growing number of online child predators. The Council also addressed the need to prevent and eliminate youth gangs and met to discuss the coordination of faith- and community-based organizations and initiatives.

As part of a Federal interagency collaboration to prevent youth crime, the Deputy Attorney General led a discussion on preventing and controlling juvenile gang crime at the Council’s July 2001 meeting. The meeting’s discussion centered on research,

training, and programs to combat youth gangs; a survey of tribal youth gangs; and the difficulty of defining what constitutes a “youth gang.”

During 2001, the Council also continued to maintain and update two Web sites it launched in 2000. The Parenting Resources for the 21st Century Web site (parentingresources.ncjrs.org) links parents and others responsible for the care of children with information on issues covering the full spectrum of parenting—from caring for a newborn to finding information about college scholarships. The Children With Disabilities Web site (www.childrenwithdisabilities.ncjrs.org) addresses an array of developmental, physical, and emotional disabilities and offers families, service providers, and other interested individuals information on advocacy, education, employment, health, housing, recreation, technical assistance, and transportation.

For additional information on the Council’s activities and responsibilities, readers may request a copy of the OJJDP Fact Sheet *Coordinating Council Promotes Federal Collaboration* (FS-200021) from the Juvenile Justice Clearinghouse.

Drug-Free Communities Support Program

The Drug-Free Communities Support Program (DFCSP) provides grants to more than 450 community coalitions across the Nation and strengthens local efforts to prevent and reduce young people’s illegal use of drugs, alcohol, and tobacco. The White House Office of National Drug Control Policy (ONDCP) oversees the program, and OJJDP awards and administers DFCSP grants. Participating coalitions are made up of youth and parents; business and media representatives; school and law enforcement officials; youth services, religious, and other community organizations; and health professionals and government agencies with expertise in the field of substance abuse. Effective projects have included teen courts, alcohol and drug abstinence pledge programs, charter schools, peer mentoring programs, and prevention and outreach activities.

Now in its fourth year of funding, DFCSP added nearly \$15 million in new grants to 157 sites in FY 2001. The program also includes technical assistance and evaluation components. In April 2001 (before funds were awarded), OJJDP and ONDCP sponsored a series of regional workshops to explain the application process to prospective applicants.

Detailed information on DFCSP, such as descriptions of program history and current activities, lists of grantees, funding updates, training and technical assistance opportunities, and additional resources, is available on the OJJDP Web site at ojjdp.ncjrs.org/dfcs/index.html. *The Drug-Free Communities Support Program*, a Fact Sheet released in April 2001 (FS-200108), presents a brief overview of DFCSP, and a related Fact Sheet released the same month, *Promising Practices: Drug-Free Communities Support Program* (FS-200111), highlights innovative antidrug strategies developed by community coalitions participating in the program. Both are available from the Juvenile Justice Clearinghouse.

Intergenerational Transmission of Antisocial Behavior

Researchers at the University at Albany, State University of New York, continue to examine the causes and consequences of antisocial behavior through the intergenerational component of the Rochester Youth Development Study (RYDS). The focal subjects of this intergenerational study are the oldest biological children of the original adolescent participants in RYDS (begun in 1986 with funding from OJJDP as part of the Program of Research on the Causes and Correlates of Delinquency). Through interviews and videotaped observations with the child, the parent (the original RYDS study participant as an adolescent), and the child’s other major caregiver, researchers can study continuity and discontinuity in antisocial behavior as well as the causes and consequences of these behaviors. Information about a wide range of topics (e.g., family, friends, neighborhood, school, beliefs, and behaviors)

is collected in an effort to construct a picture of these children's development that is as complete as possible. In addition, data are being collected from schools and social services and criminal justice agencies. Using these data in combination with the data collected from the original study of the Rochester participants and their parents allows researchers to examine the development of anti-social behavior in a high-risk sample across three generations.

Three years of data collection for this 5-year study are now complete. Data collection for the fourth year of the study has just begun, and more than 400 families are currently enrolled. Cooperation and retention rates are excellent. Most efforts have focused on creating developmentally specific measurement strategies (both interviews and observations), collecting data, and processing the data for use in analyses. Results have been presented at a number of professional conferences, and several manuscripts in progress will be submitted for publication in scientific journals. One paper focuses on whether parenting behaviors mediate the level of intergenerational continuity in antisocial behavior; another focuses on important antecedent factors in determining parenting styles. The results will contribute to the field's understanding of the development of antisocial behavior and allow researchers, policymakers, and practitioners to make informed decisions about the development of appropriate intervention programs. OJJDP is funding the program under an interagency agreement with the National Institute of Mental Health.

Juvenile Mentoring Program

The Juvenile Mentoring Program (JUMP) supports one-to-one mentoring projects for youth at risk of failing in school, dropping out of school, or becoming involved in delinquent behavior, including gang activity and substance abuse. Through JUMP, more than 2,500 at-risk young people in 20 States and Puerto Rico receive one-to-one mentoring to help keep them in school and away from drugs and crime. Participating young people are

drawn from first grade through high school. Participating mentors are recruited from a variety of sources. Many JUMP sites use law enforcement officers as mentors; others rely on college students, senior citizens, military personnel, business people, clergy members, doctors, lawyers, teachers, tribal leaders, and government employees to serve as volunteer mentors.

In January 2001, OJJDP awarded more than \$5.8 million in grants to support mentoring programs in 28 sites, including Atlanta, GA; Detroit, MI; Jacksonville, FL; and Oakland, CA. OJJDP competitively selected the 28 sites from a pool of 534 applicants, with awards ranging from \$190,000 to \$210,000 for use over a 3-year grant period. Ten sites focus on minority youth, two target girls, and five projects are specifically designed for court-involved youth. The JUMP sites represent a cross-section of every region in the Nation: 8 are predominantly rural, 16 are urban, 2 include both rural and urban areas, 1 is suburban, and 1 is on an Indian reservation. All sites will participate in the continuing national evaluation of JUMP.

Some programs emphasize tutoring and academics, whereas others focus on vocational counseling and job skills. All sites are required to coordinate their activities with local schools. The varied mentoring programs selected for funding share three important goals: improved academic performance, reduced school dropout rates, and prevention of delinquent behavior.

Persons interested in serving as a mentor may call the National Mentoring Center at 800-547-6339 to receive a list of nearby JUMP sites and other mentoring programs that need volunteers. Additional information on JUMP is available on the JUMP Web site (ojjdp.ncjrs.org/jump/index.html).

SafeFutures

OJJDP has supported the SafeFutures: Partnerships To Reduce Youth Violence and Delinquency initiative since 1995. Each year, the six communities (four urban, one rural, and one tribal) awarded

funding under the initiative have each received a demonstration grant of approximately \$1.4 million to assist with existing efforts to reduce youth violence and delinquency. The SafeFutures grantees—Boston, MA; Contra Costa County, CA; Fort Belknap Indian Community, MT; Imperial County, CA; St. Louis, MO; and Seattle, WA, which were selected through a competitive solicitation process—were chosen based on their substantial progress toward community assessment and strategic planning to address delinquency.

SafeFutures emphasized the importance of providing a continuum of care at all developmental stages for delinquent youth and those at risk of becoming delinquent. Goals of the initiative included preventing and controlling violence and delinquency in selected communities, building communities' capacity to institutionalize and sustain a continuum of services by expanding and diversifying funding sources, and determining the success of project implementation and outcomes. During FY 2001, SafeFutures sites made significant progress in the areas of systems improvements, innovations in services and sanctions, and sustainability.

Sites have put in place integrated systems of care that link juvenile justice, behavioral health, education, youth development, and other services to meet the needs of youth and their families. For example:

- ◆ Boston's Day Reporting Center has brought together the services of parole and probation agencies, neighborhood and faith-based organizations, schools, and employment agencies for youth returning to the community from secure confinement.
 - ◆ Contra Costa County's Summit Center is a collaborative effort of the probation department, mental health agencies, the County Office of Education, and various community service providers.
 - ◆ Contra Costa's "core team" in West County formed a combined case management group of probation, law enforcement, and community agencies to provide integrated supervision and service plans for serious offenders.
 - ◆ Imperial County's Family Resources Center, located in a public high school, is a one-stop shop of social services, behavioral health, and probation services for a previously underserved community.
- Seattle also has made systems change a priority activity through involvement in larger initiatives affecting youth and its own key programs. The SafeFutures project in Seattle influenced the planning and decisionmaking process of local officials and encouraged closer examination of the continuum of care approach and alternatives to incarceration through its work on King County's Juvenile Justice Operational Master Plan. This work, in turn, led to Reinvesting in Youth, a feasibility study to address juvenile justice and youth services in Seattle/King County funded by The Annie E. Casey Foundation and SafeFutures. Phase 2 of the study began in May 2001 and focuses on developing an implementation plan and funding strategy.
- In FY 2001, the innovative approaches to services and sanctions of the SafeFuture sites effectively engaged hard-to-reach, underserved youth and families. For example:
- ◆ St. Louis strengthened street outreach to gang-involved youth through a team of neighborhood residents and a partnership with a neighborhood church.
 - ◆ Seattle's SafeFutures Youth Center involved Southeast Asian and East African immigrant youth in positive community activities.
 - ◆ The Fort Belknap Tribal Walkers program brought together youth who had considered or attempted suicide, service providers, and faith leaders to educate the community, support youth, and coordinate community responses to suicides and suicide attempts.
 - ◆ Contra Costa County's gang intervention strategy provided youth with job readiness training, initial placements in subsidized jobs, and support to make the transition to unsubsidized employment.

SafeFutures communities went beyond developing collaborative relationships to establish partnerships among public agencies that influenced the financing, organization, and delivery of services. The Imperial County Interagency Steering Committee, for example, permitted juvenile justice, behavioral health, education, and social services department heads to establish policy, plan programs, and blend funds across agencies and categories. Boston's resident governance board similarly established standards and priorities for neighborhood services and guided the allocation of city resources.

In FY 2001, OJJDP also continued to fund a national evaluation of SafeFutures being conducted by The Urban Institute of Washington, DC, to determine the success of the initiative and to track lessons learned at each site. Since FY 1995, The Urban Institute has received semiannual data submissions from each of the six SafeFutures sites for the Client Indicator Data Base (CIDB). Submissions contain individual-level data on SafeFutures youth clients and their caregivers, including demographic information, indicators of risk and resiliency, service referrals and utilization data, and education and juvenile justice outcomes. The most recent CIDB submission, which covered January–July 2001 and contained data for more than 5,000 youth and their adult caregivers, revealed thousands of youth receiving services, many at high risk of delinquency or already involved in the justice system.

In November 2000, OJJDP published *Comprehensive Responses to Youth At Risk: Interim Findings From the SafeFutures Initiative* (NCJ 183841), which draws on information gathered through visits to each SafeFutures site during the first 3 years of the initiative, followup discussions with selected participants, and analyses of secondary documents. The publication is available from the Juvenile Justice Clearinghouse.

Safe Schools/Healthy Students Initiative

The Safe Schools/Healthy Students (SS/HS) Initiative is an unprecedented collaborative effort of the U.S. Departments of Education (ED), Health and Human Services (HHS), and Justice (DOJ) that began in 1999. The initiative helps students develop the skills they need to promote positive mental health, engage in prosocial behavior, and avoid violent behavior and drug use. Another goal of the initiative is to help grantees create an infrastructure that will institutionalize and sustain the services developed.

Research shows that violence prevention efforts that build on children's strengths and promote healthy development produce more positive results and are more cost-effective than strictly punitive measures. Grantees were urged to intervene with children early and to adopt programs that had been shown to be effective, such as life skills development, mentoring, conflict resolution, support for families, professional development for staff, truancy prevention, afterschool activities, teen courts, and alternative education.

Through a cooperative agreement with the Research Triangle Institute of Research Triangle, NC, OJJDP is collaborating with ED and HHS to conduct a national evaluation that will document the process and outcomes of the SS/HS Initiative. The National Mental Health Association of Alexandria, VA, through a cooperative agreement funded by OJJDP, ED, and HHS, has established the Safe Schools/Healthy Students Action Center to provide training and technical assistance to SS/HS sites and to provide other local education agencies, communities, and families with access to resources that can enhance their efforts to make schools safe. Information about the Action Center is available at www.sshsac.org.

Juvenile Justice Focuses on School Violence

Recognizing the importance of addressing school violence, OJJDP in June 2001 devoted an issue of its journal, *Juvenile Justice*, to this subject. The issue's three articles examine the extent and nature of school violence and review promising approaches to creating safe schools and resolving conflicts peacefully. Copies of *Juvenile Justice* (Volume VIII, Number 1, NCJ 188158) are available from the Juvenile Justice Clearinghouse.

Title V Community Prevention Grants Program

The Title V Community Prevention Grants Program, established by the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, is a Federal grants program that funds collaborative, community-based delinquency prevention efforts. The Title V Program integrates six fundamental principles—community control and decisionmaking, comprehensive and multidisciplinary approaches, research foundation for planning, leveraging of resources and systems, evaluation to monitor program progress and effectiveness, and a long-term perspective—that combine to form a strategic approach to reducing juvenile delinquency. The program provides communities with funding and a framework within which to develop and implement comprehensive juvenile delinquency prevention plans. The 3-year prevention plans are designed to reduce risk factors associated with juvenile delinquency and decrease the incidence of juvenile problem behaviors.

From 1994 to 2001, 1,246 communities in 49 States, the District of Columbia, and 5 territories (referred to collectively herein as “States”) received Title V subgrants to mobilize resources and implement comprehensive delinquency prevention plans. In FY 2001, OJJDP awarded more than \$37.3 million

under the Title V Program, with allocations ranging from a minimum of \$100,000 to a maximum of \$4,765,000. Four of the five territories received \$33,000; Puerto Rico received \$616,000, based on the size of its juvenile population.

In conjunction with the Title V 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. A core component of this assistance is the Title V training curriculum. OJJDP awarded funds 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 training curriculum that emphasizes theory-based and evidence-based planning and includes three training sessions: Community Team Orientation, Community Data Collection and Analysis, and Community Plan and Program Development. DSG also maintains a Title V listserv and produces a Title V newsletter, *Community Prevention: Title V Update*, for States and local subgrantees. Other OJJDP-supported training activities 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 Native Americans and rural communities.

During 2001, OJJDP also continued to support communities in selecting promising and effective prevention programs. The *Promising and Effective Practices (PEP) Guide*, developed in 2001, is designed to help communities select research-based prevention programs.

The seventh annual Report to Congress on Title V (*2000 Report to Congress: Title V Community Prevention Grants Program*) will be released in 2002. In addition to presenting the activities and accomplishments of the Title V Program, the Report to Congress will describe how States and communities across the Nation implemented the Community Prevention Grants Program in FY 2000 and examine their experiences and accomplishments. A copy of the Report to Congress will be available from the Juvenile

Justice Clearinghouse. The 2001 Report to Congress will be published during 2002.

Truancy Reduction Activities

The goal of OJJDP's Truancy Reduction Demonstration Program (TRDP) is to encourage communities to develop comprehensive approaches that involve schools, parents, the justice system, law enforcement, and social services agencies in identifying and tracking truant youth. The program is a collaborative effort of OJJDP, ED's Safe and Drug-Free Schools Program, and DOJ's Weed and Seed program, which supports communitywide efforts to "weed out" violent crime, gang activity, drug trafficking, and drug use and "seed in" social programs.

TRDP includes seven projects in six States (California, Florida, Hawaii, New York, Texas, and Washington) and serves more than 2,000 youth and more than 1,100 families. Communities in these sites are implementing programs that link truant youth with community-based services and programs. The sites vary in size—serving anywhere from 30 to 1,500 youth—and are diverse in geographic location, ethnic and sociodemographic makeup, and community-based leadership; however, all of the sites have a large number of minority students and families and a significant number of students and families living in poverty. Most programs also have strong family collaboration as a component.

Truancy reduction services vary among projects and include court diversions such as community truancy boards, truancy workshops, community awareness campaigns, and collaboration among community agencies. Truancy case managers usually work directly with youth and families, making home visits, monitoring school attendance, providing tutoring, and referring youth and families to community agencies as needed.

During 2001, OJJDP brought the funded sites together to participate in training on evaluation activities and maintaining collaborative partnerships and

to share strategies on program implementation and sustainability. OJJDP staff also have been involved in several major conferences to provide information to the field on program development and evaluation. In addition to funding sites, OJJDP is funding a national evaluation of the project by the Colorado Foundation for Families and Children.

Additional information on OJJDP's truancy reduction efforts appears in *Truancy Reduction: Keeping Students in School*, an OJJDP Bulletin released in September 2001 (NCJ 188947) that explores the link between truancy and serious delinquent activity in youth and significant negative behavior and characteristics in adults. *Truancy Reduction* highlights major research findings concerning truancy and explains why schools and communities should work to prevent and reduce the incidence of truancy. The Bulletin also discusses OJJDP's truancy reduction efforts. The Bulletin is available from the Juvenile Justice Clearinghouse.

Understanding and Monitoring the "Whys" Behind Juvenile Crime Trends

Recognizing the need to understand unprecedented recent declines in the national rate of youth violence, OJJDP in August 2000 invited applications for a 5-year study, Understanding and Monitoring the "Whys" Behind Juvenile Crime Trends. The purpose of the research project is to develop theoretically sound, empirically grounded tools that can be used at the local level to explain and monitor trends in juvenile delinquency and violence. Applicants from qualified public and private agencies and organizations with demonstrated research abilities were eligible to apply for funding; applications were due in October 2000.

After reviewing the eight applications that were submitted, OJJDP selected the University of Pennsylvania Jerry Lee Center of Criminology to conduct the study of recent trends in juvenile crime and violence to better understand factors correlated

with these trends and to predict future trends in delinquency and youth violence. During the first year, the research team, including the University of Maryland and the National Center for Juvenile Justice, began conducting a thorough review of the literature, identifying plausible theories to explain the trends. The project also undertook an indepth analysis of national statistical trends to examine various underlying patterns that may confirm or rebut some of the theories suggested in the literature review. The project focuses on national and local juvenile crime trends and is exploring a range of factors, including demographics; economics; public policy; Federal, State, and local programmatic and community initiatives; and spiritual and cultural trends and values, that may help explain the trends. The project's ultimate goal is to build local capacity to better understand the "whys" behind juvenile crime trends by analyzing existing local data and/or collecting additional data. This data, in turn, will provide policymakers with valuable information about trends in juvenile crime.

FY 2002 funding will support the completion and dissemination of the analytical work begun in the first year of the project. In 2002, the study team will complete the review of the literature, examine national data on the reasons for changes in crime trends, and support developmental work to test hypotheses about the reasons for change at the local level in selected jurisdictions. The researchers will also carry out the research design, based on the results of the feasibility analysis, including plans for recruitment of sample sites for retrospective and prospective data collection, as appropriate.

Very Young Offenders Study Group

Juvenile courts today are challenged by an increase in the number of child delinquents (offenders younger than age 13) coming before them. In 1997, for example, juvenile courts handled more than 180,000 child offenders. Compared with youth who first become involved in delinquency in their teens,

child delinquents are far more likely to become serious, violent, and chronic juvenile offenders. OJJDP's Study Group on Serious and Violent Juvenile Offenders found that most chronic juvenile offenders begin their criminal careers before age 12 and some begin as early as age 10. The discovery that minor problem behavior leading to delinquency often begins at a very young age was a major basis for OJJDP's decision to assemble its Study Group on Very Young Offenders (Study Group), a distinguished panel of 39 researchers who began work in 1998.

The Study Group was formed to explore what is known about the prevalence and frequency of very young offending; investigate how very young offenders are handled by the juvenile justice, mental health, and social services systems; and determine what methods can effectively prevent very young offending. Focusing on the delinquent behavior of offending children ages 7 to 12 and on their persistently disruptive and precociously deviant behavior from the toddler years through adolescence, the Study Group has reviewed existing research, undertaken many special analyses, secured input from more than 100 practitioners, and identified specific risk and protective factors that are critical to developing early intervention and protection programs for very young offenders.

The Study Group's final report was completed in 2001 and subsequently published by Sage Publications as *Child Delinquency: Development, Intervention, and Service Needs* (edited by Rolf Loeber and David P. Farrington). The report draws on hundreds of research studies to provide information on child delinquency and its developmental course. Key findings include the following:

- ◆ The number of child delinquents (ages 7 to 12) handled in the Nation's juvenile courts increased 33 percent during the past decade. This increase concerns researchers because offense patterns show more serious crimes among these youth and because very young offenders are more likely to continue their involvement in crime.

- ◆ Child delinquents are two to three times more likely to become serious, violent, and chronic offenders than adolescents whose delinquent behavior begins in their teens. (Chronic offenders are those with at least four referrals to juvenile court.)
- ◆ Between 1988 and 1997, the arrest rate of child delinquents for violent crimes increased 45 percent (paralleling the increase in violence for all juveniles). Arrests of child delinquents for drug abuse violations, however, increased 156 percent.
- ◆ Child delinquents account for one-third of all juvenile arrests for arson, one-fifth of juvenile arrests for sex offenses and vandalism, one-eighth of juvenile arrests for burglary and forcible rape, and one-twelfth of juvenile arrests for violent crime.

The Study Group's final report also describes key risk and protective factors for delinquency. Many of the risk factors and predictors for child delinquency differ from those for offending by older youth. According to the Study Group's report, risk factors for offending at a very young age are more likely to be biological, individual, and family factors. Individual risk factors include physical aggressiveness and hyperactive or impulsive behavior at a young age. Family risk factors include antisocial parents, substance-abusing parents, a history of family violence, and poor parenting practices. Peer and school/community risk factors and protective factors are also described in the final report.

In addition to determining risk and protective factors for child delinquency, the Study Group identified several effective and promising prevention and intervention programs. These programs not only help to reduce the incidence of delinquency but also provide significant cost savings to society.

The final report of OJJDP's Study Group on Very Young Offenders will be summarized in *Child Delinquency: Early Intervention and Prevention*, an upcoming Bulletin in OJJDP's Child Delinquency Bulletin Series. All Bulletins in the series will draw on information from the Study Group's final report.

OJJDP encourages parents, educators, and practitioners to use information in the Bulletins to deal with young offenders more fairly and consistently. Three other Bulletins in the series—*Treatment, Services, and Intervention Programs for Child Delinquents*; *Risk and Protective Factors of Child Delinquency*; and *Prevalence and Development of Child Delinquency*—will also be published in this series.

Youth Violence Research Series

OJJDP and the Centers for Disease Control and Prevention's (CDC's) National Center for Injury Prevention and Control have formed a strong partnership to reduce youth violence. Part of that partnership involves promotion of Blueprints for Violence Prevention, an initiative that identifies and disseminates information about violence prevention and intervention programs that have been found to be effective. The OJJDP-CDC partnership also recently introduced the Youth Violence Research Bulletin Series to present the most recent research findings on topics related to youth violence. The first Bulletin in the series (*Short- and Long-Term Consequences of Adolescent Victimization*) will be released in February 2002.

On the Horizon

In FY 2002, OJJDP will make a significant amount of funding available for programs designed to promote early intervention in juvenile crime and to prevent delinquency.

- ◆ **Drug-Free Communities Support Program.** In FY 2002, DFCSP will make available approximately 70 grants of up to \$100,000 each through a competitive grant process. Eligible applicants will include community coalitions whose principal mission is reducing substance abuse among youth. Coalitions must represent the targeted community and include at least one representative from each of the following groups: youth; parents; business community; media; schools; youth-serving organizations; law enforcement agencies; religious or fraternal organizations;

civic and volunteer groups; healthcare professionals; State, local, or tribal governmental agencies with expertise in the field of substance abuse; and other organizations involved in reducing substance abuse.

- ◆ **Juvenile Mentoring Program.** JUMP will award funding in FY 2002 to grantees interested in developing and sustaining effective mentoring programs for at-risk youth. Applications will be invited from local education agencies, public agencies, private for-profit and nonprofit organizations, and tribal nations. Faith-based organizations also will be encouraged to apply. Applicants will be required to demonstrate knowledge of and/or experience with mentoring programs, volunteers, and at-risk youth. National organizations (i.e., those serving a population that extends across the country) are not eligible to receive JUMP funds, and grantees or collaborative entities that have received JUMP funds previously will not be eligible for JUMP funding under this solicitation.

- ◆ **Promising Programs for Substance Abuse Prevention: Replication and Evaluation Initiative.** During FY 2002, OJJDP also plans fund the Promising Programs for Substance Abuse Prevention: Replication and Evaluation Initiative. The purpose of this initiative is to replicate and test the effectiveness of two juvenile substance abuse prevention program models. In replicating these programs, OJJDP seeks to determine whether positive outcomes found in previous program evaluations can be replicated and sustained in other sites. Identifying programs that can be replicated and sustained in other sites enhances the field's knowledge about "what works" in youth substance abuse prevention and helps communities make effective choices in allocating resources available for substance abuse prevention activities.

Chapter 3

Strengthening the Juvenile Justice System

Strengthening the capacity of juvenile justice systems to prevent and respond to delinquency is an ongoing challenge for all States and communities. Supporting their efforts to address this challenge is a longstanding priority at OJJDP. Each year, the Office's core Formula Grants program funds a variety of State and local juvenile justice activities—from prevention to corrections—throughout the Nation. Other major programs sponsored by OJJDP encourage States and communities to improve their juvenile justice systems by implementing accountability-based reforms and responding to specific challenge areas.

By strengthening the corrections component of the juvenile justice system, States and communities enhance public safety, ensure that court sanctions are implemented appropriately and effectively, and take advantage of an important opportunity to help offending juveniles make better choices and lead productive lives. OJJDP continues to develop and fund a variety of programs to strengthen all components of the juvenile justice system. The programs highlighted in this chapter illustrate the types of activities that are underway and on the horizon.

Accountability-Based Training for Staff in Juvenile Confinement Facilities

The Accountability-Based Training for Staff in Juvenile Confinement Facilities program offers state-of-the-art training to direct-care staff in juvenile confinement facilities around the Nation to help them better handle and care for confined youth. The program, funded by OJJDP for 6 years, is administered by the National Juvenile Detention Association's (NJDA's) Center for Research and

Professional Development (CRPD). Through the program, CRPD has provided more than 101,600 training hours to line staff in juvenile justice facilities and programs in 33 States. NJDA also offers comprehensive technical assistance to State and local juvenile detention centers experiencing problems with their operations.

During FY 2002, CRPD will add a new 40-hour curriculum (*BARJ-ing Into Juvenile Confinement: Practical Application of BARJ Principles for Line Staff*) to its existing materials and curriculums. CRPD will also develop and pilot advanced training curriculums on suicide prevention and the management of mentally ill residents and revise its curriculum for juvenile detention caseworkers.

In addition, NJDA will make intensive technical assistance available to jurisdictions having problems with overcrowding in their juvenile confinement facilities. NJDA also will assist facilities experiencing difficulties with operations, staffing, or planning. NJDA maintains a consultant pool of experts who understand the problems faced by overcrowded facilities and can provide alternatives to secure detention. During FY 2002, NJDA will conduct at least six jurisdictional Team Trainings to combat overcrowding and address other problems relating to the general operations of a juvenile confinement facility.

Assessing Alcohol, Drug, and Mental Disorders Among Juvenile Detainees

Between 1987 and 1996, the volume of cases handled by juvenile courts increased 49 percent. As a result, more youth than ever before became

involved in the juvenile justice system. Mental health professionals believe, based on limited data, that a high percentage of these youth have alcohol, drug, and mental disorders and that many fail to receive necessary mental health and substance abuse services. The Northwestern Juvenile Project (at the Northwestern University Medical School in Chicago, IL) is exploring this problem.

Since November 1995, the Northwestern Juvenile Project has been studying alcohol, drug, and mental disorders among a large sample of youth—1,829 juveniles (1,172 males and 657 females) held in the Cook County (Chicago) Juvenile Temporary Detention Center. The project's investigators have conducted psychiatric interviews of youth in detention and collected extensive archival data to assess the extent of alcohol, drug, and mental disorders in the sample and determine whether the youth are receiving necessary services. The study also explores the development and interrelationship of high-risk behaviors related to violence, substance abuse, and HIV/AIDS.

A longitudinal component was added to the study in November 1998 and is funded by OJJDP, other Federal agencies, and private foundations. This component allows researchers to assess the developmental course of substance abuse and mental disorders among juvenile detainees; examine service availability, service use, and barriers to service access among juvenile detainees; and identify longer term patterns of risky behavior in the areas of violence, substance use, and HIV/AIDS.

Investigators have used extensive and thorough procedures to track youth and have repeatedly reinterviewed virtually all members of the original sample, regardless of whether the youth have returned to the community, remained incarcerated, or left the immediate area. The large sample size provides sufficient statistical power for the researchers to study rare disorders (including co-occurring conditions), patterns of drug use, and risky, life-threatening behaviors.

Assessing Alcohol, Drug, and Mental Disorders in Juvenile Detainees, an OJJDP Fact Sheet (FS-200102) published in January 2001, describes the goals and status of the Northwestern Juvenile Project, suggests some preliminary findings, and discusses the findings' implications for the juvenile justice system. The Fact Sheet is available from the Juvenile Justice Clearinghouse. Publication of an OJJDP Bulletin on the Northwestern Juvenile Project that compares subjects' self-reported substance use with the results of urine screens conducted shortly after arrest is planned.

Community Assessment Centers

Many communities are searching for more effective and efficient ways to identify and intervene with juveniles at risk of becoming serious, violent, and chronic offenders. Research shows that delinquent youth often face multiple risk factors and that, as risk factors accumulate, higher levels of delinquency and other problem behaviors result. Consequently, youth with multiple risk factors often are involved with several different systems (e.g., juvenile justice, mental health, and/or alcohol and other drug treatment) that may not communicate adequately with one another. OJJDP's Community Assessment Center (CAC) program currently is helping two communities—Denver County, CO, and Orange County, FL—test the CAC model's ability to address these problems. OJJDP originally funded four CAC sites: two planning sites (Denver County, CO, and Lee County, FL) and two implementation/enhancement sites (Jefferson County, CO, and Orlando, FL).

A CAC's main purpose is to facilitate earlier and more efficient delivery of prevention and intervention services. The CAC model includes four key elements that, when implemented properly, have the potential to positively affect youth and divert them from the path of serious, violent, and chronic delinquency:

- ◆ A centralized point of intake and assessment for youth who have come or are at risk of coming into contact with the juvenile justice system.
- ◆ Immediate and comprehensive assessments of youth's circumstances and treatment needs.
- ◆ A management information system to manage and monitor youth served, which ensures the provision of appropriate treatment and rehabilitation services and prevents the duplication of services.
- ◆ Integrated case management for youth, including service recommendations, improved access to services, followup, and periodic reassessments.

In 1997, the National Council on Crime and Delinquency (NCCD) began a national evaluation of assessment centers at the four sites originally funded by OJJDP. NCCD's report on the evaluation covers 1997 through mid-1999.

NCCD's evaluation examined five factors:

- ◆ Context (the environment in which CACs operate).
- ◆ Identification (techniques, procedures, and criteria used to identify, screen, assess, and refer youth).
- ◆ Intervention (the range of programs or reforms in system processing used to meet a CAC's objectives).
- ◆ Linkages (formal and informal relationships and agreements that affect the establishment of a new CAC or the modification of an existing facility).
- ◆ Goals (the measurable outcomes of CACs).

NCCD's data collection methods included a review of information in official records and reports; interviews of key leaders, youth, and parents; surveys of individuals involved in CAC operations but not interviewed in the key leader interviews (e.g., patrol officers and case managers); a random sample of cases in the two enhancement sites; and an analysis

of information on assessment, services, and recidivism extracted from the enhancement sites' automated management information systems.

NCCD's evaluation revealed several reasons for developing CACs, including rising problems of juvenile crime and deficiencies in the way that delinquent and at-risk youth are handled by the juvenile justice system. Jefferson County pointed to highly publicized juvenile crimes, lengthy delays in case processing, crowded detention facilities, and the need for more prevention services for at-risk youth as reasons for its decision to develop a CAC. In Denver County and Lee County, fragmented juvenile justice systems and a lack of effective prevention and intervention services for youth led to CAC planning.

NCCD also examined sites' goals for the assessment centers, which may include:

- ◆ Preventing delinquency.
- ◆ Providing comprehensive services for youth and their families.
- ◆ Improving information sharing and communication between agencies.
- ◆ Providing a cost-effective response to juvenile crime.
- ◆ Reducing the length of time between arrest and treatment by expediting case processing.

In terms of overall lessons learned, comments that NCCD gathered from key leaders in Denver County and Lee County centered on three themes: the need for collaborative and inclusive planning, the value of beginning small and having definite timelines, and the importance of clearly identifying goals and educating new players and the public about such goals. Information from Orange County revealed that the CAC approach has led to substantial savings in law enforcement officers' time, the availability of more information (thus contributing to faster case processing), and greater collaboration and cooperation. NCCD's examination of rearrest

rates showed little difference in the recidivism rates of youth who received assessments and those who did not. The data reveal slightly lower rearrest rates for a matched sample of assessed youth.

In sum, NCCD's preliminary evaluation shows that the assessment center concept is promising and that the collaboratives overseeing the centers' development and functioning are working hard to meet ambitious goals. CACs have had positive effects on integration, collaboration, and juvenile justice system functioning, but several issues remain. For example, many youth and families interviewed by NCCD did not fully understand the nature of voluntary consent. Due process, legal representation, access to files, and the need for clear confidentiality standards are also important concerns.

An OJJDP Bulletin published in March 2000, *The Community Assessment Center Concept*, describes challenges faced by the four communities chosen to be part of OJJDP's CAC demonstration effort and discusses the CAC model and its key elements. The Bulletin is available from the Juvenile Justice Clearinghouse.

Formula Grants Program

The Formula Grants program, established by the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, provides funds directly to States, U.S. territories, and the District of Columbia to help them implement comprehensive State juvenile justice plans based on detailed studies of needs in their jurisdictions. (The term "States," as used throughout this section, refers to the 50 States, the District of Columbia, and 5 U.S. territories: American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the Virgin Islands.)

During FY 2001, OJJDP awarded more than \$76 million to the States under the Formula Grants program to support a variety of juvenile justice activities, from prevention efforts to incarceration. Allocations are based on the number of juveniles in a State and in FY 2001 ranged (other than for territories) from \$635,000 (Washington, DC) to

\$8.366 million (California). The Governor of each State designates a State agency to implement the Formula Grants program. Contact information for each State's administering agency for Formula Grants and other grants can be found at www.ojp.gov/state.htm. Although the awards go to this agency, the JJDP Act requires that two-thirds of all Formula Grants funds be passed through to programs of units of general local government, local private agencies, and Indian tribes that perform law enforcement functions.

To participate in the Formula Grants program, a State must address 25 State planning requirements set forth in the JJDP Act and comply with 4 core protections for juveniles involved in the justice system:

- ◆ Deinstitutionalizing status offenders and nonoffenders (DSO).
- ◆ Separating adult and juvenile offenders in secure institutions (separation).
- ◆ Eliminating the practice of detaining or confining juveniles in adult jails and lockups (jail and lock-up removal).
- ◆ Addressing the disproportionate confinement of minority juveniles in secure juvenile justice system facilities and jails and lockups where such overrepresentation exists (DMC).

Under OJJDP's leadership, States continue to make significant progress in achieving or maintaining compliance with these core protections. The majority of the 54 States participating in the Formula Grants program (South Dakota and Wyoming are not participating)³ are now in full compliance (or in full compliance with *de minimis* exceptions) with the first 3 requirements and are making satisfactory progress in meeting the DMC requirement (added as a core protection when the JJDP Act was amended in 1992). Most States have completed the

³ In these States, funds were awarded to nonprofit agencies working to help the States attain compliance and regain eligibility.

initial identification and assessment phases for this provision and are implementing the intervention phase. Three States, in addition to completing the identification and assessment phases in earlier years, continue to monitor DMC trends each year and have updated assessment studies, implemented intervention strategies to address identified contributing factors to DMC, and conducted evaluations of their DMC efforts. Thirteen States have submitted updated DMC data, evidencing ongoing monitoring efforts. More detail on individual States' compliance with the core protections of the JJDP Act is presented in the tables on pages 24–28.

Research and Evaluation Associates (REA) is one of several OJJDP grantees responsible for supporting States' efforts to determine whether the proportion of minorities in confinement exceeds their proportion in the population and, if so, to demonstrate efforts to reduce it. In FY 2001, REA developed a set of strategic tools and materials to help jurisdictions address DMC and was responsible for delivery of intensive technical assistance to five States. In working with the States, project staff established a protocol for the delivery of technical assistance in response to DMC issues. This protocol will help States identify and prioritize interventions that have both immediate and long-term effects on DMC. In FY 2002, REA's activities will include identifying and training consultants to support the expansion of intensive technical assistance, evaluating the use of the protocol in delivering technical assistance, and continuing to develop strategies and approaches that will help States address DMC.

Juvenile Accountability Incentive Block Grants Program

OJJDP's Juvenile Accountability Incentive Block Grants (JAIBG) program strengthens the juvenile justice system by encouraging States and local jurisdictions to implement accountability-based reforms. Under the program, OJJDP awards block grants

to States, which, in turn, distribute funds to local jurisdictions. JAIBG also supports program-related research, demonstration, evaluation, training, and technical assistance activities.

During FY 2001, 56 eligible jurisdictions (including all 50 States, territories, and the District of Columbia) received JAIBG awards totaling \$231 million. The awards can be used to fund programs in 12 purpose areas, including construction of juvenile detention and corrections facilities; development of accountability-based sanctions programs for juvenile offenders; hiring of prosecutors, public defenders, and judges to address drug, gang, and youth violence more effectively; and the establishment and maintenance of interagency information-sharing programs to promote more informed decisionmaking in the control, supervision, and treatment of juvenile offenders (see complete list of Program Purpose Areas on page 29).

To help States and local jurisdictions implement JAIBG programs, OJJDP provides training and technical assistance through Development Services Group, Inc. (DSG), of Bethesda, MD, and 11 other training and technical assistance providers. During FY 2001, the training program featured six regional training sessions for State and local JAIBG grantees and six Web-based training sessions and two regional training sessions for JAIBG coordinators and juvenile justice specialists. OJJDP and the Bureau of Justice Statistics also established the JAIBG Technical Support Center to help States calculate the amount of JAIBG funds to be allocated to local jurisdictions.

DSG coordinates a JAIBG Training and Technical Assistance Alliance, which consists of 11 providers (including the American Correctional Association, the National Council of Juvenile and Family Court Judges, the American Probation and Parole Association, and the National Institute of Corrections) that deliver various services to States and localities implementing JAIBG programs. Since its inception in 1998, the Alliance has provided technical assistance in response to more than 3,750 requests. To

Core Protections Compliance Summary Totals
(as of September 30, 2001)

<u>Deinstitutionalization of Status Offenders (DSO)</u>	<u>Number of Jurisdictions</u>
Full compliance—zero violations	7
Full compliance— <i>de minimis</i> exceptions	44
Not in compliance	3
Not participating	2
<u>Separation of Juvenile and Adult Offenders</u>	
Full compliance—zero violations	46
Full compliance—exception provision	8
Not participating	2
<u>Jail and Lockup Removal</u>	
Full compliance—zero violations	13
Full compliance— <i>de minimis</i> exceptions	40
Not in compliance	1
Not participating	2
<u>Disproportionate Minority Confinement (DMC)</u>	
Completed identification and assessment, implementing intervention, monitoring, and evaluation	3
Completed identification and assessment, implementing intervention and monitoring	15
Completed identification and assessment, implementing intervention and planning to update data and/or assessment studies	8
Completed identification and assessment, implementing intervention	13
Completed identification/implementing intervention, conducting formal assessment	1
Completed identification/implementing intervention, planning formal assessment	4
Conducting identification	2
Planning to conduct identification	2
Exempt from DMC requirement or no DMC problem found	5
DMC status under review	1
Not participating	2
<p>Note: States' eligibility to receive FY 2001 formula grants was initially determined on the basis of 1999 monitoring reports for compliance with JJDP Act core protections regarding DSO, separation, and jail and lockup removal and on the basis of information in FY 2001 Formula Grants program comprehensive plans for compliance with the DMC core protection.</p>	

State Compliance Based on 1999 Reports: Deinstitutionalization of Status Offenders (DSO), Sec. 223(a)(12)(A)

<i>Formula Grant Participants (as of September 30, 2001)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— de minimis exceptions^a</i>	<i>Not in compliance</i>	<i>Formula Grant Participants (as of September 30, 2001)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— de minimis exceptions^a</i>	<i>Not in compliance</i>
Alabama		♦		New Hampshire		♦	
Alaska		♦		New Jersey		♦	
Arizona		♦		New Mexico		♦	
Arkansas		♦		New York	♦		
California		♦		North Carolina		♦	
Colorado		♦		North Dakota		♦	
Connecticut		♦		Ohio			♦
Delaware		♦		Oklahoma		♦	
Dist. of Columbia		♦		Oregon		♦	
Florida		♦		Pennsylvania		♦	
Georgia		♦		Rhode Island	♦		
Hawaii		♦		South Carolina			♦
Idaho		♦		South Dakota ^b			
Illinois		♦		Tennessee		♦	
Indiana		♦		Texas		♦	
Iowa		♦		Utah		♦	
Kansas		♦		Vermont		♦	
Kentucky		♦		Virginia		♦	
Louisiana		♦		Washington			♦
Maine		♦		West Virginia		♦	
Maryland		♦		Wisconsin		♦	
Massachusetts		♦		Wyoming ^b			
Michigan		♦		Amer. Samoa	♦		
Minnesota		♦		Guam	♦		
Mississippi		♦		N. Mariana Is.	♦		
Missouri		♦		Puerto Rico	♦		
Montana		♦		Virgin Is.	♦		
Nebraska		♦		TOTALS	7	44	3
Nevada		♦					

^aFewer than 29.4 violations per 100,000 persons under age 18 in the State.

^bSouth Dakota and Wyoming did not participate in the FY 2001 Formula Grants program.

State Compliance Based on 1999 Reports: Separation of Juvenile and Adult Offenders, Sec. 223(a)(13)

<i>Formula Grant Participants (as of September 30, 2001)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— exception provision^a</i>	<i>Formula Grant Participants (as of September 30, 2001)</i>	<i>Full compliance— zero violations</i>	<i>Full compliance— exception provision^a</i>
Alabama	♦		New Hampshire	♦	
Alaska	♦		New Jersey		♦
Arizona	♦		New Mexico	♦	
Arkansas	♦		New York	♦	
California	♦		North Carolina	♦	
Colorado	♦		North Dakota	♦	
Connecticut	♦		Ohio	♦	
Delaware	♦		Oklahoma		♦
Dist. of Columbia	♦		Oregon	♦	
Florida	♦		Pennsylvania	♦	
Georgia		♦	Rhode Island	♦	
Hawaii	♦		South Carolina	♦	
Idaho	♦		South Dakota ^b		
Illinois	♦		Tennessee		♦
Indiana	♦		Texas		♦
Iowa		♦	Utah	♦	
Kansas	♦		Vermont	♦	
Kentucky	♦		Virginia	♦	
Louisiana		♦	Washington	♦	
Maine	♦		West Virginia	♦	
Maryland	♦		Wisconsin	♦	
Massachusetts	♦		Wyoming ^b		
Michigan	♦		Amer. Samoa	♦	
Minnesota	♦		Guam	♦	
Mississippi		♦	N. Mariana Is.	♦	
Missouri	♦		Puerto Rico	♦	
Montana	♦		Virgin Is.	♦	
Nebraska	♦		TOTALS	46	8
Nevada	♦				

^aOJJDP regulatory criteria set forth in Section 31.303(f)(6)(ii) of the OJJDP Formula Grants Regulation (28 C.F.R. 31), and published in the May 31, 1995, *Federal Register*, allow States reporting noncompliant incidents to continue in the program provided the incidents are not in violation of State law and no pattern or practice exists.

^bSouth Dakota and Wyoming did not participate in the FY 2001 Formula Grants program.

State Compliance Based on 1999 Reports: Jail and Lockup Removal, Sec. 223(a)(14)

<i>Formula Grant Participants</i> (as of September 30, 2001)	<i>Full compliance—zero violations</i>	<i>Full compliance—de minimis exceptions^a</i>	<i>Not in compliance</i>	<i>Formula Grant Participants</i> (as of September 30, 2001)	<i>Full compliance—zero violations</i>	<i>Full compliance—de minimis exceptions^a</i>	<i>Not in compliance</i>
Alabama		♦		New Hampshire		♦	
Alaska		♦		New Jersey		♦	
Arizona		♦		New Mexico	♦		
Arkansas		♦		New York		♦	
California		♦		North Carolina	♦		
Colorado		♦		North Dakota		♦	
Connecticut		♦		Ohio			♦
Delaware		♦		Oklahoma		♦	
Dist. of Columbia	♦			Oregon	♦		
Florida		♦		Pennsylvania		♦	
Georgia		♦		Rhode Island		♦	
Hawaii		♦		South Carolina	♦		
Idaho	♦			South Dakota ^b			
Illinois		♦		Tennessee		♦	
Indiana		♦		Texas		♦	
Iowa		♦		Utah		♦	
Kansas		♦		Vermont	♦		
Kentucky		♦		Virginia		♦	
Louisiana		♦		Washington		♦	
Maine		♦		West Virginia	♦		
Maryland		♦		Wisconsin		♦	
Massachusetts		♦		Wyoming ^b			
Michigan		♦		Amer. Samoa	♦		
Minnesota		♦		Guam	♦		
Mississippi		♦		N. Mariana Is.	♦		
Missouri		♦		Puerto Rico	♦		
Montana		♦		Virgin Is.	♦		
Nebraska		♦		TOTALS	13	40	1
Nevada		♦					

^aState was found in compliance based on the numerical or substantive *de minimis* standard criteria set forth in Section 31.303(f)(6)(iii)(B) of the OJJDP Formula Grants Regulation (28 C.F.R. 31) and published in the May 31, 1995, *Federal Register*.

^bSouth Dakota and Wyoming did not participate in the FY 2001 Formula Grants program.

State Compliance Based on FY 2001 Formula Grants Program Comprehensive Plan: Disproportionate Minority Confinement (DMC), Sec. 223(a)(23)

Formula Grant Participants (as of September 30, 2001)	Completed identification and assessment/implementation and evaluation							Formula Grant Participants (as of September 30, 2001)	Completed identification and assessment/implementation and evaluation							
	Completed identification and assessment/implementation and evaluation	Completed identification and assessment/implementation and conducting monitoring	Completed identification and assessment/implementation	Completed identification/implementation/assessment	Conducting or planning identification phase	Exempt from DMC requirement or no DMC problem found	DMC status under review		Completed identification and assessment/implementation and evaluation	Completed identification and assessment/implementation and conducting monitoring	Completed identification and assessment/implementation	Completed identification/implementation/assessment	Conducting or planning identification phase	Exempt from DMC requirement or no DMC problem found	DMC status under review	
Alabama				♦				New Hampshire						♦		
Alaska		♦						New Jersey		♦						
Arizona ^a			♦					New Mexico ^c		♦						
Arkansas		♦						New York		♦						
California ^a			♦					North Carolina					♦			
Colorado	♦							North Dakota		♦						
Connecticut		♦						Ohio				♦				
Delaware ^b		♦						Oklahoma			♦					
Dist. of Columbia		♦						Oregon		♦						
Florida			♦					Pennsylvania	♦							
Georgia		♦						Rhode Island			♦					
Hawaii			♦					South Carolina ^c		♦						
Idaho		♦						South Dakota ^d								
Illinois			♦					Tennessee ^a		♦						
Indiana		♦						Texas			♦					
Iowa			♦					Utah			♦					
Kansas		♦						Vermont						♦		
Kentucky ^c					♦			Virginia		♦						
Louisiana				♦				Washington	♦							
Maine					♦			West Virginia				♦				
Maryland		♦						Wisconsin			♦					
Massachusetts ^c			♦					Wyoming ^d								
Michigan		♦						Amer. Samoa ^e							♦	
Minnesota		♦						Guam ^e							♦	
Mississippi						♦		N. Mariana Is. ^e							♦	
Missouri		♦						Puerto Rico ^f							♦	
Montana		♦						Virgin Is. ^e							♦	
Nebraska			♦					TOTALS	3	23	13	5	4	5	1	
Nevada		♦														

^aStates that will begin to receive intensive DMC technical assistance in January 2002 to further enhance their DMC efforts.
^bState that received intensive DMC technical assistance from November 2000 to July 2001 to further enhance its DMC efforts.
^cStates that received intensive DMC technical assistance since November 2000 to further enhance their DMC efforts.
^dSouth Dakota and Wyoming did not participate in the FY 2001 Formula Grants program.
^eIn four territories, it has been determined that minority juveniles are not disproportionately arrested or detained.
^fPuerto Rico is exempt from reporting racial statistics because of the homogeneity of its population.

JAIBG Program Purpose Areas

Purpose Area 1: Building, expanding, renovating, or operating temporary or permanent juvenile corrections or detention facilities, including training of personnel.

Purpose Area 2: Developing and administering accountability-based sanctions for juvenile offenders.

Purpose Area 3: Hiring additional juvenile judges, probation officers, and court-appointed defenders and funding pretrial services for juveniles to ensure the smooth and expeditious administration of the juvenile justice system.

Purpose Area 4: Hiring additional prosecutors so that more cases involving violent juvenile offenders can be prosecuted and backlogs reduced.

Purpose Area 5: Providing funding to enable prosecutors to address more effectively problems related to drugs, gangs, and youth violence.

Purpose Area 6: Providing funding for technology, equipment, and training to assist prosecutors in identifying violent juvenile offenders and expediting their prosecution.

Purpose Area 7: Providing funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and in reducing recidivism.

Purpose Area 8: Establishing court-based juvenile justice programs that target young firearms offenders through the creation of juvenile gun courts for the adjudication and prosecution of these offenders.

Purpose Area 9: Establishing drug court programs to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to integrate administration of other sanctions and services.

Purpose Area 10: Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts.

Purpose Area 11: Establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies or programs that are designed (in cooperation with law enforcement officials) to protect students and school personnel from problems related to drugs, gangs, and youth violence.

Purpose Area 12: Implementing a policy of controlled substance testing for appropriate categories of youth in the juvenile justice system.

support the JAIBG program, the Alliance has conducted 618 training events, workshops, presentations, and videoconferences reaching more than 51,270 practitioners, including juvenile justice specialists, judges, probation officers, law enforcement officers, court and school personnel, prosecutors, and detention staff. By directly training State and local practitioners on best practices in juvenile accountability and graduated sanctions, OJJDP helps State and local governments improve their juvenile justice systems' capacity to address accountability.

In FY 1999, Abt Associates Inc., of Cambridge, MA, began a 48-month national evaluation of the JAIBG program that focuses on its administration, including how grants are used by State and local recipients and what types of programs are funded. The study is also documenting State and local programs' access to and use of training and technical assistance, practitioners' and policymakers' attitudes toward the JAIBG program, and States' responses to the JAIBG purpose areas. In addition, evaluators are conducting a mail survey of State

and local practitioners and policymakers to assess their attitudes about the JAIBG program and their perceptions of how it was implemented in their jurisdictions. The national evaluation is expected to be completed by late 2002.

OJJDP continues to publish its series of JAIBG Bulletins, which present up-to-date information about one or more specific JAIBG program purpose areas. During FY 2001, OJJDP published the following Bulletins in the JAIBG series:

- ◆ *Increasing School Safety Through Juvenile Accountability Programs* (NCJ 179283).
- ◆ *Juvenile Drug Court Programs* (NCJ 184744).

Increasing School Safety describes activities that reflect OJJDP's commitment to promoting school safety by holding students accountable for their behavior. In particular, it describes common features and key elements of effective programs and recommends a comprehensive, collaborative approach that involves students, parents, and school officials.

Juvenile Drug Court Programs discusses juvenile drug courts—intensive treatment programs established within and supervised by juvenile courts to provide specialized services for eligible drug-involved youth and their families. Since 1995, more than 100 juvenile drug courts have been established in the United States, and another 100 are being planned. By providing local officials the experience and perspective of juvenile justice policymakers and practitioners who have been involved with juvenile drug court programs during the past several years, this Bulletin facilitates the development of constructive, well-conceived programs that improve juvenile justice systems' ability to hold youthful offenders accountable for their behavior while enhancing public safety and strengthening existing State and local programs.

Both Bulletins are available from the Juvenile Justice Clearinghouse.

The final two Bulletins in the series, *Juvenile Gun Courts: Promoting Accountability and Providing Treatment* and *Best Practices in Juvenile Accountability: Overview*, will be published in 2002.

National Training and Technical Assistance Center

Practitioners in the field of juvenile justice and delinquency prevention face enormous challenges in their efforts to change existing practices in ways that will improve outcomes. Because quality training and technical assistance (T&TA) can facilitate such efforts, OJJDP established the National Training and Technical Assistance Center (NTTAC) in 1995 to facilitate the systematic coordination of OJJDP's T&TA resources. In particular, NTTAC was established to increase responsiveness to consumer needs, promote the use of best practices in the provision of T&TA, and assist in the overall enhancement of OJJDP's T&TA service delivery system. Operated by Caliber Associates of Fairfax, VA, the Center coordinates the services of more than 60 OJJDP T&TA providers. The Center also identifies and assesses T&TA resources in the field, collects and provides access to the best available T&TA materials, develops new T&TA materials, and disseminates model T&TA protocols and guides.

During FY 2001, NTTAC responded to more than 500 T&TA requests from throughout the United States. Using a customized online data management tool for collecting and cataloging information, the Center developed a protocol for updating the OJJDP Training and Technical Assistance Resource Catalog. NTTAC also revamped its marketing and outreach strategy and created a "family of products" look for the Center's marketing materials. As part of its new marketing and outreach strategy, NTTAC expanded and enhanced its Web site (www.nttac.org) by developing an online bulletin board and a monthly "Web Sites to Watch" series—increasing its usership approximately 40 percent.

During FY 2002, NTTAC plans to:

- ◆ Disseminate the core performance standards and a tool kit series of fact sheets and bulletins to facilitate implementation of the standards.
- ◆ Continue to develop an Information Resource Management System that will include a mechanism for tracking T&TA requests and coordination, a consultant repository, a training delivery repository, a provider directory, and a media resource repository.
- ◆ Finish developing a T&TA product and curriculum review process.
- ◆ Convene the annual OJJDP T&TA grantee and contractor meeting.
- ◆ Update and disseminate the OJJDP Training and Technical Assistance Resource Catalog and continue to broker quality T&TA services on behalf of the OJJDP provider network.
- ◆ Help State juvenile corrections training academies facilitate the reoccurring revisions and updates of basic job descriptions and serve as a repository of training materials developed by academies for dissemination to academies.

Performance-based Standards Project

In 1995, OJJDP launched a major initiative, now known as the Performance-based Standards (PbS) project, to improve the conditions of confinement and the services provided in juvenile corrections and detention facilities. OJJDP initiated the project in recognition of the need for national performance standards for such facilities and in response to findings from OJJDP's 1994 congressionally mandated Conditions of Confinement Study, which revealed that then-existing standards failed to protect the health and safety of youth and staff. The study found that several factors—such as high rates of suicidal behavior among youth in residential placement, few timely and professionally conducted

health and mental health screenings, and pervasive overcrowding—were related to high rates of injury to youth and staff and high levels of staff turnover in juvenile corrections facilities.

In response to these findings, OJJDP issued a request for proposals to develop and implement a set of standards that would improve conditions and services for confined youth. OJJDP competitively selected the Council of Juvenile Correctional Administrators (CJCA) of South Easton, MA, to develop and implement performance-based standards. The support CJCA has received from agency directors across the nation has advanced the initiative significantly.

During its 7 years of development and implementation, PbS has grown into a system for continuous improvement that includes the following elements:

- ◆ A set of performance-based standards that address seven areas—safety, order, security, programming, health/mental health services, the justice of facility operations, and reintegration. Each standard is linked to an overarching goal, and performance is assessed by one or more outcome measures that count occurrences, measure rates, and reflect changes over time.
- ◆ Data collection tools used to gather and organize the information required to produce the outcome measures.
- ◆ Reports that provide a graphic representation of a facility's results for each outcome measure, compared with both the group average and the individual site's results over time.
- ◆ A range of resources, including the consulting expertise of recognized experts and staff from participating facilities, research reports, studies, and relevant organizations and Web sites.

As of the end of FY 2001, 96 facilities in 29 States and localities were implementing the PbS system. Thirteen States had adopted PbS agencywide, which has enabled them to facilitate systemic implementation and improve performance in all of

their facilities. Detailed information on participating facilities is available on the PbS Web site (www.performance-standards.org).

In 1998, CJCA began implementing performance-based standards and data collection tools at 32 juvenile facilities across the nation. These facilities have completed five rounds of data collection (June 1998, August 1999, April 2000, October 2000, and April 2001). Since the project's inception, OJJDP has identified several opportunities to enhance and expand the project. Enhancements have included demonstration program funding, improvement of the PbS Web site, publication of resource guides, support of additional facilities, and a national evaluation. The PbS Web site is currently being redesigned and improved for the next round of data collection, scheduled for May 2002.

Experience to date confirms that PbS makes a difference for youth and staff. Juvenile corrections and detention facilities have made measurable improvements, including reducing the use of isolation and room confinement, increasing the number of youth who receive health and mental health screenings, reducing assaults on youth and staff, and decreasing staff turnover. One facility, Connecticut's Long Lane School, which joined the project in 1997—following a youth suicide at the facility and major criticism from the media, policymakers, and the public—has showed dramatic improvements. For example, in August 1999 (just 1 year after implementing PbS), April 2000, October 2000, and April 2001, 100 percent of the youth sampled at Long Lane had received an intake screening for risk of suicide before being assigned housing (compared with only 1 of 30 youth sampled in June 1998). Long Lane's data between June 1998 and April 2001 also show a considerable decline in the number of youth injured at the facility and a decrease in the number of occurrences involving the use of restraints. Over the same period, the facility's use of isolation and room confinement was cut in half, and fewer escapes occurred. Each of these areas had been the subject of public criticism and targeted for improvement.

OJJDP is supporting a formative evaluation of the PbS project through an interagency agreement with the U.S. Department of Commerce. The evaluation is being conducted by the National Academy of Public Administration of Washington, DC. Recent survey results from the evaluation have been positive, in terms of both the adoption of PbS and improvements in facility outcomes. Even though nearly one-third of participating facilities reported significant difficulties with the initial implementation of PbS, they felt strongly that the standards would ultimately be accepted and benefit youth corrections and detention facilities. Researchers confirmed that PbS goals are widely shared by facility administrators and staff.

While working with facilities to implement PbS, the project team recognized the need to expand the standards that addressed the reintegration of youth back into their communities. In response to this need, the PbS team in FY 2000 began working with representatives of OJJDP's Intensive After-care Program to develop standards on how to prepare youth for reintegration into their community following release from a confinement facility. The draft standards and outcome measures were created in FY 2001 and are now being tested. Data collection will begin in selected jurisdictions in 2002. The standards will subsequently be revised and incorporated into the PbS system.

Performance-based Standards: A System of Continuous Improvement, an OJJDP Bulletin on the PbS project and its history, achievements, and future direction, is planned for release in FY 2002. It will be available from the Juvenile Justice Clearinghouse.

Planning of New Institutions for Juveniles

As a result of widespread crowding and substandard conditions, many juvenile detention and corrections facilities across the nation need to be replaced or renovated. Before renovating or replacing facilities, however, jurisdictions should engage in careful planning to ensure that alternatives to confinement

have been considered and that new or expanded facilities are constructed only when necessary. Recognizing the need to help jurisdictions plan for the construction or renovation of juvenile facilities, OJJDP and the U.S. Department of Justice's Corrections Program Office (CPO) approached the National Institute of Corrections (NIC) about developing workshops for officials planning to build or renovate juvenile facilities. The resulting Planning of New Institutions for Juvenile Facilities (Juvenile PONI) workshop program helps jurisdictions make well-informed planning decisions about building new secure juvenile facilities or about renovating or expanding existing facilities. OJJDP and CPO fund the program, and NIC oversees the development and presentation of the training workshop.

Jurisdictions participating in the Juvenile PONI program select six-person teams to attend the 5-day workshop. Each team must include officials with statutory responsibility for funding, operation, and administration of the facility to be constructed or renovated. A team may also include judges, program administrators, citizens, financial officers, and/or architects and planners under contract to the jurisdictions. Since the first Juvenile PONI workshop in November 1998, the sponsoring agencies have offered three workshops each year at the NIC Academy in Longmont, CO. Five to six jurisdictions have participated in each session. Jurisdictions that attend workshops may also request followup technical assistance.

The curriculum for the 5-day Juvenile PONI workshop consists of 16 modules. Several of the modules—including a historical overview of juvenile justice management and attitudes, an overview of the facility development process, and aspects of direct supervision—use a traditional lecture-discussion format. Others—such as clarifying team roles, framing a vision statement, developing functional space programs, and relating staffing plans to facility plans—use break-out sessions that involve hands-on activities and teamwork and require participants to create and present their own

work product. All of the modules present information as part of a real-life case study of a facility near the Academy. Toward the end of the workshop, participants have an opportunity to tour the facility and participate in a question-and-answer session with the facility director and staff.

In response to the success of the initial Juvenile PONI workshops, OJJDP and CPO allocated funds to continue the program through 2002. In addition, OJJDP will contract with NIC to develop a Transition and Activation curriculum to provide training to jurisdictions that will be opening new juvenile confinement facilities. The HONI (How to Open a New Institution) Training will be piloted in August 2002.

An OJJDP Fact Sheet, *Planning of New Institutions: Workshops for Juvenile Facilities* (January 2001), describes the Juvenile PONI program and identifies considerations that should guide jurisdictions' renovation, expansion, and new construction projects. The Fact Sheet is available from the Juvenile Justice Clearinghouse.

State Challenge Activities

OJJDP's State Challenge Activities Program (State Challenge), established by the 1992 reauthorization of the JJDP Act of 1974, provides incentives for States participating in the Title II, Part B, Formula Grants program to improve their juvenile justice systems by developing, adopting, or improving policies and programs in 1 or more of 10 specific State Challenge program activities. (See sidebar on page 34 for a complete list of the State Challenge activities.) Only States participating in the Formula Grants program are eligible to receive State Challenge grants.

In FY 2001, OJJDP awarded nearly \$9 million in State Challenge grants to 48 States, the District of Columbia, and 5 territories (see table on page 35 for a list of participating States). The State Challenge activities most often addressed were alternatives to suspension and expulsion (24 States),

State Challenge Activities

Challenge Activity A: Developing and adopting policies and programs to provide basic health, mental health, and education services to youth in the juvenile justice system.

Challenge Activity B: Developing and adopting policies and programs to provide all juveniles in the justice system access to counsel.

Challenge Activity C: Increasing community-based alternatives to incarceration by establishing programs (such as expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, and electronic monitoring) and developing and adopting a set of objective criteria for the appropriate placement of juveniles in detention and secure confinement.

Challenge Activity D: Developing and adopting policies and programs to provide secure settings for violent juvenile offenders by closing down traditional training schools and replacing them with secure settings that have capacities of no more than 50 youth and staff-youth ratios sufficient to permit close supervision and effective treatment.

Challenge Activity E: Developing and adopting policies to prohibit gender bias in juvenile placement and treatment and establishing programs to ensure female youth access to the full range of health and mental health services (including treatment for physical or sexual assault or abuse), educational opportunities, training and vocational

services, instruction in self-defense, and instruction in parenting.

Challenge Activity F: Establishing and operating, either directly or by contract, a State Ombudsman office for children, youth, and families to investigate and resolve complaints relating to actions, inactions, or decisions of those providing out-of-home care to children and youth.

Challenge Activity G: Developing and adopting policies and programs to remove status offenders from the jurisdiction of the juvenile court, when appropriate.

Challenge Activity H: Developing and adopting policies and programs designed to serve as alternatives to suspension and expulsion.

Challenge Activity I: Increasing aftercare services by establishing programs and developing and adopting policies to provide comprehensive health, mental health, education, family, and vocational services to youth upon their release from the juvenile justice system.

Challenge Activity J: Developing and adopting policies to establish a State administrative structure to develop program and fiscal policies for children with emotional or behavioral problems and their families. The structure would coordinate the activities of major child-serving systems and implement a statewide case review system.

gender bias policies and programs (20 States), aftercare (reentry) services (19 States), community-based alternatives (17 States), and basic system services (17 States). The State Challenge activities least often addressed were violent juvenile offender facilities (no States), State agency coordination/case review (one State), State Ombudsman (three

States), and access to counsel (four States). Detailed information on State Challenge activities during FY 2001 appears in the table and figure on page 35.

States have used State Challenge funds to bring about far-reaching systemic changes in their juvenile justice systems. Over the past several years,

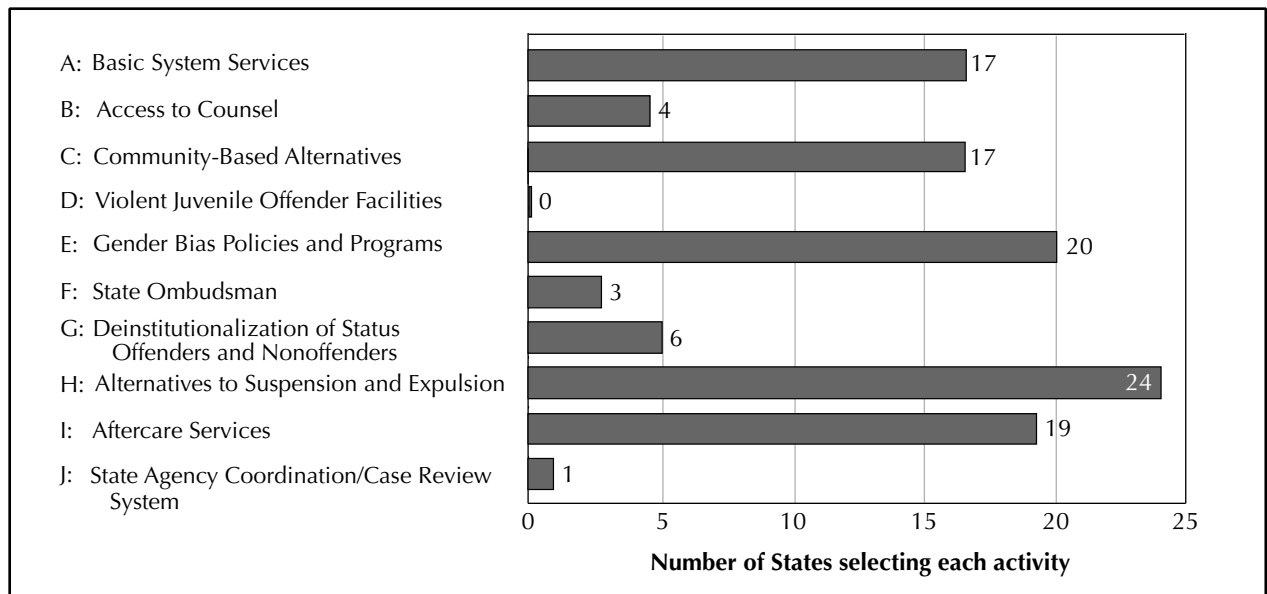
FY 2001 Challenge Activities by State

STATE	ACTIVITIES	STATE	ACTIVITIES	STATE	ACTIVITIES
Alabama	H,I	Maine	C,H	Pennsylvania	A,E
Alaska	H,I	Maryland	A,C,I	Rhode Island	E,H
Arizona	G	Massachusetts	H,I	South Carolina	C,H
Arkansas	A,H	Michigan	C,E	South Dakota	—
California	C,G,H,I	Minnesota	E,I	Tennessee	B,F
Colorado	A,H	Mississippi	I	Texas	A,H
Connecticut	B,F	Missouri	C,G	Utah	A,I
Delaware	C,I	Montana	A,B,C	Vermont	E,H
District of Columbia	A,E	Nebraska	A,C	Virginia	A,G
Florida	E,H	Nevada	E,I	Washington	E,H
Georgia	E,F	New Hampshire	E,H	West Virginia	C,I
Hawaii	E,H	New Jersey	A,E,I	Wisconsin	E,I
Idaho	A,E	New Mexico	C,E	Wyoming	—
Illinois	B,C	New York	A,H,I	American Samoa	A,C
Indiana	A,H	North Carolina	E,H	Guam	C,I
Iowa	E,J	North Dakota	H,I	N. Mariana Islands	E,H
Kansas	C,G	Ohio	C,I	Puerto Rico	C,I
Kentucky	A,H	Oklahoma	H,I	Virgin Islands	G
Louisiana	A,H	Oregon	E,H		

Note: South Dakota and Wyoming are ineligible because they are not participating in the Formula Grants program.

- | | | |
|---|--|---|
| A Basic System Services | E Gender Bias Policies and Programs | H Alternatives to Suspension and Expulsion |
| B Access to Counsel | F State Ombudsman | I Aftercare Services |
| C Community-Based Alternatives | G Deinstitutionalization of Status Offenders and Nonoffenders | J State Agency Coordination/Case Review System |
| D Violent Juvenile Offender Facilities | | |

FY 2001 Challenge Activity Summary



States generally have focused their efforts on the following broad categories of activities:

- ◆ Using data to produce policy changes and legislative reforms.
- ◆ Using research to guide reforms in service delivery.
- ◆ Increasing public awareness and professional competence through training conferences, publications, and technical assistance.
- ◆ Developing curriculums on gender-specific issues for juvenile justice personnel and service providers.
- ◆ Developing curriculums on gender-specific issues for female offenders.
- ◆ Drafting program regulations, policies, and/or procedures for statewide use by drawing on recent and specific program experience.
- ◆ Developing screening instruments to guide service planning.
- ◆ Implementing demonstration programs at additional sites.
- ◆ Filling a significant service gap in a substantial way.
- ◆ Forming ongoing and sustained partnerships to provide coordinated services.
- ◆ Developing capacity in the private sector to increase the overall capacity of the service system.

Such State Challenge activities have generated many publications and other useful products that can help jurisdictions across the nation improve juvenile justice systems. An FY 2000 OJJDP Bulletin, *System Change Through State Challenge Activities: Approaches and Products*, defines characteristics and requirements of system change and summarizes and discusses the categories of system change approaches mentioned above. The Bulletin is available from the Juvenile Justice Clearinghouse. To further help

States implement system change, OJJDP developed the State Challenge Activities Program Monitoring Checklist to help State Juvenile Justice Specialists focus on system change as an essential goal of this grants program.

On the Horizon

In FY 2001, OJJDP initiated work on a variety of programs designed to help strengthen the juvenile justice system, including the following:

- ◆ **Evaluation of Teen Courts Project.** OJJDP awarded a grant to The Urban Institute in Washington, DC, in 1998 to conduct a national evaluation of the effectiveness and characteristics of teen courts. Such courts, also known as youth courts, generally target younger juveniles (ages 10–15), juveniles with no prior arrests, and juveniles charged with less serious violations. These juveniles are usually offered participation in teen court instead of the traditional juvenile justice system. OJJDP initiated the Evaluation of Teen Courts Project to assess the impact of teen courts on nonserious juvenile offenders. The project is the first national, multisite evaluation of this emerging diversion strategy for at-risk youth. The evaluation was structured to determine the impact of teen courts on subsequent delinquency and recidivism, perceptions of justice among youth referred to teen courts, and the commitment of youth to prosocial norms and normative institutions (e.g., school). The evaluation includes three components—an impact evaluation, a process evaluation, and a new enhancement that will employ a random assignment design in new teen court sites. The impact evaluation will examine teen court programs' effect on youth—in particular, what happens to youth who participate in teen courts and whether their experiences differ from those of youth handled in the traditional juvenile justice system. The process evaluation will determine what happens in teen court programs, what they do, and how well they do it.

Chapter 4

Enhancing Public Safety and Law Enforcement

After sharp increases in the mid-1980s and early 1990s, arrests for juvenile violent offenses dropped for the sixth consecutive year during 2000. The juvenile arrest rate for violent crime in 2000 was 41 percent lower than its peak in 1994, reaching its lowest level in 14 years. The juvenile arrest rate for murder declined 74 percent from its peak in 1993 to its lowest level since the 1960s. Indeed, the number of juvenile arrests in each category tracked by the Federal Bureau of Investigation (FBI) in its Violent Crime Index (murder, forcible rape, robbery, and aggravated assault) fell during 2000. Although OJJDP is encouraged by the continued and steady drop in juvenile arrests for violent crime in recent years, it remains strongly committed to protecting the public from violent juvenile crime and to improving law enforcement's ability to respond immediately and effectively to juvenile violence. The agency's programs and activities during FY 2001 reflect this commitment.

Among OJJDP's most important activities in the area of protecting the public and enhancing law enforcement are its continued efforts to combat underage drinking. Through its Enforcing the Underage Drinking Laws Program (EUDL) (see below), OJJDP has worked with States since 1998 to address underage drinking. The agency's multifaceted approach to this serious problem includes block and discretionary grants, training and technical assistance, and a national evaluation.

OJJDP also supports programs to manage and treat juvenile sexual offenders. Through research and publications on juvenile sex offending, OJJDP provides juvenile justice practitioners and policymakers, professionals in other fields, the news media, and the general public accurate and up-to-date information about the nature and scope of this problem.

OJJDP also provides a range of training and technical assistance to State, local, and tribal law enforcement professionals through its Law Enforcement Training and Technical Assistance Program. By helping leaders throughout the juvenile justice system better implement juvenile crime prevention strategies, this program helps protect the public and address violent juvenile crime.

OJJDP's efforts to prevent and reduce juvenile gun violence further reflect the agency's strong commitment to public safety and the reduction of juvenile violent crime. Recognizing the severity of gun violence in the United States, OJJDP continues to assist communities through its Partnerships To Reduce Juvenile Gun Violence Program, launched in 1997.

This chapter highlights programs in the areas described above—all of which are designed to help protect the public from serious juvenile crime and improve law enforcement efforts. Such programs, together with early intervention and delinquency prevention strategies (see chapter 2, pages 7–17), represent a continuum of programs and services. Such a continuum is needed to enhance public safety and help communities and law enforcement agencies keep the public safe and respond immediately and effectively to juvenile violence.

Enforcing the Underage Drinking Laws Program

Since 1998, OJJDP's EUDL Program has worked with States to address the problem of underage drinking through an approach that includes block grants, discretionary funding, and training and technical assistance. The program also includes a national evaluation designed to assess States' and

local communities' use of EUDL grants and the impact of the program in a sample of communities. Through EUDL, OJJDP helps the 50 States, the District of Columbia, and the territories to develop comprehensive and coordinated initiatives to enforce State laws that prohibit the sale of alcoholic beverages to minors and prevent the purchase or consumption of alcoholic beverages by underage persons. This section provides details on EUDL block grant and discretionary funding awards in FY 2001, training and technical assistance provided in FY 2001, and the ongoing national evaluation of the program that began in 1999.

The EUDL block grant program enables States to improve their responses to underage drinking. In FY 2001, OJJDP awarded block grants of \$360,000 each to every State and the District of Columbia for activities in one or more of three areas: enforcement, public education, and innovative programs.

While the EUDL block grant program is intended to enhance State-level responses to underage drinking, the discretionary grant program is designed to address the problem through State-local partnerships. Since the EUDL Program began in 1998, OJJDP has competitively awarded a total of 8 discretionary grants to 24 States to implement the EUDL Program at the local level. These States, in turn, have provided subgrants to 200 local communities to implement a variety of programs in concert with State agencies. Local jurisdictions have used EUDL discretionary funds for activities such as developing community coalitions; encouraging youth leadership and participation in EUDL Program activities; designing needs assessments and strategic plans; increasing enforcement efforts; reviewing and improving policies, regulations, and laws that govern underage drinking; and increasing prevention and public awareness efforts. In FY 2001, OJJDP competitively selected eight States to receive discretionary EUDL grants: Connecticut, Illinois, Maine, Maryland, Nevada, New York, North Carolina, and Virginia.

In FY 1998, OJJDP began funding an extensive training and technical assistance program for State EUDL coordinators and representatives from State and local alcoholic beverage control, law enforcement, traffic, health and human services, education, and other agencies. This program is provided by the Center for Enforcing Underage Drinking Laws at the Pacific Institute for Research and Evaluation (PIRE) of Calverton, MD, and its partners, which include Mothers Against Drunk Driving (MADD) of Dallas, TX; American Indian Development Associates of Albuquerque, NM; the National Crime Prevention Council of Washington, DC; the Police Executive Research Forum of Washington, DC; and the National Liquor Law Enforcement Association of Raleigh, NC.

During FY 2001, PIRE provided training and technical assistance to more than 4,000 individuals. PIRE also continued to operate the Underage Drinking Enforcement Training Center, which helps EUDL grantees focus their efforts on prevention, intervention, and enforcement. The Training Center is funded by OJJDP to provide science-based, practical, and effective training, technical assistance, and resource materials to States as they implement the EUDL initiative. In addition to helping States enforce laws that govern access to and use of alcohol, PIRE's Training Center hosts an annual national leadership conference and develops publications to assist States and communities in the enforcement of underage drinking laws. During FY 2001, PIRE developed the following new documents:

- ◆ *Comparison of Drinking Rates and Problems: European Countries and the United States.*
- ◆ *Finding Common Ground To Address Underage Drinking on Campus.*
- ◆ *Law Enforcement Guide to False Identification.*
- ◆ *Drinking in America: Myths, Realities, and Prevention Policy.*

These publications can be downloaded from PIRE's Web site (www.udetc.org) or ordered at no cost from PIRE at 11710 Beltsville Drive, Suite 300, Calverton, MD 20705-3102.

During FY 2001, OJJDP continued to support a national evaluation of the EUDL Program being conducted by a multidisciplinary team at Wake Forest University School of Medicine in Winston-Salem, NC. The evaluation is designed to provide timely, scientifically sound evidence regarding the implementation of the EUDL Program and its effects on law enforcement activities, youth alcohol consumption, and alcohol-related problems in local communities. It has two primary goals: to determine what State and local programmatic activities are being supported (through a process evaluation) and to evaluate the impact of the program in a sample of communities (through an impact evaluation). The process evaluation has two data collection components: a key actor survey and indepth case studies of program implementation in six States. The impact evaluation is based on a survey of law enforcement agencies in a sample of communities in States receiving discretionary grants and a survey of youth ages 16 to 20 in the same communities. The case studies have been conducted twice (in 1999 and 2000), and the other data collection efforts were implemented in 1999 and repeated in 2000 and 2001.

Findings from the national evaluation underscore the magnitude of the underage drinking problem. In the 1999 youth survey, 43 percent of the youth in the sample reported current (within the past 30 days) alcohol use, 24 percent reported use within the past 7 days, and 18 percent reported binge drinking. Substantial numbers of youth in the sample reported engaging in various risky behaviors associated with alcohol use. Self-reported drinking and driving was more common among males than females and increased dramatically as males aged, reaching 15.9 percent by age 19 and 23.0 percent by age 20. Riding with a driver who had been drinking was also common: 20 percent of the overall sample reported having done so in the 30 days preceding the survey.

Findings from the national evaluation's 1999 law enforcement survey reveal a need for additional enforcement efforts. Less than half (46 percent) of the survey respondents reported that enforcing laws prohibiting underage persons from purchasing alcohol was one of their agency's highest priorities. The percentage was even lower for the enforcement of laws prohibiting sales of alcohol to underage persons (44 percent) and laws prohibiting the furnishing of alcohol to underage persons (37 percent). Data from the key actor survey showed that, in 1999, only 64 percent of the States reported that their State initiative was "very involved" in enforcement efforts. The case studies, on the other hand, revealed a strong commitment to enforcing underage drinking laws. All six case study States had plans to implement, or already had implemented, activities to strengthen enforcement of underage drinking laws. Several case study States reported using funds to pay overtime to enforcement personnel, and most are implementing Cops in Shops programs (which focus on deterring youth from trying to buy alcohol at package stores and other alcohol outlets) or have expressed a strong interest in doing so. Several of the case study States are instituting compliance check programs or strengthening existing efforts in this area.

The national evaluation of the EUDL Program reveals that a high percentage of States are involved in strengthening coordination and public education efforts. Results indicate that in many States, the EUDL Program is bringing together groups that have not previously worked closely together—particularly law enforcement and substance abuse prevention and treatment agencies. Ongoing data collection efforts will continue to provide important information on EUDL implementation, changes in the program's focus over time, and evidence of its impact.

Juvenile Sex Offenders

One of the most difficult and complex issues facing the juvenile justice system is how to manage and treat juvenile sexual offenders. Juvenile justice

practitioners and policymakers, professionals in other fields (e.g., child welfare, mental health, education), the news media, and the general public require accurate, empirically based, and up-to-date information about the nature and scope of juvenile sex offending. Such information can be used to support the development of effective plans for addressing this serious problem.

In FY 2001, OJJDP made a grant award for the Juvenile Sex Offender Training and Technical Assistance Initiative to the University of Oklahoma Health Sciences Center. The goal of this initiative is to increase the accessibility and strategic use of accurate information about the nature, extent, and impact of juvenile sex offending. Information provided through this initiative is designed to foster the development of sound policies and procedures for preventing, managing, and treating juvenile sex offenders. The project is expected to last 3 years and will include a variety of public education, training, technical assistance, information dissemination, and collaborative activities. In addition, through its Field-Initiated Research and Evaluation Program, OJJDP has made a grant award to the University of Minnesota for a research project entitled "The Unique Needs of Juvenile Sex Offenders," which focuses on understanding the ways in which adolescents who molest children differ from other delinquent youth. The project's long-term goal is to determine the need for offender-specific treatment and develop effective interventions for juvenile sex offenders.

An OJJDP Report published in March 2001, *Juveniles Who Have Sexually Offended: A Review of the Professional Literature* (NCJ 184739), reviews the research literature on juveniles who have committed sex offenses and describes characteristics of these juveniles and the types of offenses they commit. The Report also describes clinical assessment tools for use with juvenile sex offenders, reviews treatment approaches and settings, and examines program evaluations. The Report is available from the Juvenile Justice Clearinghouse.

Law Enforcement Training and Technical Assistance Program

The Law Enforcement Training and Technical Assistance Program was initially funded through a competitive award in 1999 to the International Association of Chiefs of Police (IACP) for a 3-year project period. The purpose of the program is to improve the capacity of law enforcement and other allied juvenile justice professionals to address juvenile victimization, delinquency, and crime from a holistic perspective. The curriculum development, training implementation, and technical assistance activities inherent in this program are designed to strengthen existing multiagency teams and to facilitate the creation of new partnerships. Toward that end, the program focuses on multiagency responses to school violence in four topical areas: serious, violent, and chronic juvenile crime; juvenile-focused collaborations; juvenile justice systems with tribal law enforcement agencies; and juvenile gang activity.

In FY 2001, program activities included 19 workshops for more than 1,000 participants from 600 jurisdictions in 12 States. In addition, a marketing database was developed that allows the program to promote each individual product by State, via fax, directly to police, sheriffs, school administrators, school resource officers, juvenile probation and corrections agencies, juvenile mental health services officials, and other juvenile justice stakeholders. An OJJDP/IACP Training and Technical Assistance Web page was created for the IACP Web site. The page includes the training schedule and registration forms for specific training sessions and onsite technical assistance.

In FY 2002, curriculum development and pilot testing will be completed. Marketing strategies will be enhanced to broaden national outreach efforts. Additionally, nationwide training and curriculum modifications and updates will continue, followup protocols to guide the provision of technical assistance will be developed, and a Fact Sheet will be written

for OJJDP distribution. The program will be implemented by the current grantee, IACP.

Partnerships To Reduce Juvenile Gun Violence Program

As part of its commitment to address the continuing problem of youth violence, OJJDP has awarded three communities (Baton Rouge, LA; Oakland, CA; and Syracuse, NY) demonstration grants to implement the Partnerships To Reduce Juvenile Gun Violence Program. The goal of these partnerships is to increase the effectiveness of existing strategies by enhancing and coordinating prevention, intervention, and suppression efforts and strengthening linkages among community residents, law enforcement personnel, and juvenile justice system professionals.

This problem-solving program is based on research showing that community assessment of local youth gun violence problems should guide program development and that strategies designed to reduce gun violence should be comprehensive and theory driven and should include suppression, intervention, and prevention components. The program goals are designed to:

- Reduce youth's illegal access to guns.
- Reduce the incidence of youth carrying guns illegally and committing gun-related crimes.
- Increase youth awareness of the personal and legal consequences of gun violence.
- Increase participation of community residents and organizations in youth violence reduction efforts.
- Increase and coordinate services and resources for at-risk youth, especially youth involved in the justice system.

Implementation of the following seven strategies is required if the program is to achieve its goals:

- A firearms suppression strategy that reduces juveniles' access to illegal guns and prevents illegal gun trafficking by developing special law enforcement units, using community allies to report illegal gun trafficking, targeting gang members, prosecuting those who possess illegal guns, and imposing sanctions on those who are involved in gun violence.
- A juvenile justice strategy that applies appropriate alternative sanctions and interventions to respond to the needs of juvenile gun offenders.
- A communication strategy that unites law enforcement with neighborhoods, includes community policing, and initiates community supervision to educate at-risk and court-involved youth on the legal consequences of gun violence.
- A positive opportunities strategy that provides young people with beneficial programs such as academic tutoring, mentoring, job training and placement, and afterschool activities.
- An education strategy that teaches at-risk youth how to resolve conflicts and resist peer pressure to carry or possess guns.
- A public information strategy that engages broadcast and print media to communicate the dangers and consequences of gun violence to juveniles, families, and residents.
- A community mobilization strategy that encourages neighborhood residents and youth to improve the community.

The partnerships were required to develop integrated and comprehensive gun violence reduction plans that incorporated each of the seven OJJDP strategies within a suppression, intervention, and prevention framework. The specific strategies and activities selected by each site were based on an analysis of available community resources and gaps in services. The final logic models developed by each partnership and facilitated by the national evaluation team reflect their differing identifications of underlying issues and problems, organizational needs/resources, and initial focus.

Chapter 5

Reducing the Victimization of Children

Part of OJJDP's mission is to engage in efforts to understand juvenile victimization and to identify policies and programs that will help prevent or reduce it. Since its inception in 1974, OJJDP has funded numerous programs that address the problems associated with juvenile victimization and keeping children safe. Children's exposure to violence has been strongly linked with increased depression, anxiety, anger, alcohol and drug abuse, and decreased academic achievement. In addition, approximately 2 million adolescents ages 12–17 appear to have suffered from posttraumatic stress disorder, presumably stemming from violent experiences in their past. Exposure to violence shapes how children remember, learn, and feel.

In addition, children may be victims of parental abductions and/or exploitation. Since 1984, OJJDP has funded the National Center for Missing and Exploited Children (NCMEC) to enhance and expand NCMEC's ability to offer critical intervention and prevention services to families, law enforcement, and Federal, State, and local agencies. Other programs have been implemented to strengthen families and reduce child maltreatment. OJJDP-funded research demonstrates that to effectively break the cycle of abuse and protect today's children, parents need to ask for help early. Research also shows that children who witness domestic violence experience higher levels of childhood behavioral, social, and emotional problems than children who have not witnessed such violence and that the emotional consequences of viewing or hearing violent acts may have the same lasting effects on children as being a direct victim of violence. Such findings have led OJJDP to continue funding the Safe Start Initiative, which helps protect children who have been exposed to violence in their families and communities.

This chapter highlights these and other aspects of OJJDP's efforts to understand and reduce the victimization of children. FY 2001 proved to be another successful and meaningful year for OJJDP, as it continued to encourage communities and the juvenile justice system to respond more effectively to child abuse and neglect and to promote training and technical assistance.

Children's Advocacy Centers

Children's Advocacy Centers (CACs) are child-focused, child-friendly programs that bring together teams of investigators, prosecutors, medical personnel, and social services and mental health professionals to work on child abuse cases. The goal is to ensure that children are not revictimized by the very system designed to protect them. During FY 2001, OJJDP continued to fund the National Children's Alliance (NCA) of Washington, DC, and four Regional Children's Advocacy Centers (RCACs). The RCACs provide information, consultation, and training and technical assistance, which help to establish child-focused programs that facilitate and support coordination among agencies responding to child abuse. RCACs also provide regional services to help strengthen CACs that already exist. For information on the regional centers or NCA, phone NCA at 800–239–9950 or visit NCA's Web site (www.nca-online.org).

In 2001, both the RCACs and NCA worked on several collaborative projects, including the National CAC Training Academy, and developed CACs in American Indian communities and a telemedicine project. This project, NCA Net, provides an opportunity for selected CAC team members from across the nation to connect via videoconferencing for interactive clinical and programmatic discussions with

peers. NCA Net also provides access to national trainers and experts in the field with whom sites would otherwise not have the opportunity to consult with. The project became fully operational in 2001. More than 64 videoconferences were held, and they reached more than 800 individuals. NCA awarded subgrants to 400 CACs nationwide, of which 261 were full members of NCA, serving 114,087 children.

Crimes against Children Research Center

OJJDP has supported the Crimes against Children Research Center (CCRC) at the University of New Hampshire in Durham, NH, since 1998. CCRC helps young victims of crime by providing research, statistics, and education to the public, policymakers, law enforcement personnel, and child welfare practitioners. The crimes of concern to CCRC include physical and sexual abuse, abduction, homicide, rape, assault, property offenses, and the victimization of children on the Internet.

In 2001, OJJDP expanded its research relating to the online victimization of children through the Juvenile Online Victimization Incidence Study (JOVIS). This study is designed to count and determine the characteristics of criminal cases that involve the arrest of offenders for Internet-related sex crimes against juveniles. The mail survey of 2,500 law enforcement agencies yielded a response rate of 88 percent (2,260 agencies responded), which includes the Internet Crimes Against Children (ICAC) Regional Task Forces and ICAC Satellites. Three hundred followup interviews have been conducted. A JOVIS database will calculate the incidence of criminal cases involving the online victimization of juveniles and produce reports on the characteristics of these cases, including information on victims and perpetrators.

In 2001, OJJDP continued to release Bulletins in the Crimes Against Children Series. These Bulletins present the latest information about child victimization, including analyses of victimization statistics,

studies of child victims and their special needs, and descriptions of programs and approaches that address these needs. In FY 2001, OJJDP published the following Bulletins in this series: *Child Abuse Reported to the Police* (NCJ 187238), *Crimes Against Children by Babysitters* (NCJ 189102), *The Decline in Child Sexual Abuse Cases* (NCJ 184741), and *Choosing and Using Child Victimization Questionnaires* (NCJ 186027). The Bulletins are available from the Juvenile Justice Clearinghouse. Additional information on two of these Bulletins—*Child Abuse Reported to the Police* and *Crimes Against Children by Babysitters*—appears in this chapter's section on the National Incident-Based Reporting System (see page 46).

ICAC Task Force Program

The increasing number of children and teenagers using the Internet, the proliferation of child pornography, and the heightened activity by predators searching for unsupervised contact with underage victims present both a significant threat to the health and safety of young people and a formidable challenge for law enforcement. Recognizing this challenge, OJJDP created the ICAC Task Force Program in 1998. The purpose of the program is to help State and local law enforcement agencies develop an effective response to cyberenticement and child pornography cases that encompasses forensic and investigative components, training and technical assistance, victim services, and community education.

Regional task forces located throughout the country provide forensic, prevention, and investigation assistance to parents, educators, prosecutors, law enforcement, and professionals working on child victimization issues. Participating task force agencies provide training to prosecutors and law enforcement officers and reach thousands of children, teenagers, parents, educators, and others through publications, presentations, and public service announcements. Currently, 30 regional task forces coordinate the activities of more than 160 law enforcement agencies in 35 States. As of June 2001, ICAC Task Force Program operations had resulted

in the seizure of more than 900 computers and the service of 695 search warrants and 1,338 subpoenas. In August 2001, Operation Avalanche, an undercover sting operation conducted by the Dallas (TX) Police Department, 30 ICAC Task Forces, and the U.S. Postal Inspection Service, dismantled a multimillion dollar child pornography enterprise in Fort Worth, TX. The operation involved 144 searches in 37 States and 100 arrests for trafficking child pornography through the mail and via the Internet.

OJJDP plans to extend its support for the ICAC Task Force Program into FY 2002. Cooperative agreements will be funded for up to an 18-month budget and project period to begin July 1, 2002, and end December 31, 2003. The solicitation will be limited to State and local law enforcement agencies in the following States and localities: Georgia, Indiana, Kentucky, Louisiana, Missouri, and the Greater San Francisco Bay area, CA.

To enhance the geographical impact of the ICAC Task Force Program, OJJDP created the Investigative Satellite Initiative (ISI). Under ISI, agencies lacking the personnel or resources to form full-time task forces can still receive one-time awards to train and equip officers in smaller jurisdictions to respond to cases of child pornography and enticement through the Internet. Fifty-four law enforcement agencies now receive funding through ISI.

National Center for Missing and Exploited Children

Since 1982, NCMEC has spearheaded the national effort to prevent child abductions and to return missing and exploited children to their families. In partnership with OJJDP, NCMEC continues to enhance and expand its ability to offer critical intervention and prevention services to families and to support law enforcement agencies at the Federal, State, and local levels in cases involving missing and exploited children. Over the years, NCMEC has improved its services and programs. NCMEC's 24-hour hotline (800-THE-LOST) has received

more than 1.5 million calls from around the world and can handle phone calls in more than 140 languages.

In FY 2001, NCMEC launched the AMBER (America's Missing: Broadcast Emergency Response) Plan, a national program to save abducted children. The AMBER Plan is a voluntary partnership between law enforcement agencies and broadcasters to activate an urgent bulletin in the most serious child abductions. Broadcasters use the Federal Communications Commission's Emergency Alert System to deliver information to the community—the same concept used during severe weather emergencies. As a result, descriptions of an abducted child and his or her suspected abductor are instantly broadcast to millions of listeners and viewers. The goal of the AMBER Plan is to instantly galvanize the entire community to assist in the search and safe return of the child and apprehension of the suspect. To date, more than 25 areas in 16 States have an AMBER Plan and more than 27 children have been recovered nationwide.

In FY 2001, NCMEC also continued to work with the Internal Revenue Service (IRS) to dramatically expand the distribution of photos of lost, abducted, and runaway children. The IRS included pictures of missing children on its 2001 tax form instructions and publications. The photos are provided by NCMEC and are accompanied by information about the children. During FY 2001, NCMEC released an updated version of its nationally recognized book *Child Molesters: A Behavioral Analysis* in an effort to better address child molestation through behavior analysis and prevention. This groundbreaking edition provides a comprehensive look at children who are sexually exploited by acquaintance molesters and is a valuable resource for law enforcement officers and prosecutors that investigate such cases.

In February 2001, NCMEC launched a state-of-the-art Internet safety initiative, the NetSmartz Workshop, to better protect children who regularly use the Internet. The NetSmartz Workshop is a DVD-ROM that uses three-dimensional technology to create animated characters who provide

interactive lessons to children. The workshop will be tested in 50 Boys & Girls Clubs and, during the next 5 years, NCMEC plans to release NetSmartz to Boys & Girls Clubs nationwide.

Every year, NCMEC honors law enforcement officers for their outstanding work on cases that involve the recovery of missing children and assistance to exploited children by awarding them National Missing and Exploited Children's Awards. The 2001 awards were presented at the Sixth Annual Congressional Breakfast and National Missing and Exploited Children's Awards ceremony held on May 23, 2001, on Capitol Hill in Washington, DC.

National Incident-Based Reporting System

In May 2001, OJJDP released *Child Abuse Reported to the Police* (NCJ 187238), a Bulletin in OJJDP's Crimes Against Children Series that describes how the Federal Bureau of Investigation's (FBI's) National Incident-Based Reporting System (NIBRS) captures data that allows researchers to analyze incidents involving child victims and parent or other caretaker perpetrators reported to the police. NIBRS is gradually replacing the FBI's Uniform Crime Reporting system and reports much more information on the crime committed, victim characteristics (including age), offender characteristics, and incident circumstances. Under the new system, as with the old, local law enforcement personnel compile information on crimes that come to their attention, and this information is aggregated at the national and State levels. For a crime to be counted in the system, it simply needs to be reported and investigated. It is not necessary that an incident be cleared or an arrest made, although unfounded reports are deleted from the record.

Babysitters are one of the categories of offenders about which NIBRS collects information. After analyzing data on babysitter offenses drawn from NIBRS, the authors of *Crimes Against Children by Babysitters* found that:

- ◆ Babysitters are responsible for 4.2 percent of all offenses committed against children younger than 6 years old.
- ◆ Children most at risk of physical assaults by babysitters are younger (ages 1–3) than those most at risk of sex crimes (ages 3–5).
- ◆ Males constitute 77 percent of sex-offending babysitters reported to police, whereas females make up 64 percent of those who commit physical assaults.

More information about NIBRS data collection can be found at www.fbi.gov/ucr/nibrs.htm. For additional information on the Crimes against Children Research Center, see page 44.

Parents Anonymous®

Parents Anonymous®, Inc., of Claremont, CA, is the oldest national child abuse prevention organization. Since 1994, OJJDP has been helping Parents Anonymous® replicate its self-help model, which is designed to strengthen families and reduce child maltreatment. Parents Anonymous® encourages all parents to ask for help early, whatever their circumstances, to effectively break the cycle of abuse so as to protect today's children and strengthen tomorrow's generation of parents. Parents Anonymous® builds on the strengths of parents to ensure that children live and grow in safe, nurturing homes by offering families help today and hope for the future. Parents Anonymous® also operates local 24-hour hotlines to provide an immediate response to parents seeking help.

In FY 2001, this organization continued to expand the number of local groups and the number of parents attending meetings, the diversity of populations served, training and technical assistance, and curriculum and other resource materials. More information about Parents Anonymous® is available on its Web site (www.parentsanonymous.org).

In FY 2001, OJJDP began a project through a competitive process to evaluate the Parents Anonymous® program. The purpose of the evaluation is to assess the implementation and effectiveness of the Parents Anonymous® program in preventing and treating child abuse and neglect. The National Council on Crime and Delinquency is conducting this evaluation in two phases. Phase I is an ongoing process evaluation that investigates how the theoretical premises, principles, best practices, and model of Parents Anonymous® are operationalized in a sample of programs selected by the evaluator. Phase II will present a preliminary approach to conducting the outcome evaluation of the selected programs. This will include a detailed discussion of the overall design of the outcome evaluation and methods for selecting programs and comparison groups, designing and testing data collection instruments, and collecting and analyzing data. This project will be implemented by the current grantee, the National Council on Crime and Delinquency.

Safe Start Initiative

The Safe Start Initiative is based in part on the Child Development-Community Policing (CD-CP) pilot program developed by Yale University and the New Haven (CT) Police Department with OJJDP support. The CD-CP program brings together police officers and mental health professionals (through training, consultation, and support) to provide constructive intervention for children who have witnessed or been victims of violent crime.

In FY 2001, OJJDP, which administers the Safe Start Initiative, selected nine sites to share more than \$6 million in grants during the first year of a 5½-year project to develop comprehensive efforts to help children exposed to violence. The sites—Baltimore, MD; Bridgeport, CT; Chatham County,

NC; Chicago, IL; Pinellas County, FL; Rochester, NY; San Francisco, CA; Spokane, WA; and Washington County, ME—were selected after a review of 208 applications. Each grantee receives approximately \$670,000 per year from OJJDP. In addition, OJJDP is in the process of selecting two tribal sites.

First-year funding is dedicated to a thorough review of existing community services and gaps that need to be filled. Based on the results of this review, the grantees will plan a 5-year comprehensive response that depends on coordination among law enforcement, mental health and medical professionals, and child protective services providers. The plans will include efforts such as child advocacy centers, home visitation programs, and domestic violence services for battered mothers whose children are at a high risk of exposure to violence.

In addition to granting funds to the nine Safe Start sites, OJJDP awarded \$670,000 in 2000 to each of three sites—Miami, FL; Newark, NJ; and New Orleans, LA—for a 2-year period. These sites are focusing on specific improvements to services for children exposed to violence. The National Center for Children Exposed to Violence in New Haven, CT, is working with OJJDP to provide training and technical support to the Safe Start sites. A national team led by Caliber Associates is collaborating with local representatives at each site to conduct an intensive evaluation of Safe Start activities and inform the field about the promising practices and strategies being demonstrated.

OJJDP's Fact Sheet, *Children's Exposure to Violence: The Safe Start Initiative* (FS-200113), and Summary, *Safe From the Start: Taking Action on Children Exposed to Violence* (NCJ 182789), provide more information about Safe Start activities. Both publications are available from the Juvenile Justice Clearinghouse.

Chapter 6

Addressing Youth Gangs

OJJDP closely monitors youth gang developments through annual surveys of the nation's law enforcement agencies. Since 1995, National Youth Gang Surveys have documented the persistence of the youth gang problem and the changes in its scope and nature.

In 2000 (the latest survey from which data are available), more than 24,500 gangs and 772,500 gang members were active in more than 3,330 jurisdictions across the United States. Recent years have seen decreases in these numbers: in 1996, an estimated 30,818 gangs and 846,428 gang members were active in 4,824 jurisdictions. Nevertheless, youth gangs remain a substantial presence. Of the 2,542 law enforcement agencies responding to the 2000 survey, 40 percent reported active youth gangs in their jurisdictions, and 22 percent said their gang problem had worsened since 1999.

Findings from recent surveys suggest differences between traditional inner-city youth gangs and the newer gangs emerging in small cities and suburban and rural areas. For example, compared with their urban predecessors, these "modern-day" gangs tend to have younger members and a different racial mix (greater proportions of white members and black members) and are less likely to be involved in violent crime and drug trafficking. The 2000 survey found that the nature of gang-related violence differed by population size of the jurisdiction. Gangs in more populous jurisdictions tended to target members of other gangs, whereas gangs in less populous jurisdictions tended to victimize individuals not involved in gangs.

National Youth Gang Survey findings inform OJJDP's approach to addressing the nation's gang problem. Through research, evaluation, training and technical assistance, and dissemination activities, OJJDP seeks to support communities in their

gang prevention, intervention, and suppression efforts. This chapter highlights OJJDP's recent gang-related activities.

Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program

OJJDP's Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program (the OJJDP Comprehensive Gang Model) includes five key strategies: mobilizing communities, providing opportunities for youth, suppressing gang violence, providing social intervention services and street outreach, and facilitating organizational change and development in community agencies. OJJDP funded implementation and testing of the model in five demonstration sites from FY 1995 through FY 1998 and provided continuation funding to two particularly promising sites—Mesa, AZ, and Riverside, CA—in FY 1999 and FY 2000. Mesa and Riverside received local support to continue their programs after FY 2000.

OJJDP is funding an ongoing evaluation of the Comprehensive Gang Model, conducted by the School of Social Service Administration at the University of Chicago in Chicago, IL. The evaluator helped the demonstration sites establish realistic and measurable objectives, document program implementation, and measure the impact of this comprehensive approach. It has also monitored data collection and quality control efforts and provided interim feedback to program implementers. During FY 2001, the evaluator continued to analyze the data required to evaluate the model, developing results for

each demonstration site as well as cross-site findings. Final results will be reported in FY 2003.

Preliminary evaluation results show that implementation across the five sites was uneven and that some sites experienced greater success at full-model implementation than others. All five sites experienced difficulty engaging grassroots groups, including faith-based organizations. Every site, however, was successful in linking youth to resources and social services, and all of the sites except one (Tucson, AZ) improved coordination between law enforcement, probation, and social services agencies. Tucson's lack of success in this regard was attributed, in part, to police departments' and probation agencies' initial and ongoing reluctance to embrace the model's collaborative aspects. In addition, Tucson's direct funding recipient and lead agency for the project was a community nonprofit organization. This organization's difficulties leveraging cooperation between law enforcement and probation officers and revising policies and procedures prompted changes in subsequent OJJDP gang initiatives, including a requirement that the lead agency be a unit of local government.

Gang-Free Schools and Communities

During FY 2001, OJJDP awarded grants totaling nearly \$1.5 million to 10 communities under 2 new programs designed to help communities and schools address gangs and gang violence. During the first year of funding, sites in both programs are conducting thorough assessments of the gang problems in their communities as a basis for developing plans for implementing the Comprehensive Gang Model in later years.

Six of the communities—Fort Lauderdale, FL; Lakewood, WA; Los Angeles, CA; Louisville, KY; San Francisco, CA; and Washington, DC—are participating in the basic Gang-Free Communities Program. These communities are receiving seed funding to replicate the OJJDP Comprehensive Gang Model.

Four of the communities—East Cleveland, OH; Houston, TX; Miami, FL; and Pittsburgh, PA—are serving as demonstration sites for the Comprehensive Gang Model: An Enhanced School/Community Approach to Reducing Youth Gang Crime. This program will implement school-focused enhancements to the OJJDP Comprehensive Gang Model. The enhancements will build on the model's original framework and on current efforts to prevent both youth violence in general and violence in schools.

OJJDP's National Youth Gang Center (NYGC) in Tallahassee, FL, is providing training and technical assistance to the 10 communities. In FY 2001, NYGC developed an assessment manual, data collection instruments, and Web-based technical resources for the communities and provided assessment training at all sites and followup training at five sites. NYGC also developed a Web page to make technical assistance available to communities whose applications for program funding were not selected.

OJJDP has awarded a grant to COSMOS Corporation of Bethesda, MD, to conduct a process evaluation at the four school/community sites. The grantee is examining school and community collaboration, assessment activities, and program planning.

Gang Prevention and Intervention Through Targeted Outreach With Boys & Girls Clubs

OJJDP provides funds to Boys & Girls Clubs of America (BGCA) to help its local affiliate clubs prevent youth from entering gangs, intervene with gang members in the early stages of gang involvement, and divert youth from gang activities into more constructive programs. The national BGCA organization provides training and technical assistance to local gang prevention and intervention sites and to other clubs and organizations through regional training sessions and national conferences.

In FY 2001, BGCA added 30 new gang prevention sites, 4 new gang intervention sites, and 3 new “targeted reintegration” sites (where clubs provide services to youth returning to the community from juvenile corrections facilities, with the goal of preventing their return to gangs and violence).

An OJJDP-funded national evaluation of the Gang Prevention and Intervention Through Targeted Outreach Program was completed in FY 2001. The evaluation, conducted by Public/Private Ventures, Inc., concluded in part that “participants demonstrated positive change” and that “the clubs were successful in reaching an underserved, high-risk population through direct outreach and referral-network-building activities.”

In FY 2002, BGCA will identify and support up to 30 new gang prevention sites. Evaluation of the targeted reintegration component of the program will begin with the receipt of FY 2002 funding.

National Youth Gang Center

The National Youth Gang Center was established by OJJDP in 1994 to maintain and expand the body of knowledge about youth gangs and effective responses to them. Each year, NYGC conducts an annual survey of law enforcement agencies (the National Youth Gang Survey mentioned earlier in this chapter), which provides critical data on the extent of the nation’s gang problem. Results of the surveys are disseminated by OJJDP’s Juvenile Justice Clearinghouse in a series of Summaries and Fact Sheets.

In FY 2001, NYGC implemented a new survey of youth gangs in American Indian communities. The survey assesses the prevalence, composition, and activities of gangs in federally recognized tribes that have not been included in NYGC’s annual surveys of law enforcement agencies.

As mentioned above, NYGC is providing technical assistance to communities participating in OJJDP’s Gang-Free Schools and Communities Initiative. NYGC also helped OJJDP develop the initiative

and promoted it in communities that reported gang problems in the annual survey.

On an ongoing basis, NYGC provides technical support to the National Youth Gang Consortium, which is convened by OJJDP three times a year to bring together all Federal departments and agencies engaged in antigang activities. The consortium builds partnerships and coordinates Federal resources to support local efforts to combat gangs.

NYGC maintains a Web site (www.iir.com/nygc) that offers comprehensive, up-to-date information about gang programs, research, and legislation. NYGC also maintains GANGINFO, an electronic mailing list that provides a forum for professionals to exchange information about gangs.

Publications

The Growth of Youth Gang Problems in the United States, 1970–98, released by OJJDP in April 2001, presents detailed national findings on youth gang problems by locality for the 25-year period between 1970 and 1995 and summarizes new findings on gangs up to mid-1998. This 148-page Report includes information on the numbers and specific identities of gang-problem localities, the size of these localities, their location by State and region, and rates of growth. The selection of a single, simple unit of analysis—locality—and the availability of baseline data from the 1970s allowed researchers to offer concrete and detailed information on long-term trends in the prevalence of gang problems and provided a solid basis for predicting future trends.

Findings show that by the late 1990s, 3,700 localities in all 50 States and the District of Columbia reported gang problems. This represents a ninefold increase in the number of gang-problem cities and an elevenfold increase in the number of gang-problem counties since the 1970s. The States with the largest number of gang-problem cities in 1998 were California (363), Illinois (261), Texas (156), Florida (125), and Ohio (86); in the 1970s, only California and Illinois reported large numbers of cities with gang problems. In 1998, the States with

the largest number of gang-problem counties were Texas (82), Georgia (61), California (50), Illinois (42), and Florida and Ohio (40 each); the South replaced the Northeast as the region with the most top-ranking States.

The historical perspective used in this study provides evidence that the United States, during the last three decades of the 20th century, experienced gang problems in more localities than at any other time in history. The data from the study support a prediction that the rate of growth in gang cities that prevailed during the later 1990s will decrease in the early 2000s and that the actual number of gang localities may also decrease.

In 2001, OJJDP published as part of its Youth Gang Series *Female Gangs: A Focus on Research* (NCJ 186159), which summarizes past and current research on female gangs and draws attention to programmatic and research needs. OJJDP also published *Youth Gang Homicides in the 1990s*, (FS-200103) a Fact Sheet summarizing findings from an NYGC study that used several databases to examine recent trends in gang-related homicides.

Research

Socialization to Gangs in an Emerging Gang City

With funding support from the National Institute of Justice and OJJDP, researchers at the University of Missouri in St. Louis, MO, have completed a study that examined gang-involved youth in St. Louis and assessed the acceleration of gang involvement for the youth who were most at risk. Researchers studied the following: gang homicides in St. Louis, the St. Louis SafeFutures program (an OJJDP program that provides a comprehensive community response to gangs and delinquency), youth referrals to the St. Louis Family Court, the relationship between gang involvement and delinquency, and organizational aspects of gangs. Phase I of the Socialization study surveyed seventh and eighth grade youth populations in selected St. Louis middle schools and

analyzed available gang-related crime and juvenile justice data. Under Phase II, indepth interviews with 100 gang-involved youth were conducted and the analysis of data gathered under Phase I of the study was extended. The final report from this project, *Socialization to Gangs in St. Louis Project* (NCJ 185395), is available through the National Criminal Justice Reference Service at www.ncjrs.org.

Survey of School-Based Gang Prevention and Intervention Programs

In this study, researchers at Gottfredson Associates, Inc., of Ellicott City, MD, examined the approaches currently used by schools to prevent or reduce gang involvement among students. The study identified features of effective prevention and intervention activities that local schools and communities can replicate. The study also gathered information on the extent of student involvement in gangs, characteristics of gang-involved students (including the use of drugs and weapons and other forms of delinquent behavior), and the extent and nature of schools' gang-related problems. Funded through OJJDP's Field-Initiated Research and Evaluation Program, the research used a sample of 1,287 public and private and Catholic schools and included surveys of principals, teachers, coordinators of gang prevention activities, and students. The final report for this study, *Gang Problems and Gang Programs in a National Sample of Schools* (NCJ 194607), is available from the Juvenile Justice Clearinghouse. It is also available online at www.gottfredson.com/gang.htm.

Tribal Youth and Gangs

OJJDP supports two research projects designed to address youth gang activities on American Indian lands.

- ◆ The Navajo Nation Judicial Branch in Window Rock, AZ, is conducting a comprehensive assessment of gang activity, the first such assessment to be undertaken by a tribal government. The study is using a mixed research design of quantitative and qualitative assessments, with close community

involvement at all stages. Findings will help researchers understand the nature, extent, and causes of Navajo Nation gang violence and discover approaches to dealing with gangs that can be adapted by other tribes.

- ◆ Building on the Navajo Nation's youth gang study, researchers at California State University in Sacramento, CA, are using ethnographic observation and interviews with community members and gang members to document and profile the youth gang experience in up to six rural and urban tribal sites across the country.

Women in Gangs: A Field Research Study

In this study, researchers at Illinois State University in Normal, IL, will interview and observe gang-involved women in the Little Chicago neighborhood of Champaign, IL, over a 6-month period. The study, which is funded through OJJDP's Field-Initiated Research and Evaluation Program, will explore the role that women play in maintaining the social capital of gangs. The proposed research is policy oriented and spotlights the immediate social and economic complexities of women in gangs and, more generally, the pressure of poverty on women and how such pressure influences the nature of gang participation subsequent to an active, criminally oriented gang lifestyle.

Youth Gangs in Juvenile Detention and Corrections Facilities

The National Juvenile Detention Association of Richmond, KY, has completed a study of youth gangs in juvenile detention and corrections facilities. Researchers assessed the nature and extent of youth gang problems in these facilities and examined the use of risk and needs assessment instruments, which can help determine the level of security required for confined juveniles and match gang members with appropriate programs. Researchers also identified promising and effective programs for

replication. The final report for this project is expected to be available in 2002.

Rural Gang Initiative

During FY 2000, OJJDP provided funds, through the Rural Gang Initiative, to four rural communities (Elk City, OK; Glenn County, CA; Longview, WA; and Mount Vernon, IL) to conduct comprehensive assessments of their local youth gang problems. Each site collected and analyzed data from a variety of sources to determine the nature and scope of the existing local youth gang problem. A steering committee of community representatives at each site used the assessment findings to develop a response to the problems identified.

In FY 2001, two of these communities—Glenn County and Mount Vernon—began implementing the OJJDP Comprehensive Gang Model to address the most serious problems identified in their assessments. Intervention teams, including representatives from police and probation agencies, schools, and community-based organizations, began working in gang violence “hot spots” to provide services and support to gang-involved youth, with a goal of reducing and eventually eliminating youth gang violence in the community. In FY 2002, these sites will continue implementing the OJJDP Comprehensive Gang Model. Ongoing data collection and assessment will be used to select intervention targets.

In FY 2000, OJJDP awarded a grant to the National Council on Crime and Delinquency (NCCD) of Oakland, CA, to evaluate the Rural Gang Initiative. NCCD has conducted case studies to document and analyze the 1-year community assessment and program planning efforts in each of the four sites. These case studies served as a foundation for an evaluation design being applied in Glenn County and Mount Vernon. The design is based on program logic models developed at each site and will capture information on program implementation and outcomes at the individual, gang, and community levels.

Chapter 7

Improving Conditions for Tribal Youth

Although rates of juvenile violent crime have been declining throughout the Nation for several years and the juvenile arrest rate for violent crime in 2000 reached its lowest level in 14 years, juvenile crime continues to rise in Indian Country. According to the Bureau of Justice Statistics' 2001 Special Report *Violent Victimization and Race, 1995–98* (NCJ 176354), American Indians experience violent crime at a rate twice that of the general population. The number of American Indian and Alaska Native (AI/AN)⁴ youth in Bureau of Prisons (BOP) custody has increased 50 percent since 1994, and more than 70 percent of the approximately 270 youth in BOP custody on any given day are tribal youth. Of particular concern to AI/AN tribes and OJJDP is the increasing number of violent crimes committed by juveniles in many tribal communities.

OJJDP in FY 2001 remained actively involved in efforts to help prevent and reduce juvenile crime in AI/AN communities through its continued support of five broad program areas designed to help tribes address juvenile crime:

- ◆ The Tribal Youth Program (TYP) was established by Congress in 1999 and is administered by OJJDP. TYP provides funds directly to tribal communities to develop juvenile delinquency prevention and control programs, reduce violent crime by and against tribal youth, and improve juvenile justice systems. TYP is part of the Indian Country Law Enforcement Improvement

⁴ Federally recognized Indian tribes include Alaska Native tribal governments. Under current law (Consolidated Appropriations Act, 2002), the term "Indian tribe," "tribal," or "tribe(s)" in Office of Justice Programs statutes means: "any Indian tribe, band, nation, or other organized group or community, including Alaska Native village or regional or village corporation as defined in or established pursuant to the Alaska Native Claims Settlement Act . . . which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians."

Initiative, a joint initiative of the U.S. Departments of Justice (DOJ) and the Interior (DOI) designed to enhance Indian Country law enforcement standards and improve the quality of life in Indian Country.

- ◆ OJJDP supports the TYP Mental Health Project, which helps tribal communities provide diagnostic and treatment services to tribal youth involved in, or at risk of becoming involved in, tribal or State juvenile justice systems.
- ◆ The Federal Comprehensive Indian Resources for Community and Law Enforcement (CIRCLE) Project helps tribal communities address local crime, violence, and substance abuse problems by developing comprehensive community programs.
- ◆ OJJDP provides training and technical assistance to TYP grantees and other tribal communities to help them better respond to juvenile crime, violence, and victimization.
- ◆ Research and evaluation activities enable practitioners and policymakers to better understand the unique context of juvenile justice problems in tribal communities.

In addition, tribal communities were active participants in several other OJJDP programs in FY 2001. OJJDP is also developing training support for tribal law enforcement officers (see discussion of Law Enforcement Training and Technical Assistance Program, pages 40–41). In FY 2001, the National Youth Gang Center (NYGC) implemented a new survey of youth gangs in AI/AN communities that measures the prevalence, composition, and activities of gangs in federally recognized tribes that have not been included in NYGC's annual National Youth Gang Survey of law enforcement agencies. (See page 51 for additional information.)

This chapter highlights OJJDP's activities in the five program areas specifically designed to address the needs of AI/AN communities. Through these activities and others that are under way, OJJDP continues to help AI/AN communities prevent and control juvenile delinquency and address other problems facing tribal youth.

Tribal Youth Program

To address the rising rate of juvenile crime in tribal communities, Congress established TYP in 1999, appropriating \$10 million for the program in FY 1999 and \$12.5 million in FY 2000 and FY 2001. TYP was created through the Omnibus Consolidated Appropriations Act for 2002 (Pub. L. No. 107-77) and is part of the Indian Country Law Enforcement Improvement Initiative, a 4-year Federal initiative established by DOJ and DOI in 1999 to address the need for improved law enforcement and administration of criminal and juvenile justice in Indian Country. OJJDP had assisted AI/AN tribes before 1999 (through the passthrough of Formula Grants program funds by the States, discretionary grant funds, and training and technical assistance), but it did not have a program solely dedicated to the prevention and control of juvenile crime and improvement of the juvenile justice system in tribal communities.

OJJDP received 62 applications in response to its FY 2001 TYP solicitation (applications were due in July 2001) seeking AI/AN communities to develop programs to prevent and control juvenile delinquency. Awards ranged from \$150,000 to \$500,000 (for a 3-year grant period), depending on the size of the total AI/AN service population living on or near a particular reservation. In terms of population size and geographic location, applications were received from a broad spectrum of tribal communities.

Applications were invited from federally recognized tribes and those corporations representing Alaska Native villages. Grant recipients are required to use TYP funding for one or more of the following objectives: (1) to reduce, control, and prevent crime

and delinquency, both by and against tribal youth; (2) to provide interventions for court-involved youth; (3) to improve tribal juvenile justice systems; and (4) to provide prevention programs that focus on alcohol and other drugs.

Grantees selected for FY 2001 funding are developing a variety of programs to accomplish these objectives.

TYP Mental Health Project

TYP's Mental Health Project is part of the Mental Health and Community Safety Initiative for American Indian/Alaska Native Children, Youth, and Families, a Federal initiative announced in 1999 and developed by DOJ, DOI, and the U.S. Departments of Education and Health and Human Services. The overall goal of the TYP Mental Health Project is to provide mental health diagnosis and treatment services for AI/AN youth involved in, or at risk of becoming involved in, tribal and/or State juvenile justice systems. The project's objectives are to reduce, control, and prevent crime and delinquency committed by and against AI/AN youth; provide interventions for court-involved tribal youth; improve tribal juvenile justice systems; and provide prevention programs that focus on alcohol and other drugs.

Under OJJDP's FY 2001 Program Announcement for the TYP Mental Health Project, the agency offered \$1 million in funding to provide substance abuse and mental health prevention/intervention services for AI/AN youth involved in, or at risk of becoming involved in, the tribal and/or State juvenile justice systems. Applications were due in July 2001, and OJJDP received 21 applications from 13 States. OJJDP awarded TYP Mental Health Project grants totaling almost \$950,000 to five AI/AN communities to provide mental health treatment and services to AI/AN youth (see sidebar for a list of grantees). Awards ranged from \$125,000 to \$300,000 (for a 3-year grant period), depending on the size of the total AI/AN service population living on or near a particular reservation.

FY 2001 TYP Mental Health Project Grantees

- ◆ Coeur D'Alene Tribe of Idaho (Plummer, ID).
- ◆ Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians (Coos Bay, OR).
- ◆ Ketchikan Indian Corporation (Ketchikan, AK).
- ◆ Lac Courte Oreilles Band of Lake Superior Chippewa Indians of Wisconsin (Hayward, Sawyer County).
- ◆ Sault Ste. Marie Tribe of Chippewa Indians (Sault Ste. Marie, MI).

Comprehensive Indian Resources for Community and Law Enforcement Project

The CIRCLE Project is designed to help tribal communities (with the assistance of Federal, State, and private partners) develop comprehensive planning and funding infrastructures so they can more effectively fight crime, violence, and substance abuse and address local problems comprehensively through effective planning and appropriate funding. The CIRCLE Project is based on two key principles. First, because the Federal Government cannot impose solutions from the top down that effectively and completely address the problems of tribal communities, those communities should take the lead, with assistance from the Federal Government, in developing and implementing efforts to control crime, violence, and drug abuse. Second, problems addressed by the CIRCLE Project require a comprehensive approach—that is, one that incorporates coordinated, multidisciplinary efforts. DOJ invited three tribes to participate in the CIRCLE Project. These tribes were selected based on population size (greater than 5,000 but less than 40,000), the presence of a serious violent crime problem, and

sufficient existing tribal infrastructure to implement the project. OJJDP awarded three Tribal Youth Program grants totaling \$1,530,000 to the Northern Cheyenne Tribe, Lame Deer, MT; the Oglala Sioux Tribe, Pine Ridge, SD; and the Pueblo of Zuni, Zuni, NM.

Through the CIRCLE Project, participating tribes receive special consideration for technical assistance and training related to strategy development and implementation. They are also eligible to apply for funding for law enforcement, tribal courts, detention facilities, and youth programs. Several DOJ agencies work together to make technical assistance and funding available for this comprehensive program. Partner agencies include the Office of the Attorney General, the Office of Tribal Justice, the Office of Justice Programs, and the Office of Community Oriented Policing Services. The U.S. Attorney plays a role in the CIRCLE Project, and the Federal Bureau of Investigation and DOI's Bureau of Indian Affairs also contribute through the Indian Country Law Enforcement Improvement Initiative.

DOJ's National Institute of Justice (NIJ) is overseeing an evaluation of the CIRCLE Project. In FY 2000, NIJ (using funds transferred from OJJDP) awarded a grant to the Harvard Project on American Indian Development at Harvard University's John F. Kennedy School of Government in Cambridge, MA, to evaluate the CIRCLE Project. A draft report for Phase I of the evaluation, which covers the first 18 months of the project, is expected in 2002. Phase II of the evaluation will address the subsequent 30 months.

Training and Technical Assistance

OJJDP provides a training and technical assistance program to help TYP grantees implement their programs and to help other AI/AN communities develop or enhance their juvenile justice systems. The training and technical assistance are provided by American Indian Development Associates (AIDA) of Albuquerque, NM.

AIDA provides assistance at the request of TYP grantees or program managers. Once technical assistance requests are categorized, reviewed, and approved, AIDA develops a comprehensive training and technical assistance delivery plan. A primary goal of all training and technical assistance is to aid communities in developing culturally appropriate and effective ways of dealing with problems faced by Indian youth and their families. Technical assistance is delivered through onsite visits, telephone consultations, and regional training seminars.

AIDA helps tribal communities that are not TYP grantees to improve their juvenile justice systems and address issues of youth and wellness, community development, and planning and development. Between 1997 and 2001, AIDA received 179 requests for training and technical assistance. In 2001, AIDA conducted 31 training and technical assistance projects for TYP grantees.

Research and Evaluation

OJJDP supports two research projects designed to address youth gang activities on AI/AN lands. The Navajo Nation Judicial Branch in Window Rock, AZ, is conducting a comprehensive assessment of gang activity, the first such assessment to be undertaken by a tribal government. Building on the Navajo Nation's youth gang study, researchers at California State University in Sacramento, CA, are using ethnographic observation and interviews with community members and gang members to document and profile the youth gang experience in up to six rural and urban tribal sites across the country. (See chapter 6, pages 52–53, for additional information.)

Chapter 8

Collecting Information on Juveniles in Custody

Information on the number of juveniles taken into custody reveals much about how the nation responds to juvenile offending. In many respects, juvenile detention and corrections facilities are a vital part of the juvenile justice system. In these residential facilities, juvenile justice agencies attempt to change patterns of behavior in youth so they can become responsible members of the community. At the same time, these facilities must maintain a secure environment to protect both the residents and the community at large.

OJJDP has collected information for nearly 30 years on the number of juveniles held in detention and other facilities. Until 1995, these data were gathered through the biennial Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities, better known as the Children in Custody (CIC) Census. Starting in 1997, OJJDP began a new, more comprehensive, data collection effort, the Census of Juveniles in Residential Placement (CJRP). This census was conducted a second time in 1999. Data collection for the third CJRP, in 2001, will be completed in 2002. OJJDP inaugurated another data collection effort in 2000, the Juvenile Residential Facility Census (JRFC). This census collects information about the facilities rather than the residents. The questions on the census address facility security, the number of beds available, education services, mental health care, substance abuse treatment, and physical health care. This census also asks about deaths of residents in custody. OJJDP administers the CJRP and JRFC in alternating years, thus providing a comprehensive picture of U.S. juvenile corrections overall. The data included in this chapter derive mainly from these two efforts, although other data sources are also used.

Juvenile Arrests in 2000

Data from the FBI's Uniform Crime Reporting system show that in 2000 (the most recent year for which complete data are available) law enforcement agencies made an estimated 2.4 million arrests of persons younger than 18, a 15-percent drop from 1996. Juvenile arrests for violent crimes in 2000 were at their lowest level since 1988. In 2000, there were an estimated 98,900 arrests of persons younger than 18 for Violent Crime Index offenses (including murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault). Between 1996 and 2000, juvenile arrests for Violent Crime Index offenses dropped 23 percent; adult arrests for these offenses dropped 9 percent. During this period, juvenile arrests declined 55 percent for murder, 28 percent for weapons law violations, and 38 percent for robbery. An estimated one-third of 1 percent of all juveniles ages 10–17 were arrested for a violent crime in 2000.

While the number of juvenile arrests for violent crimes was falling, arrests for certain other types of offenses by juveniles also declined. Between 1996 and 2000, juvenile arrests dropped 28 percent for all property offenses, 34 percent for motor vehicle theft, and 30 percent for burglary. In some offense categories, however, juvenile arrests increased: driving under the influence (13 percent), liquor law violations (4 percent), and sex offenses other than rape and prostitution (8 percent).

In considering data on arrests and custody, distinguishing between persons younger than 18 and persons legally considered juveniles is important. The former refers solely to the age of a person at a given time; law enforcement agencies provide arrest data in this manner. Depending on the law in the State

where an offense is committed, a youth may or may not be legally considered a juvenile subject to the original jurisdiction of the juvenile court. For example, original juvenile court jurisdiction for delinquent offenses ends on an offender's 17th birthday in 10 States and on the 16th birthday in 3 States. Further, many States have enacted mandatory waiver or transfer legislation that removes particular types of offenses from the jurisdiction of the juvenile court and places them under the jurisdiction of the criminal (adult) court. Thus, some young offenders may be of juvenile age but face criminal court trial and adult sanctions.

Census of Juveniles in Residential Placement

As noted earlier in this chapter, OJJDP conducted the Census of Juveniles in Residential Placement in 1997 and 1999. The census covers all residential facilities, secure and nonsecure, that hold juvenile offenders. For the purposes of CJRP, a juvenile offender is defined as a person younger than 21 who is held in a residential setting because of an offense and as a result of some contact with the justice system. The census, then, encompasses both status offenders and delinquent offenders, whether detained or committed for an offense. In 1997, more than 96 percent ($n=3,308$) of surveyed facilities ($n=3,431$) responded. In 1999, all surveyed facilities ($n=3,712$) provided at least some information. Based on data collected in the 1997 census, an estimated 105,790 juvenile offenders were in residential placement. In 1999, the number was 108,931, a 3-percent increase from 1997. In 1997, juvenile offenders were held in 2,844 residential facilities—1,108 public and 1,736 private. In 1999, juveniles were held in 2,939 residential facilities—1,136 public, 1,794 private, and 9 tribal. Public facilities held 71 percent of juvenile offenders in residential placement in 1999, private facilities held 29 percent, and tribal facilities held less than 1 percent.

Compared with data reported by public and private juvenile facilities in the 1991 CIC Census, the 1999 CJRP data show a 43-percent increase in the

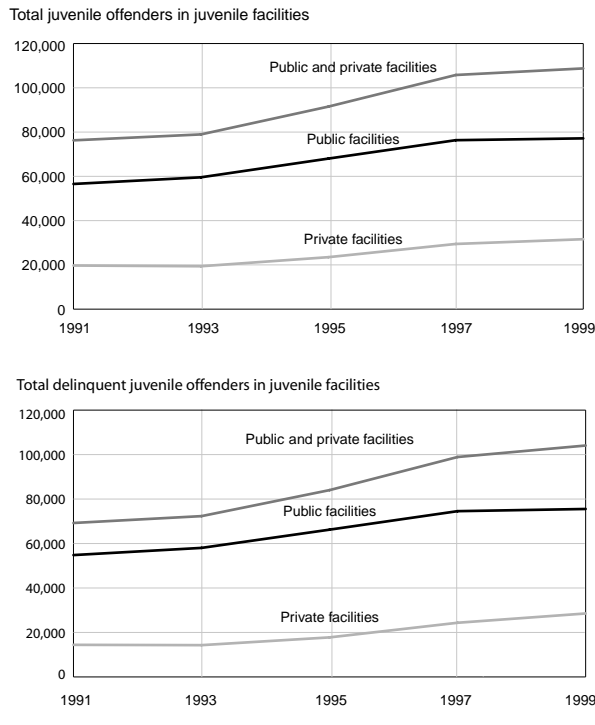
number of juvenile offenders held, and a 50-percent increase in the number of delinquents held. However, because the two data collections are not strictly comparable, determining whether any of this apparent growth is actually an artifact of the change in methods is not possible. For example, the CJRP's October census date may have resulted in a larger count compared with the CIC's February date. The CJRP's "roster" format, more explicit definitions, and the use of electronic reporting also may have facilitated a more complete and accurate accounting of facility residents.

However, the data do give a strong indication that the changes are real. For example, it seems unlikely that the CJRP method is merely counting more residents than the CIC method because population increases between the last wave of CIC in 1995 and the first wave of CJRP in 1997 were not necessarily greater than the normal 2-year fluctuations previously observed between waves of the CIC Census. In addition, the trends in the custody data are comparable to those in data from juvenile courts. Further, the 1999 CJRP shows a drop in the number of status offenders compared with the 1997 CIC Census (see figure). This drop is consistent with the general CIC Census and provides further evidence that the CIC Census and CJRP are comparable.

As in previous years, males accounted for the vast majority of juveniles in residential placement in 1999 (87 percent). Of all juveniles in residential placement in 1999, minorities accounted for 62 percent and nonminority whites for 38 percent; blacks were by far the largest minority group, accounting for 39 percent of all juveniles in residential placement. Hispanics were the second largest minority group (18 percent). The racial/ethnic composition of juveniles in custody was similar in 1997: 63 percent minority (including 40 percent black) and 37 percent nonminority white.

CJRP also collects data on the legal status of juveniles in custody. In 1999, most juveniles (74 percent) were held in the facilities where they were placed following adjudication. Twenty-five percent were

Juvenile Facilities Reported More Delinquents in Residential Placement in 1999 Than Ever Before



detained while awaiting adjudication, and the remaining few were in residential placement as part of a diversion agreement entered in lieu of adjudication.

Over the past 2 years, OJJDP has made the information gathered through CJRP more available to interested parties. *The Census of Juveniles in Residential Placement Databook* is currently available online at www.ojjdp.ncjrs.org/ojstatbb/cjrp for those who want to learn more about youth in custody.

Juvenile Residential Facility Census

In addition to conducting the CJRP, OJJDP also conducts the Juvenile Residential Facility Census. First administered in October 2000, JRFC will be administered by OJJDP every 2 years. In 2000,

JRFC collected information from 3,690 juvenile residential facilities. Of these facilities, 3,061 held a total of 110,284 offenders younger than 21 on the census date. JRFC will routinely collect information on how residential facilities operate.

The census includes detailed questions on facility security, crowding, deaths in custody, and facility ownership and operation. It also asks about specific services for mental and physical health care, substance abuse, and education. Facilities are asked about onsite treatment provided to residents. Although only 2 in 10 facilities reported providing onsite treatment for sex offenders, nearly two-thirds of violent juvenile sex offenders surveyed in the 1999 CJRP were held in facilities that said they provide sex offender treatment. More than 25 percent of facilities that provide sex offender treatment indicated that they have separate living or sleeping units for sex offenders (27 percent). Some facilities that said they do not provide sex offender treatment also reported having separate sex offender units (4 percent). JRFC is described in more detail in the OJJDP Fact Sheet *Innovative Information on Juvenile Residential Facilities* (FS-200011), which is available from the Juvenile Justice Clearinghouse.

Assessing the Need for Juvenile Corrections Space

In 1998, Congress mandated that OJJDP examine the basic needs of the juvenile justice system for future bed space. The study was to focus on national needs in addition to the specific needs in 10 indicated States. OJJDP provided Congress the Report *An Assessment of Space Needs in Juvenile Detention and Correctional Facilities* in July 1998 (available on OJJDP's Web site). In addition, OJJDP awarded a cooperative agreement to The Urban Institute to study the issue in greater depth. OJJDP published the Bulletin *Anticipating Space Needs in Juvenile Detention and Correctional Facilities* (NCJ 185234) in March 2001. These studies illustrate clearly that the flow of juveniles into and out of residential placement relies mainly on the policy considerations and the practices of officials in individual jurisdictions.

Deaths of Youth in Custody, October 1999 Through September 2000

Cause of Death	Total	Inside the Facility			Outside the Facility		
		All	Public	Private	All	Public	Private
Accident	9	2	0	2	7	2	5
Illness/natural	8	5	4	1	3	2	1
Suicide	7	6	5	1	1	0	1
Homicide by nonresident	4	0	0	0	4	1	3
Other*	2	0	0	0	2	0	2
Total	30	13	9	4	17	5	12

*One juvenile died outside the facility as a result of a confrontation with police, and another suffered a heart attack playing basketball.

Although trends in juvenile offending do have an impact on the number of youth in custody, ultimately, policy decisions made at State and local levels determine what the juvenile custody population looks like and how individual juveniles experience custody. In the near future, OJJDP will disseminate more information that reveals in greater detail how policy and populations affect one another.

Deaths in Custody

The death of a juvenile in custody is relatively rare. In 1994, facilities reported that 45 juveniles died while in custody; in 1992, they reported that 40 juveniles had died. According to the 2000 JRFC data on deaths in custody, facilities holding juvenile offenders reported that 30 juveniles died while in the legal custody of a facility. Accidents were the most commonly reported cause of death. Public facilities reported 14 deaths; private facilities reported 16 deaths. More than half of the deaths reported occurred outside the facility ($n=17$ of 30). Deaths reported by public facilities most often occurred inside the facility. Deaths reported by private facilities usually occurred outside the facility.

All facilities reporting suicides said residents are evaluated within 24 hours of their arrival to determine whether they are at risk for suicide. All but

one facility reported that every resident is evaluated for suicide risk. The one facility said it evaluates only youth who attempt suicide, who display or communicate suicide risk, or for whom no mental health record is available.

One hundred and thirty-five facilities holding juvenile offenders reported transporting juveniles to a hospital emergency room because of suicide attempts. None of these facilities reported a suicide death.

Upcoming Surveys

OJJDP has designed a statistical system that will enable local, State, and Federal policymakers and practitioners to monitor juvenile detention and corrections populations and practices. In addition to supporting the collection of important information through CJRP and JRFC, OJJDP recognizes the value of interviewing youth in juvenile justice system facilities. Such interviews provide a wealth of information on past offending behavior, pathways to delinquency, family and social environments, and experiences in custody. Using Juvenile Accountability Incentive Block Grants (JAIBG) funds, OJJDP awarded a cooperative agreement in 1998 to Westat, Inc., of Rockville, MD, to develop the Survey of Youth in Residential Placement (SYRP). SYRP will collect self-report data from 10,000 juveniles residing in juvenile facilities—both long-term placements such as training schools and residential treatment facilities and short-term placements such as detention centers, shelters, and group homes.

SYRP will complement other OJJDP research on delinquency careers and offending behavior and monitor the range of residential placements used for juvenile offenders. The survey addresses the youth's experiences at and before coming to the facilities and includes questions on topics such as education, home environment, and substance abuse. SYRP will provide data for monitoring placements by tracking the number and types of offenses committed by juveniles in placement and the types of sanctions they received for previous offenses. SYRP

supports the goals of the JAIBG program, which include holding juveniles accountable for their delinquent acts. Westat will conduct the first SYRP in March and April 2003.

Beyond routine data collection, OJJDP has a strong interest in and responsibility to research specific policy-related aspects of juvenile detention and corrections. For example, in FY 1998, OJJDP funded the Cost-Benefit Analysis of Juvenile Justice Programs. This initiative is examining in detail the costs associated with juvenile corrections and probation and will compare the costs with the benefits (both tangible and intangible) of each sanction. Data from this study will enable OJJDP to compare the cost-benefit structure of custody with that of probation. Although the study will not provide national information, it will provide significant insight into how such analyses can be accomplished in other jurisdictions. The University of Texas at Dallas and the Dallas County Juvenile Department are conducting the analysis.

To help determine the number of juveniles under some form of community supervision, OJJDP is funding development of the Survey of Juvenile Probation, which will estimate the number of juveniles on probation nationally at a specific time, the nature of their offenses, and the conditions of their probation. In a certain sense, the numbers and types of juveniles in residential placement depend on the availability of alternative sanctions. Although some juveniles clearly need residential placement to ensure their own safety and/or the safety of the community, others can be handled more appropriately in the community. The Survey of Juvenile Probation will routinely gather sufficient information about juveniles on probation to permit comparisons between these youth and juveniles in custody. OJJDP expects to field test the survey in 2002. The first survey will be administered in 2004.

Chapter 9

Getting the Word Out

For many years, sharing information—about research, statistics, and programs that work—with practitioners, policymakers, and the public has been a priority at OJJDP. Although OJJDP recently began to change its approach to information dissemination by relying less on bulk mailings and more on its Web site, the Office remains committed to sharing information with the field. In FY 2001, OJJDP used many vehicles to get information out to the field, including publications, electronic products (such as CD-ROMs, listservs, and Web sites), and satellite videoconferences. The Office's dissemination efforts addressed a number of key national issues, including school safety, youth victimization, and substance abuse. The activities described in this chapter illustrate OJJDP's commitment to keeping the juvenile justice field informed about research findings, juvenile justice statistics, and promising programs.

Juvenile Justice Clearinghouse

The Juvenile Justice Clearinghouse (JJC), operated by Aspen Systems Corporation of Rockville, MD, has met the information needs of the juvenile justice field since 1979, when it was established by OJJDP. JJC is a one-stop shop that provides toll-free telephone and online access to a wealth of information on all aspects of juvenile justice, delinquency prevention, and child protection. The Clearinghouse offers policymakers, practitioners, researchers, parents, youth, members of the media, and representatives of community organizations easy access to a comprehensive collection of up-to-date research and statistics, program descriptions, publications, practical guides and manuals, information on grants and funding opportunities, and other useful resources—all prepared by the nation's foremost experts in juvenile justice and related fields.

An OJJDP Bulletin, *Juvenile Justice Clearinghouse: Your Information Resource*, provides an overview of JJC services and resources. The box on page viii explains how to access information from JJC via telephone, fax, e-mail, and the Internet.

The Clearinghouse produces many of OJJDP's publications, including research and statistical reports and training and technical assistance manuals. During 2001, JJC distributed close to 3.2 million documents. JJC also maintains a toll-free number (800-638-8736). During 2001, JJC responded to 51,169 telephone, fax, and e-mail requests. JJC also continued to respond to requests related to an antiviolence campaign that OJJDP developed in partnership with MTV during 1999. The campaign included an interactive CD-ROM, *Fight for Your Rights: Take a Stand Against Violence*; between October 2000 and September 2001, JJC distributed more than 109,347 copies of this CD-ROM.

Juvenile justice publications, videotapes, and other materials can be easily ordered 24 hours a day, 7 days a week through the National Criminal Justice Reference Service's (NCJRS's) Online Ordering System (puborder.ncjrs.org). In FY 2001, JJC received 8,096 online orders through the NCJRS System for juvenile justice products. NCJRS also maintains a comprehensive database of approximately 190,000 titles, 57,000 of which are devoted to juvenile justice, delinquency prevention, and child protection. During 2001, the library added some 1,260 titles to the database collection. Most of the titles in the database are available online through the NCJRS Web site (ncjrs.org), but NCJRS also lends its material through interlibrary loan or reproduces requested documents for a nominal fee (depending on copyright).

The Clearinghouse oversees JUVJUST, OJJDP's popular electronic mailing list that provides timely information about OJJDP and other youth-service-related publications, events, and funding opportunities. JUVJUST subscribers are primarily professionals working in juvenile justice and related youth service fields. The number of subscribers grew from 6,424 to 7,881 between October 2000 and September 2001. Archived JUVJUSTs and instructions for subscribing to JUVJUST are available on the OJJDP Web site at ojjdp.ncjrs.org/about/juvjust.html.

Web sites

JJC designed and maintains OJJDP's Web site (ojjdp.ncjrs.org), which consists of more than 6,100 pages and 23 separate dedicated sites devoted to OJJDP-sponsored programs. JJC began redesigning OJJDP's Web site in 2001 and plans to unveil the new site in 2002. During 2001, the site's home page had close to 3.2 million hits, and the overall site had approximately 39 million hits (a 50-percent increase over 2000). The Web site announces new publications, allows users to download nearly all OJJDP-produced publications, lists information about current and past funding opportunities, includes a calendar of events on upcoming OJJDP-sponsored conferences, and provides access to speeches given by the OJJDP Administrator and senior staff.

The site also features a "JJ Facts & Figures" section that provides information on juvenile justice, delinquency prevention, and violence and victimization. This section offers a diagram of how cases proceed through the juvenile justice system. Also included is a "Statistical Briefing Book" with statistics, charts, and tables that answer frequently asked questions and provide online data sets on the juvenile population, juvenile arrests, court processing, supplemental homicide statistics, and juveniles in residential placement. In addition, the section includes statistics-focused publications and offers links to the Web sites of agencies and organizations that focus on statistics. Users can ask their own

statistics-related questions through "askncjrs.org," an e-mail response service. In 2002, OJJDP plans to redesign the Statistical Briefing Book to make it more user friendly.

OJJDP also maintains sites for many of the programs it funds, including the Drug-Free Communities Support Program; Enforcing the Underage Drinking Laws Program; Juvenile Accountability Incentive Block Grants program; and Juvenile Mentoring Program. At the request of the Coordinating Council on Juvenile Justice and Delinquency Prevention, OJJDP compiled an online compendium of resources for the EUDL Program in 2001 (ncjrs.org/html/ojjdp/compendium/2001/contents.html).

JJC developed two new Web sites in 2001 for the Office of Justice Programs (OJP) and its component agency OJJDP. The Web site for OJP's Serious and Violent Offender Reentry Initiative (www.ojp.usdoj.gov/reentry) provides an overview of the initiative and links to funding information, describes reentry programs throughout the Nation, lists publications related to each phase of the reentry process, and offers a calendar of events. The Web site for OJJDP's Title V Community Prevention Grants Program (ojjdp.ncjrs.org/titlev/index.html) introduces the program, outlines available training and technical assistance, lists Title V allocations for the current fiscal year and contact information for each State's or territory's Title V Coordinator or Juvenile Justice Specialist, describes Title V eligibility and guidelines, and provides links to publications related to the program and information on the national evaluation of Title V.

Publications

During FY 2001, OJJDP produced more than 80 publications that informed the juvenile justice field about Office activities and promising approaches to juvenile delinquency. The Office markets and disseminates its publications to ensure that they reach a wide audience, including policymakers, practitioners, members of the media, and many others. Most

OJJDP publications are available online through the Web site, and many are available via fax-on-demand, a popular automated service that can be used to order short publications such as Fact Sheets and Bulletins. (The fax-on-demand number is 800-638-8736.) The publications highlighted below and those discussed throughout this Report are only a sample of the documents OJJDP produced in FY 2001. All are available from JJC. A complete list of OJJDP publications released in FY 2001 appears in the appendix.

OJJDP's Journal

OJJDP publishes *Juvenile Justice*, a journal that explores a range of topics about juvenile delinquency prevention, control, and system improvement programs. The June 2001 issue (Volume VIII, Number 1) examines the nature of school violence and reviews promising approaches to creating safe schools and resolving conflicts peacefully. The first article draws on data related to the occurrence of crime in the Nation's schools, the second article discusses comprehensive safe school planning, and the third article proposes that conflict resolution education be used in schools to prepare youth for a less violent future.

Juvenile Offenders and Victims National Report Series

Published every 4 years, OJJDP's National Report, *Juvenile Offenders and Victims*, offers a comprehensive statistical overview of the problems of juvenile crime, violence, and victimization and the response of the juvenile justice system. The last National Report was published in 1999. During each interim year until publication of the next National Report, Bulletins and Fact Sheets in the National Report Series will provide access to the latest information on juvenile arrests, court cases, juveniles in custody, and other topics of interest. Each publication in the series highlights selected topics at the forefront of juvenile justice policy-making, giving readers focused access to statistics on some of the most critical issues.

Upcoming publications in the National Report Series include the following:

- ◆ *Female Offenders in the Juvenile Justice System.*
- ◆ *Juvenile Residential Facility Census, 2000: Selected Findings.*
- ◆ *Juvenile Sex Offenders: A National Picture.*
- ◆ *Juveniles in Court, 2002.*
- ◆ *Juveniles in Corrections.*

Satellite Videoconferencing

OJJDP has successfully used satellite telecommunications for several years to provide information and training programs more readily to juvenile justice professionals. This cost-effective medium allows practitioners, policymakers, and researchers from across the country to keep abreast of developments in the field without having to travel far from home. OJJDP has sponsored satellite videoconferences since 1995 through its grantee, Eastern Kentucky University (EKU) of Richmond, KY. A typical videoconference can reach some 500 sites and approximately 15,000 persons. OJJDP also continues to use Internet streaming, which allows individuals to simultaneously observe and hear satellite videoconferences from desktop personal computers. During the 2001 calendar year, EKU produced four "live" satellite videoconferences and cybercast three of these on the Internet.

"Employment and Training for Court-Involved Youth," which was presented on February 1, 2001, highlighted key findings from OJJDP's Report of the same name. In particular, the broadcast provided guidance in designing and implementing training programs that meet the needs of employers and highlighted promising programs and effective strategies for linking court-involved youth to the job market. The videoconference was telecast to 223 downlink sites.

"Mental Health Issues and Juvenile Justice," which was presented on April 19, 2001, highlighted the

inadequacies of mental health care in juvenile corrections facilities, barriers to providing adequate services, and ways in which the juvenile justice and mental health systems can collaborate to increase the level and quality of services. Promising programs and effective strategies for linking the juvenile justice, mental health, and substance abuse service systems were discussed, as were efforts to divert youth from the juvenile justice system to effective community-based services. In addition, means to incorporate culturally appropriate and sensitive strategies in mental health programming for these youth were highlighted. The videoconference was telecast to 350 downlink sites.

“Balanced and Restorative Justice,” which was presented on June 28, 2001, highlighted some of the key principles involved in the balanced and

restorative justice model and provided guidance to agencies that want to design and implement such a model. Diverse strategies that are thought to lead to successful implementation of restorative practices, including, for example, leadership, programs and policies, staff roles, allocation of resources, and use of information were discussed. In addition, the videoconference featured three jurisdictions that are implementing restorative justice programs. Representatives of those programs were available to discuss their successes and to answer participants’ questions. The videoconference was telecast to 343 downlink sites.

All of these broadcasts may be viewed free of charge at www.juvenilenet.org and also are available for purchase from JJC.

Appendix

OJJDP Publications Produced in FY 2001

The following publications are available through OJJDP's Juvenile Justice Clearinghouse (JJC).

- 1998 National Youth Gang Survey* (Summary), NCJ 183109
- Addressing the Problem of Juvenile Bullying* (Fact Sheet), FS-200127
- Animal Abuse and Youth Violence* (Bulletin), NCJ 188677
- Anticipating Space Needs in Juvenile Detention and Correctional Facilities* (Bulletin), NCJ 185234
- Assessing Alcohol, Drug, and Mental Disorders in Juvenile Detainees* (Fact Sheet), FS-200102
- Blueprints for Violence Prevention* (Bulletin), NCJ 187079
- The Career Academy Concept* (Fact Sheet), FS-200115
- Child Abuse Reported to the Police* (Crimes Against Children Series Bulletin), NCJ 187238
- Children's Exposure to Violence: The Safe Start Initiative* (Fact Sheet), FS-200113
- Choosing and Using Child Victimization Questionnaires* (Crimes Against Children Series Bulletin), NCJ 186027
- A Comparison of Four Restorative Conferencing Models* (Bulletin), NCJ 184738
- Comprehensive Responses to Youth At Risk: Interim Findings From the SafeFutures Initiative* (Summary), NCJ 183841
- Co-occurrence of Delinquency and Other Problem Behaviors* (Youth Development Series Bulletin), NCJ 182211
- Coordinating Council Promotes Federal Collaboration* (Fact Sheet), FS-200021
- Crimes Against Children by Babysitters* (Crimes Against Children Series Bulletin), NCJ 189102
- Culinary Education and Training Program for At-Risk Youth* (Fact Sheet), FS-200107
- The Decline in Child Sexual Abuse Cases* (Crimes Against Children Series Bulletin), NCJ 184741
- Delinquency Cases in Juvenile Courts, 1998* (Fact Sheet), FS-200131
- Delinquency Cases Waived to Criminal Court, 1989-1998* (Fact Sheet), FS-200135
- Detention in Delinquency Cases, 1988-1997* (Fact Sheet), FS-200017
- Drug-Free Communities Brochure* (Brochure), BC 000654
- The Drug-Free Communities Support Program* (Fact Sheet), FS-200108
- Drug Offense Cases in Juvenile Courts, 1989-1998* (Fact Sheet), FS-200136
- Early Identification of Risk Factors for Parental Abduction* (Bulletin), NCJ 185026
- Employment and Training for Court-Involved Youth* (Report), NCJ 182787
- Enforcing the Underage Drinking Laws Program: A Compendium of Resources* (Flier/Fact Sheet), LT 000428

Expansion of OJJDP's Comprehensive Strategy
(Fact Sheet), FS-200118

Family Abductors: Descriptive Profiles and Preventive Interventions (Bulletin), NCJ 182788

Female Delinquency Cases, 1997 (Fact Sheet), FS-200016

Female Gangs: A Focus on Research (Youth Gang Series Bulletin), NCJ 186159

Functional Family Therapy (Family Strengthening Series Bulletin), NCJ 184743

The "Green Book" Demonstration (Fact Sheet), FS-200121

The Growth of Youth Gang Problems in the United States: 1970-98 (Report), NCJ 181868

The Growth of Youth Gang Problems in the United States: 1970-98 (Flier/Fact Sheet), LT 000420

Gun Use by Male Juveniles: Research and Prevention (Youth Development Series Bulletin), NCJ 188992

Healthy Families America (Fact Sheet), FS-200123

Highlights of the 1999 National Youth Gang Survey (Fact Sheet), FS-200020

Highlights of the Youth Internet Safety Survey (Fact Sheet), FS-200104

Increasing School Safety Through Juvenile Accountability Programs (JAIBG Bulletin), NCJ 179283

Involving Youth in Civic Life (Fact Sheet), YFS-00005

JRSA Helps States Determine Local JAIBG Allocations (Fact Sheet), FS-200126

Jurisdictional Technical Assistance Package for Juvenile Corrections (Report), NCJ 179194

Juvenile Arrests 1999 (Bulletin), NCJ 185236

Juvenile Delinquency and Serious Injury Victimization (Youth Development Series Bulletin), NCJ 188676

Juvenile Delinquency Probation Caseload, 1988-1997 (Fact Sheet), FS-200019

Juvenile Delinquency Probation Caseload, 1989-1998 (Fact Sheet), FS-200134

Juvenile Drug Court Programs (JAIBG Bulletin), NCJ 184744

Juvenile Justice, Volume VII, Number 2 (Journal, American Indian Issue), NCJ 184747

Juvenile Justice, Volume VII, Number 3 (Journal, Parenting Issue), NCJ 184746

Juvenile Justice, Volume VIII, Number 1 (Journal, School Violence Issue), NCJ 188158

The Juvenile Justice Evaluation Center Project (Fact Sheet), FS-200125

Juvenile Transfers to Criminal Court in Florida: The 1994 Reforms (Fact Sheet), FS-200122

Juvenile Victims of Property Crimes (Bulletin), NCJ 184740

Juveniles and the Death Penalty (Bulletin), NCJ 184748

Juveniles Who Have Sexually Offended: A Review of the Professional Literature (Report), NCJ 184739

Keeping Children Safe: OJJDP's Child Protection Division (Bulletin), NCJ 186158

Law Enforcement Referral of At-Risk Youth: The SHIELD Program (Bulletin), NCJ 184579

The Missing and Exploited Children's Program (Update) (Fact Sheet), FS-200116

Missing and Exploited Children's Training Program (Fact Sheet), FS-200106

The National Center for Missing and Exploited Children (Fact Sheet), FS-200128

The National Center for Prosecution of Child Abuse (Fact Sheet), FS-200133

The National Center on Child Fatality Review (Fact Sheet), FS-200112

The Nurturing Parenting Programs (Bulletin), NCJ 172848

Offenders in Juvenile Court, 1997 (Bulletin), NCJ 181204

OJJDP Annual Report 2000 (Report), NCJ 188419

OJJDP Mental Health Initiatives (Fact Sheet), FS-200130

OJJDP Research 2000 (Report), NCJ 186732

OJJDP's Program of Research for Tribal Youth (Fact Sheet), FS-200110

An Overview of the JAIBG Program (Fact Sheet), FS-200109

An Overview of the Title V Community Prevention Grants Program (Fact Sheet), FS-200119

PEPNet: Connecting Juvenile Offenders to Education and Employment (Fact Sheet), FS-200129

Person Offenses in Juvenile Court, 1989-1998 (Fact Sheet), FS-200132

Planning of New Institutions: Workshops for Juvenile Facilities (Fact Sheet), FS-200101

Preventing Delinquency Through Improved Child Protection Services (Bulletin), NCJ 187759

Promising Practices: Drug-Free Communities Support Program (Fact Sheet), FS-200111

Resources for Juvenile Detention Reform (Fact Sheet), FS-200018

Restorative Justice Conferences as an Early Response to Young Offenders (Bulletin), NCJ 187769

Safe From the Start: Taking Action on Children Exposed to Violence (Summary), NCJ 182789

School Resource Officer Training Program (Fact Sheet), FS-200105

State Custody Rates, 1997 (Bulletin), NCJ 183108

Substance Abuse: The Nation's Number One Health Problem (Fact Sheet), FS-200117

The Teens, Crime, and the Community Initiative (Fact Sheet), FS-200124

A Treatment Study of Children With Attention Deficit Hyperactivity Disorder (Fact Sheet), FS-200120

Truancy Reduction: Keeping Students in School (Bulletin), NCJ 188947

United National Indian Tribal Youth, Inc. (YIA Fact Sheet), YFS-00107

The YMCA's Teen Action Agenda (Fact Sheet), FS-200114

Youth for Justice (Bulletin), NCJ 186161

Youth Gang Homicides in the 1990's (Fact Sheet), FS-200103

The YouthARTS Development Project (Bulletin), NCJ 186668

YouthBuild U.S.A. (YIA Fact Sheet), YFS-00106

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

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