



Jurisdictional
**TECHNICAL
ASSISTANCE
PACKAGE**
for Juvenile Corrections

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-ROM's, 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.



Jurisdictional Technical Assistance Package for Juvenile Corrections

Report



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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

From 1988 to 1997, the number of delinquency cases processed by U.S. juvenile courts increased 48 percent to more than 1.7 million cases. In some 83 percent of all cases in which the youth was adjudicated delinquent, the disposition involved a corrections sanction.

This increasing volume of cases has strained the juvenile correctional system, from intake and detention to community supervision and secure confinement, adding to the challenge of protecting the public, holding juvenile offenders accountable, and meeting their treatment and rehabilitative needs.

To help juvenile justice professionals meet such challenges, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides technical assistance to thousands of juvenile justice practitioners, policy-makers, and other concerned citizens each year. OJJDP funds a myriad of programs designed to assist State agency staff, community-based agencies and organizations, judges, law enforcement officials, and correctional administrators.

This manual provides jurisdictions with guidance in assessing local needs for corrections technical assistance and committing available resources to address those needs. It focuses on change at the jurisdictional (i.e., city, county, or State) level because the resolution of corrections issues often requires simultaneous analysis of the operations and interactions of multiple systems and institutions. While incremental approaches to solving corrections problems may focus initially on a single institution, ultimately the best resolutions will be informed by the shared vision of the jurisdiction's key juvenile corrections stakeholders in conjunction with other juvenile justice components. Accordingly, the concept of jurisdictional technical assistance contemplates coordination and collaboration as integral steps in the technical assistance process.

Juvenile justice practitioners whose jurisdictions require moderate technical assistance will use the manual primarily as an information resource. For more complex or long-term problems, practitioners will use the manual as an interactive workbook, with sections at the end of each chapter designed to help them assess local needs and plan specific strategies. Supplemental chapters that address additional juvenile correctional areas will be issued in the coming months.

I trust that this document will help juvenile justice practitioners across the Nation to creatively and effectively solve the complex corrections issues they encounter.

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Introduction

The juveniles my program serves have changed. We now have more delinquent youth in our jurisdiction than anyone thought we would see just 5 years ago. How can I plan for the next 5 to 10 years to be sure my correctional program will be able to respond to the numbers of juveniles and the changing needs of the youth we serve?

Some youth just don't seem to make progress in our program. It's hard to understand their problems and needs and develop an effective case plan for them. How can we best assess and classify our youth and then provide or select the services they need?

We are now serving twice the number of youth our program was designed to help. We don't have enough staff or sufficient space to provide the kind of services the youth need. How can we either reduce the number of youth entering the program or expand our ability to serve more juveniles?

Our jurisdiction has just a few options for responding to delinquent youth. Many youth are not successful. Sometimes they are placed in more restrictive programs than might be necessary if we had other alternatives. How can we develop a system of graduated sanctions? How can we best help youth who have been removed from the community reintegrate successfully?

We often help the youth in our program through our case management and other services, but victims have told us their needs are not being met. Some of them talk about financial and emotional costs resulting from crimes committed by youth that no one helps them manage. Sometimes they would just like to know that a youth understands the harm he or she caused. How can our jurisdiction develop a youth corrections program based on Balanced and Restorative Justice principles?

The majority of youth coming into our corrections programs are male. However, in recent years we have seen increasing numbers of girls. How do their problems and needs differ from those of boys? What kind of special considerations and programs should we plan to meet girls' needs and help them achieve success?

Juvenile corrections professionals grapple with questions similar to these every day. Often they develop creative solutions to address various issues and problems within their programs and jurisdictions. However, sometimes they need some assistance to deal with the complex issues inherent in juvenile corrections. This technical assistance package helps jurisdictions or programs identify problems and needs for which they may require technical assistance and develop a plan for obtaining the needed help.

Scope of Technical Assistance for Juvenile Corrections

Technical assistance is a process of obtaining help to resolve a problem and/or create innovative approaches related to an aspect of juvenile corrections. Technical assistance may vary in its scope and intensity, and it should be developed and shaped to meet specific needs of a particular jurisdiction or program. In this manual, three levels of technical assistance are considered:

- *Limited* technical assistance involves brief assistance to locate information—or a resource person who can supply information—related to specific questions. If limited technical assistance is sufficient, the jurisdiction or program will obtain answers to questions through information review or brief telephone consultation with resource persons.
- *Moderate* technical assistance usually includes the information and resource persons described above. Often times, because juvenile justice system personnel have more significant issues or problems, the assistance includes an ongoing exchange with knowledgeable resource persons through telephone conversations and correspondence.
- *Onsite or longer term* technical assistance is appropriate when the jurisdictional or program issues are significant and require face-to-face contact with consultants. This level usually requires one or more onsite meetings and ongoing followup through telephone conversations and written materials. Occasionally, this type of technical

assistance may involve program personnel visiting another site to see a program in operation and confer with another program's personnel.

How This Manual Helps

This manual helps juvenile justice system personnel plan for, obtain, and use the most time- and cost-effective technical assistance available to meet their needs. For limited and some moderate technical assistance needs, it will serve primarily as an information resource. However, for onsite or longer term technical assistance, the manual is designed as a working document. There are pages at the end of each chapter to be used by personnel for assessing their needs or problems and planning strategies to address their technical assistance needs. These pages can be used, as they fit the technical assistance needs of a jurisdiction or program, to develop a technical assistance plan and strategy for change. Some activities are recommended for use with staff and/or other stakeholders to facilitate the assessment and planning process.

The manual provides information and materials on the following topics:

Chapter 1—The Technical Assistance Process

This chapter discusses how juvenile justice system personnel identify a problem, involve appropriate personnel and stakeholders in assessing needs and making a commitment to change, and work toward effective solutions to identified problems.

Chapter 2—Jurisdictional and Program Self-Assessment

Juvenile justice professionals, agencies, or jurisdictions may use this chapter to assess programs, problems, and needs. It contains two major components:

- **An Evolving Juvenile Corrections System.** This segment provides a brief historical overview, discusses the mission and purpose of the juvenile justice system, and describes present programs and services.
- **Juveniles and the Offenses They Commit.** This component reviews national data and trends

on juvenile offenders and offenses. The segment provides a point of comparison for jurisdictions or programs to review their own population and the needs of youth they serve.

Chapters 3 to 5—Technical Assistance Topics

Jurisdictions or programs may need technical assistance on a broad range of topics related to juvenile corrections. In an effort to address the most common topic areas in which many technical assistance needs fall, an advisory group for this manual sorted through information on and experiences in juvenile corrections. These chapters describe three of these areas and pose questions for jurisdictional or program consideration. Each chapter contains references with suggested readings about the topic. The three chapters include the following:

Chapter 3—Balanced and Restorative Juvenile Corrections.

Chapter 4—Planning and Forecasting for Juvenile Corrections.

Chapter 5—Case Assessment, Classification, and Management.

Chapter 6—Resources for Technical Assistance

This chapter provides various resources that may be useful to juvenile programs or jurisdictions needing technical assistance. The information lists OJJDP grantees and contractors and includes sample formats for technical assistance materials.

CHAPTER

The Technical Assistance Process

Technical assistance may be delivered and received in many different ways. Its purpose may include any of the following (American University Courts Technical Assistance Project, 1992:2):

- To identify a problem.
- To address a problem that is already identified.
- To provide an objective evaluation of a problem.
- To investigate the feasibility of a new policy or procedure.
- To address a sensitive issue that needs an impartial perspective.
- To aid in examining the effects of a new statute, rule, or procedure.

Regardless of the specific purpose for technical assistance, it usually is required because a change is needed or already has occurred. Changing jurisdictional or program policies and practices is an arduous task. If you are a juvenile justice professional reading this manual, you probably have identified a

condition, problem, or issue within your jurisdiction or program that you believe needs to be addressed. Most likely, you think you will need some assistance to bring about the change that is required.

This chapter provides a process overview for:

- Providing leadership to achieve change.
- Identifying problems or needs.
- Involving appropriate people in the technical assistance process.
- Developing a technical assistance plan or request.
- Selecting technical assistance resources.
- Utilizing technical assistance.
- Managing jurisdictional or program changes.
- Learning how the Office of Juvenile Justice and Delinquency Prevention (OJJDP) may help in the technical assistance process.

The intent of this manual is to empower juvenile corrections and other juvenile justice professionals

to actively address and solve problems and efficiently use technical assistance resources to the best advantage. For jurisdictions or programs that are requesting onsite or longer term technical assistance, reading this chapter and completing the related questions and activities will assist juvenile justice professionals to:

- Articulate the problem for which assistance is needed.
- Form a planning group.
- Determine the type of assistance needed.
- Develop a technical assistance request, if needed.
- Use technical assistance effectively.

The following activities in the technical assistance process are presented separately for clarity. However, in reality, they likely will be intermingled, with each activity depending on and being affected by the others. Please see pages 13–24 to help you think about the following areas and apply them to your jurisdiction or program.

Leadership To Achieve Change

Leadership requires the capacity to set a course toward a goal and then draw others along the same path through persuasion, influence, and power (Reconnecting Youth and Community: A Youth Development Approach, 1996:8).

Random or unplanned change or inertia in a juvenile corrections program or system can lead to critical problems. If juvenile corrections programs are to meet the needs of youth, victims, and their communities, ongoing change and development usually are required.

Effective change requires leadership. Someone (or a small group of individuals) always has to step forward to provide guidance and direction for change. Leadership provides vision and focus for growth. Strong, confident leaders draw on others' talents and skills and empower them to think creatively (*Reconnecting Youth and Community: A Youth Development Approach, 1996:7*).

Productive leadership requires sound principles, effective analysis, and a belief that change requires

the involvement of others. Leaders must inspire and motivate others. They provide a vision that focuses on the larger picture and on long-term growth and development (*Reconnecting Youth and Community: A Youth Development Approach, 1996:7*). Several characteristics of effective leadership are described in Table 1:a.

Table 1:a Characteristics for Leadership

Leadership requires courage. Most truly challenging situations demand not only imaginative solutions but also the tenacity to carry them out.

Leadership is not easy, although the results of true leadership make future efforts easier over time.

Leadership requires the ability to listen and an openness to, and respect for, diversity and differences of opinion.

Leadership can feel demanding and isolating but results in a sense of belonging and community.

Leadership requires the ability to put aside personal biases or desires in decisionmaking.

Leadership is the ability to make decisions, live with the consequences, accept the blame, share the credit, and learn from the experience.

Source: *Reconnecting Youth and Community: A Youth Development Approach, 1996:7.*

It is important to have a designated individual who will be the coordinator for the technical assistance process. Coordination responsibilities may include:

- Gathering, compiling, and sharing information about the issue being considered.
- Handling written communications, including the development of a technical assistance request and dissemination of recommendations.
- Arranging for various logistics during the technical assistance process.

The leader may perform these tasks, or another person may be designated as the coordinator.

Setting the Course: Identifying Problems or Needs

Solving the right problem is as important as finding the best solution. Sometimes technical assistance is not effective because it is not directed at the most important issue or the underlying problem. For example, a juvenile justice administrator who thinks

that staff are inadequately trained to do their jobs may seek more training for staff. However, if the program's policies and procedures are not sound, merely training the staff to perform them better may not solve the real problem. Agencies must have both appropriate policies and procedures and well-trained staff. Some condition, issue, or problem has prompted your investigation of technical assistance resources. Start there, but do not stop there.

Conducting a thorough assessment of needs and resources is a necessary early step when making changes in an agency, whether or not technical assistance is needed. A good assessment will sharpen the focus on the problem, its causes, resources for addressing it, and possible obstacles to change. Some of the questions at the end of this chapter will help identify needs and resources.

Sometimes the best strategy is to disregard the immediate problem and focus instead on a vision of the jurisdiction or program at its best. For example, completing sentences similar to the ones in Table 1:b could be a helpful way of approaching the problem.

Consistency of Vision, Mission, Goals, and Objectives

Most agencies have mission statements that succinctly set forth the philosophy and intentions of the program. In the process of defining the technical assistance problem, it is important to compare program visions with mission statements. There must be consistency between them if the jurisdiction or program is to move forward. If an examination of the jurisdictional or program vision and mission finds they are inconsistent, one must be brought in line with the other before continuing the process. Change might be appropriate for either the vision or the mission of the program or jurisdiction, but to work toward change without consistency would be frustrating and unproductive.

Goals set forth the broad, yet concrete, steps required to achieve the jurisdiction's or program's vision and mission. Goals should be expressed in measurable

Table 1:b Examples of Jurisdictional or Program Vision

-
- If this jurisdiction or program were doing the best possible job of keeping the community safe from juvenile crime, we would (*Example: prevent most crime from occurring in the first place, conduct risk assessments on juvenile offenders so those (and only those) who present a danger to public safety are removed from the community, and empower communities to participate in the process of making their neighborhoods safe and cohesive*).
 - If this jurisdiction or program were providing the best possible response to victims of juvenile crime, we would (*Example: engage victims, acknowledge the harm done to them, and help youth make restitution in keeping with restorative justice principles*).
 - If this jurisdiction or program were helping youth to develop competencies to reach their full potential, we would (*Example: conduct individual needs assessments on youth and select program options and services that address identified needs, provide appropriate skills development and socialization opportunities for youth, and work with other youth-serving agencies to develop a continuum of prosocial activities for all youth in the community*).
 - If this jurisdiction or program were strengthening families of delinquent youth adequately, we would (*Example: increase the percentage of youth involved in juvenile corrections who are able to remain with or return to their families and see improvements in the involvement of families with youth in juvenile corrections programs*).
 - If this jurisdiction or program were planning adequately for juvenile corrections in the next 5 years, we would (*Example: base our program development efforts on realistic estimates of the number and types of problems of the youth who will be entering our system and reduce present crowded conditions in our programs to no more than 10 percent above capacity*).
 - If this jurisdiction or program were providing culturally competent services for delinquent youth, we would (*Example: differentiate between the needs of various groups of juveniles and provide culturally competent services for all ethnic, socioeconomic, and gender groups of youth*).
-

Table 1:c Agreement Among Mission, Vision, Goals, and Objectives

Mission:	The Central City Corrections Agency will provide services for juvenile offenders that ensure public safety, hold youth accountable for their unlawful behavior, and build competencies so they may become productive and law-abiding citizens.
Vision:	This program strives to improve community safety by conducting risk assessments on juvenile offenders so those (and only those) who present a danger to public safety are removed from the community.
Goal 1:	By the end of the next fiscal year, the agency will select or develop an assessment instrument, institute the assessment process, and document that all new youth entering the program are appropriately assessed.
Objectives:	Staff will collect and review juvenile assessment instruments from other agencies, juvenile justice organizations, commercial companies, and literature reviews. Staff will develop an assessment protocol that includes the instrument to use and assessment procedures to conduct. Program records will be audited annually to assess compliance with the assessment process, identify placement decisions made based on assessments, and document the outcome of placement decisions.
Goal 2:	Intake staff will make appropriate placement decisions based on findings from the assessment process and will decrease out-of-community placements by 20 percent.
Objectives:	Intake staff will document the community safety issues for each out-of-community placement made. Only youth with documented public safety concerns will be placed in residential care outside the community.
Goal 3:	The incidence of repeated delinquent behavior by program youth remaining in the community will decline by 25 percent in the year following initiation of the assessment protocol.
Objectives:	Each new arrest of a juvenile in the program will be documented. Arrest data for the study year will be compared with similar data from the previous year to show improvement in community safety by decreases in officially reported criminal conduct by program youth.

terms. Objectives provide active strategies for achieving each goal. Consider the first example in Table 1:c and the consistency between each element.

Involving Appropriate People in the Technical Assistance Process

Although leadership is an important component of the change process, it is ill-advised for a program leader to “fly solo” during the technical assistance process if any real change is to be accomplished. All of the ideas and information gained through technical assistance may be worthless if staff and stakeholders are not willing to accept them. The best way to ensure buy-in for system or program change is

to involve, from the beginning of the process, those whose support will be necessary.

The composition of each planning group will be unique, depending on the area served (e.g., local, State, regional), the type of services or programs under discussion (e.g., all juvenile corrections services or a single agency), and the type of condition, problem, or issue identified (e.g., development of a restorative justice framework or overcrowding).

As a guideline, however, five groups of people should be considered for inclusion in the technical assistance process. Table 1:d contains examples of the types of individuals who might participate in the technical assistance and change process in a jurisdiction or community.

Table 1:d Key Individuals To Involve in the Technical Assistance Process**Agency Administrators/Managers**

- State, county, or local directors of agencies.
- Program managers.

Program Personnel

- Representatives of service delivery personnel whose job performance and conditions will be affected by the changes to be accomplished through the technical assistance process.

Representatives of Other Service Delivery Systems Involved With Youth and Families

- Other juvenile justice professionals, such as judges, district attorneys, and defense attorneys.
- Educators.
- Mental health professionals.
- Protective services personnel.
- Leaders from communities of faith.
- Healthcare professionals.
- Substance abuse treatment practitioners.
- Public assistance specialists.
- Employment specialists.
- Organized recreation and leisure program leaders.

Representatives of Elected Officials and Funding Sources

- Local or State elected officials and/or their representatives and department heads.
- Legislators, city council members, and/or county commissioners.
- Officials from private foundations, businesses, and other funding resources.

Other Stakeholders

- Victims and victims' service agency staff.
- Parents.
- Neighborhood group leaders.
- Other community leaders concerned about youth (e.g., youth group leaders).

An important balance must be achieved between including important stakeholders and the manageability of a working group. It may be difficult to accomplish tasks with extremely large groups.

On the other hand, omission of key stakeholders may doom the change process to failure. Usually, the best-sized group to accomplish tasks is 10 or fewer members. However, there are options for including

more people and still accomplishing tasks. A larger group may be formed, but smaller working subcommittees may be assigned to work on subtasks. Another alternative is a small decisionmaking group whose members reach out to involve other representatives on certain tasks or to request their expertise on particular matters.

Whether this planning group is a formally constituted body or an informal group may depend on the level of technical assistance required. Nonetheless, it is vital that the involvement of key stakeholders be considered and obtained.

When considering the composition of a planning group, it is important to include those who will be affected by the changes under consideration, those who have essential background knowledge about the issues involved, those who are most likely to support the changes, and those who are likely to oppose the changes. Those opposed to a particular course of action should not necessarily be excluded. Knowing their objections may help planners and technical assistance providers mold recommendations so they are more acceptable. It is also possible that persons opposed to a change will modify their opinions when involved in the process. Not only is a group essential to provide information and discuss possible options during the technical assistance planning process, but such a group is also crucial for support and implementation of changes that are recommended.

The Technical Assistance Plan or Request

Obtaining technical assistance may or may not require a formal proposal. This chapter describes the elements that may be needed in a formal proposal. For less rigorous plans or requests, a few notes, or merely thinking through each area, may be sufficient to formulate a request for limited or moderate technical assistance.

Table 1:e contains a list of some of the information that should be gathered for a technical assistance plan

Table 1:e Elements of a Technical Assistance Plan or Request

- A description of the condition, problem, or issue for which technical assistance is needed. It should be described as specifically as possible.
- An explanation of why this condition, problem, or issue is important. It should include the following information:
 - How it came to the attention of juvenile justice system personnel.
 - What the consequences will be if the condition, problem, or issue is not addressed.
 - Data that support the conclusion that this is a significant condition, problem, or issue (e.g., surveys, needs assessments).
 - Political or organizational factors that contribute to the condition, problem, or issue or factors that may pose barriers to its solution.
- A description of current jurisdictional or program statutes, regulations, policies, and procedures that address this condition, problem, or issue.
- An overview of the jurisdiction's or program's willingness to seek, accept, and use technical assistance to make needed changes. Letters of support from key stakeholders may be helpful.
- A description of any previous attempts to address the problem or issue and the results of these efforts.
- A list of those who will be involved in receiving and implementing technical assistance recommendations.
- A description of any cooperative or collaborative efforts already under way in the jurisdiction/community related to this condition, problem, or issue or to similar situations.
- Possible effects of the technical assistance on the jurisdiction or program, including the following:
 - The anticipated benefits.
 - Any foreseeable difficulties that may be encountered.
- An overview of background information about the jurisdiction or agency, such as the following:
 - Statistical data on cases, programs, and processes.
 - Demographic information.
 - Organizational structure.
 - Funding and other program resources.
- An explanation of management information systems (in place or planned) to track the implementation and effects of the technical assistance recommendations.
- A list of agency or program resources available for supporting the technical assistance effort.

Sources: American University Courts Technical Assistance Project, 1992; American Probation and Parole Association, 1997.

or request. A technical assistance provider may require specific forms or formats for a technical assistance request. (Always check before preparing a request.) The more work done initially to prepare for technical assistance, the more likely the assistance will meet the needs of the jurisdiction or program. The information gathered for a written plan or request will be especially useful if an outside consultant will be used. This material will help the consultant prepare and provide assistance that is specifically targeted to the jurisdiction's or program's needs.

Selecting Technical Assistance Sources and Providers

Obtaining technical assistance may be as simple as making a phone call to ask a question of a knowledgeable professional, or it may be more complex, requiring development of a formal proposal, written agreements for services, and formal reports of activities and recommendations. In the introduction, three levels of technical assistance were described:

- *Limited*—Through telephone, written correspondence, or information resources, the agency obtains materials or ideas to address a specific question of limited scope.
- *Moderate*—To address complex issues or collect greater amounts of materials, juvenile justice system personnel engage in ongoing telephone or written communications.
- *Onsite or longer term*—The jurisdiction or program faces significant issues that require specialized assistance, usually provided in person by one or more consultants. Sometimes cross-site assistance allows juvenile justice system personnel to visit other agencies that have dealt with similar problems successfully.

Often, the level of technical assistance required will depend on the complexity of the condition, problem, or issues in question. In many instances, it may be appropriate to start with limited assistance. If that does not fully address the problem, then moderate assistance or onsite assistance may be appropriate. Regardless of the level of assistance ultimately required, the more information juvenile justice system personnel can gather and review, the more

likely they will be able to obtain and effectively use other technical assistance resources.

There are many sources of technical assistance, including:

- **Documents** that describe strategies for addressing the condition, problem, or issue, such as:
 - Professional journal articles.
 - Policies, procedures, and evaluation reports from similar programs.
 - Training manuals, research reports, and other documents about the problem or related topics.
- **Experienced administrators and practitioners** who have successfully dealt with the condition, problem, or issue.
- **Operating programs** that can be visited for a firsthand view of successful strategies to address the condition, problem, or issue.
- **Consultants** who have knowledge and experience in the topic area and are skillful in providing technical assistance.
- **Academic institutions and personnel** who may be engaged in teaching or conducting research about a particular area of juvenile corrections.
- **National organizations** that may have relevant position statements, research, standards, or other information or may be able to suggest knowledgeable practitioners or consultants.
- **The Office of Juvenile Justice and Delinquency Prevention**, its grantees and contractors, and other Federal agencies.

Chapter 6 of this manual, “Resources for Technical Assistance,” contains a list of OJJDP grantees and contractors who may be able to provide technical assistance in a variety of areas. There is no accurate formula for ensuring that jurisdictions or programs will find the right technical resources on the first try. It is more likely to be a process through which contacts lead to other resources until the most beneficial source is identified for the level of technical assistance needed.

Using Technical Assistance

Time and money can be wasted on technical assistance if it is not used properly. Some issues related to effective technical assistance are discussed in the segments of Chapter 5 on leadership, problem identification, involvement of key stakeholders, and developing a technical assistance plan or request.

There are several other important considerations if the jurisdiction or program is to receive optimal benefit from technical assistance. These include the following:

- **Roles and responsibilities** of those involved in the technical assistance effort should be clearly articulated. This includes the roles of the following:
 - *Leader* (provides overall guidance and influence for the process).
 - *Technical assistance coordinator* (provides local management of the process).
 - *Stakeholders* (provide and receive information about the issue, problem, or condition and deliberate the implementation of recommended changes in the jurisdiction or program).
 - *Technical assistance brokers* (direct jurisdictions and programs to appropriate sources of assistance; some may provide limited funding).
 - *Technical assistance providers* (consultants, program personnel, and other people with knowledge or expertise about the condition, issue, or problem under consideration).
- **Technical Assistance Agreements.** There may be one or several documents (e.g., memorandums of understanding) if a formal technical assistance plan is developed. Three basic parties should be included in the agreement(s). They are listed below with information about what should be included in technical assistance agreements for each.
 - **Technical Assistance Recipient Organization** (jurisdiction or program).
 - General purpose of the technical assistance.
 - Responsibilities of the recipient jurisdiction/program, including (American Probation and Parole Association, 1997):

- Provision of information and program materials.
 - Assistance with logistical arrangements for site visits, meetings, etc.
 - Cooperation with technical assistance brokers and consultants.
 - Evaluation of the technical assistance process.
 - Reporting of any significant problems or changes during the technical assistance process.
 - Development of an action plan that implements technical assistance recommendations.
- **Technical Assistance Providers** (e.g., consultants, program personnel).
 - Purpose and goals for providing the technical assistance.
 - Data and other available information.
 - Recipient's definition of the problem and expectations for the technical assistance process.
 - Responsibilities of the provider, including (American Probation and Parole Association, 1997; National Institute of Corrections, 1995):
 - Analysis of the problem.
 - Plan for providing the technical assistance (e.g., agenda for meeting, key stakeholders to be contacted).
 - Report of technical assistance activities and recommendations (within a prescribed timeframe).
 - Participation in evaluating the technical assistance activities.
 - Provision of followup assistance, if needed, within a reasonable timeframe.
 - Date, time, and location of onsite assistance.
 - Details regarding fees, travel arrangements, lodging, other logistics, and reimbursement of expenses.
 - Contact information for recipient's technical assistance coordinator and the technical assistance broker, if one is involved.
 - Expectations for professional conduct and confidentiality of site-based information.
 - **Technical Assistance Broker** (if involved) (American Probation and Parole Association, 1997).
 - Coordination between technical assistance recipients and providers.
 - Provision of funding (in some cases), materials, and other resources for the technical assistance activities.
 - Evaluation of the effectiveness of the technical assistance activities, including review of reports and recommendations.

It may be advisable to request that all parties involved in technical assistance sign these agreements acknowledging their understanding of and agreement to the specific information within them. An illustrative sample agreement is included in Chapter 6.

- **Facilitation of Technical Assistance Meetings.** Whether meetings involve outside consultants or are less formal gatherings to discuss information and implementation of ideas for program change gleaned from other technical assistance activities, such meetings should be facilitated. A facilitator may be the leader, the coordinator, the technical assistance consultant, or another person who has been designated to assume facilitation activities. Responsibilities of facilitators may include the following:
 - Arranging meeting logistics, such as meeting space and refreshments.
 - Informing participants of the time and location of the meeting.
 - Preparing and distributing meeting agendas.
 - Introducing consultants, participants, other speakers, and guests.
 - Arranging for meeting notes to be taken, written, and distributed to participants.
 - Ensuring that all participants are included in discussions and all points of view are expressed.
 - Facilitating discussions of difficult, sensitive, or controversial issues.
 - Clarifying responsibilities for tasks that are to be completed following the meeting.
 - Following through on any "unfinished business" after meetings.

Resources for Technical Assistance

Anything of value costs something—money, time, or other resources—and obtaining technical assistance involves such an exchange. If staff spend time looking for information or talking with personnel from other programs, their time cannot be spent on other important program tasks. If a consultant is needed, that person must be compensated for his or her time and expenses.

There are several possible sources of funding and other resources needed for technical assistance, including the following:

- Agency budgets and staff that can be used to gather information or pay for consultant services.
- Volunteers, such as student interns or other program volunteers, who can perform information-gathering tasks or who can relieve staff of routine duties so staff can work on special projects.
- Grants, donations, and other forms of external funding for particular projects.
- State juvenile justice agency, juvenile justice specialist, and/or State advisory group.
- OJJDP and its various grantees and contractors.
- Other State and Federal agencies.

The Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended (Public Law 93–415), was designed to combine Federal leadership, State planning, and community-based services for juvenile justice. It channels funds—through State formula grants—that help support a wide variety of juvenile justice programs and services, a juvenile justice specialist, and a juvenile justice advisory group in each State. These agencies may receive technical assistance from OJJDP to help them comply with the core requirements of the JJDP Act. In turn, these State agencies may be able to provide or fund some technical assistance for jurisdictions and programs within the State.

OJJDP also awards grants and contracts to various organizations to conduct research, develop and deliver training programs, and perform other special services. Three recipients are particularly noteworthy

for jurisdictions and programs seeking technical assistance:

- **The National Criminal Justice Reference Service** (NCJRS) compiles and disseminates documents and other information about all aspects of juvenile justice. It can conduct searches for materials on special topics. NCJRS can be accessed by phone (1-800-638-8736) or through its Web site (www.ncjrs.org).
- **The Juvenile Justice Resource Center** (JJRC) maintains a pool of consultants with a broad range of expertise in juvenile justice, delinquency prevention, and child protection. Those interested in consulting should have a unique area of expertise, such as tribal youth, disproportionate minority confinement, mental health, or gender. JJRC also provides OJJDP with conference and meeting support. JJRC can be accessed by phone (1-800-638-8736) or through its Web site (www.ojjdp.ncjrs.org/ojjhome.htm).
- **OJJDP's National Training and Technical Assistance Center** (NTTAC) compiles and disseminates information specific to training and technical assistance. It has limited funds for providing jurisdictions and programs with consultants or other technical assistance services. It also may be able to facilitate technical assistance by matching and brokering assistance for programs or jurisdictions from various OJJDP grantees and contractors. NTTAC can be reached by phone (1-800-830-4031) or through its Web site (www.nttac.com).

OJJDP and other Federal agencies are increasingly networking and pooling resources to address problems related to youth. In addition to OJJDP, there are four other bureaus and seven program offices within the U.S. Department of Justice's Office of Justice Programs:

- American Indian & Alaska Native Affairs Desk.
- Bureau of Justice Assistance.
- Bureau of Justice Statistics.
- Corrections Program Office.
- Drug Courts Program Office.

Jurisdictional Teams

In some instances, for certain conditions, problems, or issues, the National Training and Technical Assistance Center (NTTAC) may be able to facilitate a multidisciplinary team that will provide needed technical assistance for a jurisdiction or program. Such a team is composed of expert consultants identified by NTTAC who can provide assistance regarding significant concerns related to juvenile corrections. The consultants usually are drawn from OJJDP's pool of funded grantees and contractors and may be designated to serve on appropriate teams. Funding for technical assistance teams may be derived from special grants, the recipient jurisdiction's or program's budget, and/or NTTAC.

Consultants appointed to serve on a jurisdictional team have valuable expertise about certain juvenile corrections issues, have materials and other resources readily available, and are experienced in addressing the technical assistance needs of local jurisdictions to help them provide effective and appropriate services to juveniles.

- Executive Office for Weed and Seed.
- National Institute of Justice.
- Office for State and Local Domestic Preparedness Support.
- Office for Victims of Crime.
- Office of the Police Corps and Law Enforcement Education.
- Violence Against Women Office.

Some of the Federal agencies that may have initiatives of interest to juvenile corrections programs include the following:

- Corporation for National and Community Service.
- Department of Education.
- Department of Health and Human Services.
 - Administration on Children, Youth and Families.
 - Substance Abuse and Mental Health Services Administration.

- Department of Housing and Urban Development, which sponsors prevention and prosocial programs in Federal housing projects.
- Department of Labor.
- Immigration and Naturalization Service.
- Office of National Drug Control Policy.

Managing Jurisdictional or Program Change

After obtaining technical assistance information and services and considering the implementation of recommendations, the process is still not complete. The process begins because the need for change is identified. It ends when appropriate change occurs. Several possible barriers may impede the implementation of recommended changes (Seymour and Beatty, 1998):

- **Communication** that is absent, incomplete, or inaccurate and prevents the inclusion of all those having an interest in the change process.
- **“Turf issues”** resulting in an unwillingness to share and collaborate toward effective change.
- **Lack of funding and other resources** (such as information and data management capabilities) to fully implement program changes.
- **Lack of support, time, and encouragement** from staff and other stakeholders.
- **Legal and statutory limits** that prevent full implementation of program modifications.
- **Historical practices** that limit a different vision of the future.

Although all of these pitfalls cannot always be avoided, with good planning and facilitation, many can be diminished. Involving key stakeholders throughout the process, as advocated in this chapter, may decrease significantly the resistance to later changes. Technical assistance leaders and coordinators should be faithful in communicating changes to all staff and other interested stakeholders. Even if resistance is anticipated, it is better to expose it and work with it early in the process than have it

undermine change efforts after considerable resources have been committed to the process.

Lack of resources and legal and statutory limits are challenging barriers. However, even they can be overcome with concerted efforts and determination. Legal and statutory issues should be researched early in the process so that recommended changes are congruent with statutes, regulations, and case law. In some cases, advocacy to change or to introduce needed legislation and other strategies may be required to overcome legal barriers.

Even when agency funds are limited, there may be creative ways of stretching resources to accommodate needed program changes. Possible avenues include (Crowe and Schaefer, 1992):

- Grants from State and Federal Government programs and private foundations.
- Agency collaboration, such as shared facilities and supplies, interagency training, or other joint endeavors.
- Donations and other types of resource sharing in exchange for public recognition.
- Fundraising through businesses, organizations, religious groups, and the community.
- User fees (for some services).
- Community service activities performed by youth in exchange for program benefits.

Evaluating Technical Assistance

Technical assistance efforts should be evaluated to answer several key questions:

- Was the technical assistance process helpful and productive?
- Were the persons involved in the technical assistance process appropriate for the task?
- Were the goals of the technical assistance accomplished?
- Were any barriers encountered that prevented or hindered achieving the expected outcomes of the technical assistance?

- Has the technical assistance resulted in—or will it result in—needed changes in the jurisdiction or program?

An effective evaluation of technical assistance depends on having clear goals and plans from the beginning of the process. Leaders and stakeholders (perhaps with the help of technical assistance brokers or consultants) need to be able to articulate where they want the technical assistance to lead them. For example, the following illustrate an unsuitable and a suitable goal for technical assistance:

Unsuitable

We will increase the involvement of families of youth in our program.

Suitable

By the end of the next calendar year, this agency will implement services that increase the involvement of families with youth by 50 percent.

A suitable goal provides a specific action to be taken, a timeframe in which the goal will be accomplished, and a way of measuring the success of the action taken. The task of the technical assistance then becomes figuring out what services are needed, how they will be implemented successfully, and how the change can be measured.

There are several ways of evaluating technical assistance, including the following:

- **An exit interview** to summarize the process and findings of the technical assistance and to provide initial feedback on assessment and recommendations allows consultants and juvenile justice system personnel to evaluate the effectiveness of the meetings and to clarify misunderstandings.
- **Postsession questions** answered by technical assistance recipients and providers should query the technical assistance process and the opinions of those involved regarding its productivity and application. These questions may be verbal or written.
- **A technical assistance report** prepared by the consultant should contain a summary of the process, findings, outcomes, and recommendations.

- **Agency documentation of changes** should note changes such as revised policies and procedures or development of new programs.
- **Statistical measurement of changes** should note changes such as comparison of rates of occurrence of a particular problem with its incidence before the technical assistance.
- **Surveys of client, staff, or community satisfaction** with the changes made as a result of the technical assistance are needed. This is a difficult type of measure that requires skillful development and administration of surveys and strict confidentiality of individuals' responses.

If the desired goal of technical assistance is not achieved or the “costs” (e.g., financial, personal distress for clients or staff, program integrity) are too great, the evaluation findings should be used to reshape the process and work toward other avenues of change, which may include additional technical assistance. (Please see Chapter 6, “Resources for Technical Assistance,” for examples of evaluation instruments.)

References

- American Probation and Parole Association. (1997). *American Probation and Parole Association Technical Assistance Protocol* (unpublished). Lexington, KY: American Probation and Parole Association.
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- Crowe, A.H., and Schaefer, P. J. (1992). *Identifying and Intervening With Drug-Involved Youth*. Lexington, KY: American Probation and Parole Association.
- National Institute of Corrections. (1995). *Consultant Handbook*. Washington, DC: Federal Bureau of Prisons, National Institute of Corrections, U.S. Department of Justice.
- Reconnecting Youth and Community: A Youth Development Approach*. (1996). Washington, DC: Family and Youth Services Bureau, Administration on Children, Youth and Families, U.S. Department of Health and Human Services.
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Technical Assistance Plan

The following pages provide guidance for developing a technical assistance plan or request regarding planning and forecasting. Completion of the forms is optional. Please copy these pages or remove the perforated copies of the same documents found in Appendix A and use them as needed in your technical assistance process.

TECHNICAL ASSISTANCE PLAN FACT SHEET

Agency _____

Mailing Address _____

Shipping Address (if different) _____

Telephone _____ Fax Number _____

E-mail _____

Contact Person _____

Title _____

Briefly describe the condition, issue, or problem for which you are requesting assistance.

For what area(s) of juvenile corrections do you need assistance? (Check all that apply.)

- Probation. Nonresidential community-based programs.
 Residential placement program. Parole/Aftercare. Other. (Please specify.)

Please check any of the issues or task areas below that apply to your need for assistance.

- | | |
|---|---|
| <input type="checkbox"/> Planning and forecasting for future needs. | <input type="checkbox"/> Education. |
| <input type="checkbox"/> Assessment of youths' risks and needs. | <input type="checkbox"/> Treatment. |
| <input type="checkbox"/> Classification and case management. | <input type="checkbox"/> Behavior management. |
| <input type="checkbox"/> Graduated sanctions. | <input type="checkbox"/> Balanced and Restorative Justice. |
| <input type="checkbox"/> Crowding of secure custody facilities. | <input type="checkbox"/> Disproportionate minority confinement. |
| <input type="checkbox"/> Security. | <input type="checkbox"/> Gender issues/female delinquents. |
| <input type="checkbox"/> Healthcare. | <input type="checkbox"/> Mental health issues. |
| | <input type="checkbox"/> Other. (Please specify.) |

What is the timeframe within which technical assistance is needed?

I. Leadership and Coordination

Under whose leadership is this technical assistance being sought?

Name _____

Title _____

Address (if different from agency) _____

Telephone _____ Fax Number _____ E-mail _____

Please describe the following areas regarding this leader:

- Interest and involvement in this area of juvenile corrections.
- Leadership skills and attributes brought to this activity.
- Specific responsibilities to be assumed.

(Continue on the back or use another sheet if other leaders are involved.)

If different from the leader identified above, who will coordinate the technical assistance activities?

Name _____

Title _____

Address (if different from agency) _____

Telephone _____ Fax Number _____ E-mail _____

Please describe the following areas regarding this leader:

- Interest and involvement in this area of juvenile corrections.
- Specific responsibilities to be assumed.

2. Agency Vision, Mission, and Goals

A. Has a vision statement been developed? If so, what is it? If not, please see page 18 for assistance in developing a vision statement.

B. What is the agency's mission statement?

C. What goals and/or objectives already are developed regarding the condition, problem, or issue that has been identified for technical assistance?

Developing a Jurisdictional or Agency Vision

If your agency does not have a vision statement, the following activity may be used to develop one. It is best to do this in a group setting, but it can be done individually.

Ask the participants to list and discuss the legal mandates for the juvenile justice system in the State's Juvenile Code. Discuss the extent to which the jurisdiction or program is meeting these mandates.

Ask participants to imagine the jurisdiction in 5, 10, or 20 years.

Explain that all present problems have been resolved. Juvenile delinquency has been reduced significantly.

When youth do engage in unlawful behavior, the youth, victims, and the community receive responses that empower them. This jurisdiction is perceived as a safe one in which to live. Youth who enter the juvenile justice system leave it feeling more competent than when they entered it. When victims are injured or suffer losses from juvenile crime, the offender is involved in repairing the harm (e.g., paying restitution) to the extent possible.

Ask participants then to think about several statements, such as the following (others may be developed, if needed). Ask them to jot down their thoughts that would complete each statement.

1. If this jurisdiction or program were doing the best possible job of keeping the community safe from juvenile crime, we would _____
2. If this jurisdiction or program were making the best possible response to victims of juvenile crime, we would _____
3. If this jurisdiction or program were helping youth develop competencies to reach their full potential, we would _____
4. If this jurisdiction or program were strengthening families of delinquent youth adequately, we would _____
5. If this jurisdiction or program were planning adequately for juvenile corrections in the next 5 (or more) years, we would _____
6. If this jurisdiction or program were providing culturally competent services for delinquent youth (including ethnic, socioeconomic, and gender groups), we would _____
7. If this agency were responding appropriately to delinquent youth, we would _____

Compile the responses to each sentence from all participants. (This may be done on newsprint or typed on a handout.)

Divide participants into working groups, and ask them to take the responses for one or more of the sentences and fashion them into a statement of the jurisdiction's or program's vision of the future. Combine the statements into one document (on newsprint or a typed list). Ask the entire group to consider and discuss each part for content and consistency. Make changes in keeping with the group consensus on each part.

Compare the vision statement with the agency's mission. Determine whether the two statements are consistent. Make changes as needed in either statement.

Allow ample time for this process. It may occur over a few hours, a few days, or even a few months. It is vital, however, that all stakeholders feel they have input and an opportunity to express their opinions about each part of the vision statement.

Finally, prepare the vision statement, and distribute it widely to all people with an interest in the jurisdiction or program. Use it as a basis for planning and for other decisions related to the jurisdiction or program.

3. Identification of Key Stakeholders

In the left-hand column, identify stakeholders who should be involved in the technical assistance process. In the right-hand column, name those who have agreed to participate or will be asked to participate in technical assistance activities.

Agency Administrators/Managers

- State, county, or local directors of agencies.
- Program managers.

Program Personnel

- Representatives of service-delivery personnel whose job performance and conditions will be affected by the changes to be accomplished through the technical assistance process.

Representatives of Other Service-Delivery Systems Involved With Youth and Families

- Other juvenile justice professionals, such as judges, district attorneys, and defense attorneys.
- Educators.
- Mental health professionals.
- Protective services personnel.
- Leaders from communities of faith.
- Healthcare professionals.
- Substance abuse treatment practitioners.
- Public assistance specialists.
- Employment specialists.
- Organized recreation and leisure program leaders.

Representatives of Elected Officials and Funding Sources

- Local or State elected officials and/or their representatives and department heads.
- Legislators, city council members, and/or county commissioners.
- Officials from private foundations and other funding resources.

Other Stakeholders

- Victims and victims' services agency staff.
- Parents.
- Neighborhood group leaders.
- Other community leaders concerned about youth (e.g., youth group leaders).

4. The Condition, Problem, or Issue for Which Technical Assistance Is Needed

A. Describe, as specifically as possible, the condition, problem, or issue for which technical assistance is needed.

B. How did this problem come to the attention of juvenile justice system personnel?

C. What are the possible consequences if this condition, problem, or issue is not addressed?

D. Summarize any data that support the conclusion that this is a significant condition, problem, or issue (e.g., surveys, needs assessments).

E. What political or organizational factors contribute to the condition, problem, or issue?

- F. What other factors may pose barriers to the solution of this condition, problem, or issue?
- G. What jurisdictional or program statutes, regulations, policies, and procedures address this condition, problem, or issue?
- H. Have there been any previous attempts to address the problem or issue? If so, what were the results of these efforts?
- I. Are any cooperative or collaborative efforts already under way in the jurisdiction/community?

6. Technical Assistance Resources

- A. What jurisdictional or program resources are available for supporting the technical assistance effort?
- B. Have any sources of information, similar programs, or consultants knowledgeable about this condition, problem, or issue been identified? If so, please describe them.
- C. What management information system resources are in place (or planned) to track the implementation and effects of the technical assistance recommendations?
- D. Based on the current assessment, what level of technical assistance is deemed appropriate to address this condition, problem, or issue?
- Limited* (brief assistance to locate information or a resource person that can supply information related to specific questions).
 - Moderate* (information and resource persons that can engage in some ongoing exchange through telephone or written communication).
 - Onsite and/or longer term* (face-to-face contact with consultants and/or staff visits to other programs that have successfully dealt with a similar condition, problem, or issue).

CHAPTER

Jurisdictional and Program Self-Assessment

Using technical assistance effectively and efficiently requires significant planning and analysis before the actual delivery of technical assistance services. The jurisdiction or program must examine closely its juvenile justice system, the services provided, and the characteristics and needs of the youth served. If onsite technical assistance is needed, this information will help the consultant tailor the assistance to the needs and characteristics of the jurisdiction or program.

This chapter provides a concise national overview of juveniles and the juvenile justice system. It explores two major themes with several subtopics.

- **An Evolving Juvenile Justice System.**

- A Historical Overview of the Juvenile Justice System.
- The Components and Processes of the Juvenile Justice System.
- Juvenile Justice and Delinquency Prevention: Federal Programs and Strategies.

- **Juveniles and Delinquent Offenses.**

- A Profile of Juvenile Offenders.
- Types of Offenses Committed by Juvenile Offenders.
- What Prompts Juvenile Delinquency.
- Consequences of Juvenile Delinquency and Violence.

After reading this chapter and completing the related questions and activities, juvenile justice professionals will be able to:

- Describe the components and processes of their jurisdiction's juvenile justice system.
- Compare and contrast the youth and delinquent offenses in their jurisdiction or program with national data.
- State how the particular characteristics of their jurisdiction or program affect the condition, problem, or issue for which technical assistance is needed.

Historical Overview of the Juvenile Justice System

This manual focuses on juvenile corrections and subsequently discusses the correctional components and their operations in more detail. However, a brief overview of the entire juvenile justice system and its evolution provide perspective.

The present American system of juvenile justice draws on hundreds of years of legal traditions and continues to be honed as social values and imperatives emerge and abate. In ancient Greece and Rome, there was little distinction made between the rights and expectations of children and those of adults. Children received treatment comparable to that of adults.

English Common Law, which formed a foundation for the American justice system, also did not recognize a special category of juvenile crime. Rather, youthful offenders were treated as anyone else who committed a crime, and they were subject to harsh corporal, and even capital, punishment. Later, imprisonment replaced corporal punishment as the more prevalent way of dealing with offenders. Children and youth also sometimes were apprenticed to learn moral values and work skills.

Gradually, in the early 1800's, children began to be viewed as persons at a unique stage of human development instead of smaller versions of adults with equal cognitive and moral capacities. During the late 19th and early 20th centuries, the United States experienced increased immigration and urbanization with accompanying social changes. During this era, adolescence also became recognized as a distinctive stage of life between childhood and adulthood that provides the opportunity for physical, intellectual, social, emotional, and moral maturation. Reform movements during this period attempted to decriminalize delinquency. Youth were removed from the criminal justice system, and emphasis was placed on treating the youthful offenders rather than focusing only on the offenses they committed (Binder, Geis, and Bruce, 1997; National Center for Juvenile Justice, 1991).

There were many attempts during the 1800's to shape and mainstream poor and immigrant children. One of the most enduring movements was the development of the public school system to provide education and

cultural training for all children. At the beginning of the 19th century, children who committed crimes often were imprisoned with adults. Reformers, however, decried this practice, and houses of refuge (later called reform schools) were instituted for the treatment of juvenile delinquents. Inmates lived in congregate settings, and strict order, discipline, and moral teaching were imposed.

By the middle of the 19th century, alternatives were emerging. The cottage system sought to make institutions more family like by eliminating the large congregate living situations in favor of smaller cottage-type buildings grouped together. The "placing out" system also was used with delinquent youth in the mid-1800's. Children and teens from urban slum areas were placed with families, usually in rural areas, to work, learn, and receive guidance from the family. Military schools were yet another option, although they more frequently targeted youth from middle- and upper-class families who exhibited behavior problems. Other organizations attempted to diminish institutionalization while providing a way to learn responsibility. For example, the George Junior Republic was run like a small village where the residents engaged in self-supporting enterprises and administered their own laws (Binder, Geis, and Bruce, 1997).

In contrast to these institutional approaches, probation was initiated as an alternative response to juvenile delinquency. In 1841, John Augustus, a shoemaker in Boston, Massachusetts, first began the practice of supervising offenders in the community. Not only were his efforts to reform his charges generally successful, but they also saved the State the cost of building new institutions. After Augustus' death, other volunteers carried on his probation work. In 1869, Massachusetts created a State office responsible for supervising children under the State's care. Several other States soon followed suit (Binder, Geis, and Bruce, 1997). All States now have some form of juvenile probation.

Special juvenile and family courts that removed juvenile matters from adult criminal courts were developed in the late 1800's and early 1900's. The juvenile court founded in Chicago, Illinois, in 1899 is generally recognized as the model for the juvenile court system that followed. That year, the Illinois legislature enacted the Juvenile Court Act, which was recognized by other States and countries as a model statute

(Binder, Geis, and Bruce, 1997; National Center for Juvenile Justice, 1991).

Several legal precedents have developed that undergird the work of present-day juvenile courts and the juvenile justice system. These are briefly summarized in Table 2:a.

Table 2:a Legal Precedents for Juvenile Justice

Parens Patriae

This tradition claims the State has both a right and a responsibility to intervene in family life and assume the task of rearing a child if the family is unable to do so. It has roots in English Poor Laws, which empowered the State to separate poor children from their families and place them in apprenticeships.

Parental Delinquency Laws

These laws stipulated that parents could be held liable for “contributing to the delinquency of a minor.”

Due Process

In the case of *Kent v. United States* (1966), the Supreme Court determined that a juvenile is entitled to certain minimal rights and procedures before waiver to a criminal court may be granted.

The Supreme Court decided in *In re Gault* (1967) that juveniles have a right to due process if an adjudicatory hearing might result in loss of liberty. The following rights and privileges were mandated: “timely notice of specific issues, notification of right to counsel and appointment of counsel if the family cannot afford an attorney, protection against self-incrimination, and sworn testimony subject to cross-examination” (Binder, Geis, and Bruce, 1997:220).

By 1969, juveniles were guaranteed virtually all the protections of the Bill of Rights.

The Supreme Court ruled in *In re Winship* (1970) that, to obtain a conviction, juvenile courts must require proof “beyond a reasonable doubt” instead of using the “preponderance of the evidence” standard, which is less rigorous.

Exceptions to Due Process

Contrary to the trend toward more formal proceedings for juveniles, in the case of *McKeiver v. Pennsylvania* (1971), the Supreme Court determined that a jury trial is not required in juvenile proceedings.

In *Schall v. Martin* (1984), the Supreme Court ruled that “juveniles, unlike adults, are always in some form of custody” and thus subject to parental and State control.

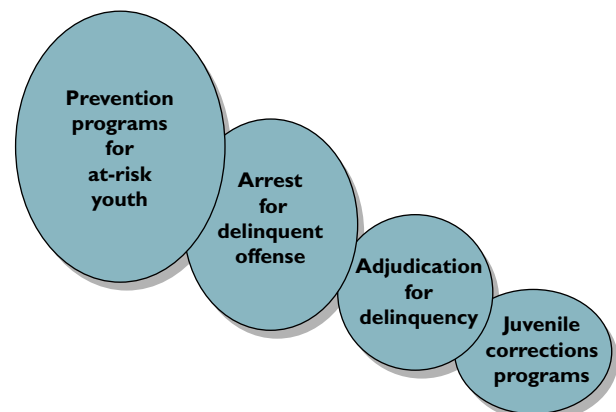
Sources: Binder, A., Geis, G., and Bruce, D.D., Jr., 1997; McNeece, C.A., 1994.

The Components and Processes of the Juvenile Justice System

The juvenile justice system is large and complex, and its processes and components vary greatly from State to State. Figure 2:a depicts a simplified illustration of the relationship of juvenile corrections to the rest of the juvenile justice system. At the entry point, services and programs need to be very broad and serve the largest group of young people, with prevention programs for at-risk youth. With effective prevention programs that include family-strengthening strategies and support of community institutions, progression of many youth further into the juvenile justice system can be averted.

At the next juncture of the system after prevention programming, youth who commit delinquent offenses are arrested. At this point, some youth will be released or diverted. If the crime is not a serious one and law enforcement officers believe a youth will not be a risk to himself or herself or to the public, a youngster may be released without further involvement in the juvenile justice system. Other youth will proceed further in the system and be scheduled for formal processing in juvenile or family court, and they may or may not be held in detention. A few who have committed the most serious offenses may be waived to (adult) criminal court. Youth who are formally processed in the juvenile justice system will be adjudicated. Some of these cases will be dismissed, and the youth involved will be released from further involvement with the court. Others will be adjudicated as delinquent and will proceed to juvenile corrections programs or other dispositions. The

Figure 2:a Juvenile Justice System



system narrows the number of youth at every successive point, resulting in fewer youth reaching the most restrictive corrections programs at the end of the system.

Juvenile corrections programs work with the smallest number of youth, but they usually have the most intensive involvement with them. Corrections programs include community supervision (probation), nonresidential programs and services, and residential programs such as group homes, ranches or camps, and institutions. Boot camps and day treatment programs recently have been developed, contributing to the full spectrum of juvenile corrections programs. In addition, aftercare programs or parole may be used to supervise and assist youth with reintegration into the community following a residential placement. There are many subcomponents of each type of corrections programming, such as intensive supervision and electronic monitoring within community corrections. Residential programs may serve general populations with standard services or special groups of youth with services that are specific to their problems, such as substance-abuse or sex-offender treatment.

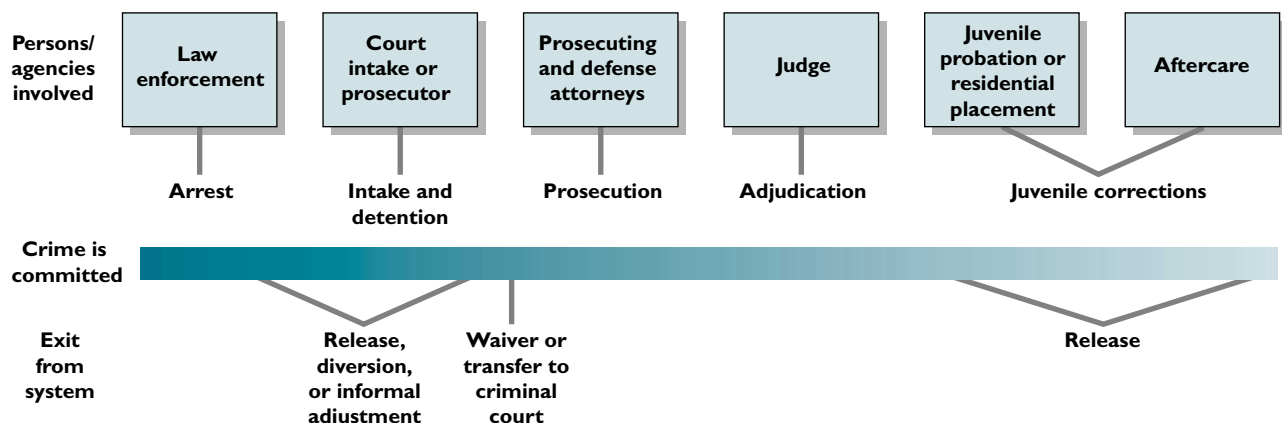
A more common view of the juvenile justice system is a linear one that depicts the progress of youth through the system. Figure 2:b shows this process and the elements of the system involved. Although juvenile justice systems and processes vary somewhat in activities and labels from State to State, their general operation is fairly consistent with that in Figure 2:b. The thick horizontal line represents a youth's path through the system and possible points for exiting it. The top row

shows the various entities responsible for each of the functions shown across the top of the line.

When a crime is witnessed or reported, law enforcement personnel investigate, apprehend, and may arrest the youthful offender. Depending on the crime, community resources, and community values and norms, some youth may exit the juvenile justice system after apprehension and/or arrest. Programs, such as educational and recreational programs, drug prevention or treatment, and counseling services, to which law enforcement personnel can refer youth whose delinquent behavior is not serious are in place in some communities. Youth referred to these programs may have no further involvement with the juvenile justice system (Bureau of Justice Statistics, 1997).

Generally, however, youth who are arrested will go through an intake process. They may be held in detention prior to their initial hearings or released to their parents or guardians. An intake process begins within a short time after arrest so that the court can determine whether formal proceedings will occur. Some youth remain in detention until their cases are prosecuted and adjudicated, whereas others are released until they return to court. Some youth may exit the system after the intake hearing, through either a total release or referral to a diversion program. For youth who have committed very serious crimes, are nearing legal adulthood, and/or are chronic offenders, a waiver or transfer process may result in the (adult) criminal court taking jurisdiction over the case (Bureau of Justice Statistics, 1997).

Figure 2:b Juvenile Justice Process and Components



A case that proceeds for formal processing by the juvenile court usually involves a prosecuting attorney and juvenile court judge. A defense attorney is also available to the youth. In some States, juries may be used in juvenile cases. After the adjudication hearing, the youth either is determined to be a delinquent or is released. If the court finds the youth delinquent, it makes a disposition. Usually, this involves placing the youth on informal supervision or formal community supervision or in a residential facility. Informal supervision may place some requirements or restrictions on the youth for which they are responsible to the court. For example, a youth may have to pay restitution or perform community service. When that obligation is completed, the youth is released. If the youth does not abide by the agreement, he or she may be returned to court for a more formal disposition. Juveniles under formal community supervision are placed on probation and supervised by a probation officer. Usually, the judge imposes conditions on the youth while the youth is on probation (e.g., obeying all laws, participating in treatment, performing community service). The probation officer is responsible for making assessments, case plans, and referrals; supervising the youth's progress; enforcing the court's conditions; and returning the youth to court, if necessary. After completing probation, the youth may be released (Bureau of Justice Statistics, 1997).

Some youth, particularly those who are serious, violent, or chronic offenders, are placed in residential facilities. This confinement may be considered necessary for public safety or for the treatment of youth. Residential programs are responsible for the youth's total care, treatment, and well-being. Following a residential placement, youth usually receive aftercare services through which professionals supervise, monitor, and assist them with reintegration into their families and the community (Bureau of Justice Statistics, 1997).

Figure 2:c provides another view of the processing of delinquency cases through juvenile courts. As youth proceed through the system, fewer and fewer cases remain in the system. In 1997, the year on which the data in Figure 2:c are based, less than half (43 percent) of the cases that entered the system led to probation or placement in a residential facility. Although there may be some variation among formally adjudicated, nonadjudicated, and nonpetitioned cases, these represent the cases usually referred to juvenile corrections programs.

Figure 2:d (page 31) shows the extent to which case numbers decrease as youth progress through the juvenile justice system. Of all cases processed by juvenile courts in 1997, about one third (34.2 percent) were eventually dismissed. That year, 18.2 percent of juvenile court cases were adjudicated and placed on probation, while 18.6 percent were not adjudicated but received some type of probation supervision (informal probation). Overall in 1997, only 9.3 percent of cases were eventually adjudicated and placed in residential programs, while just under 1 percent were nonadjudicated but resulted in voluntary placement in residential programs (informal placement).

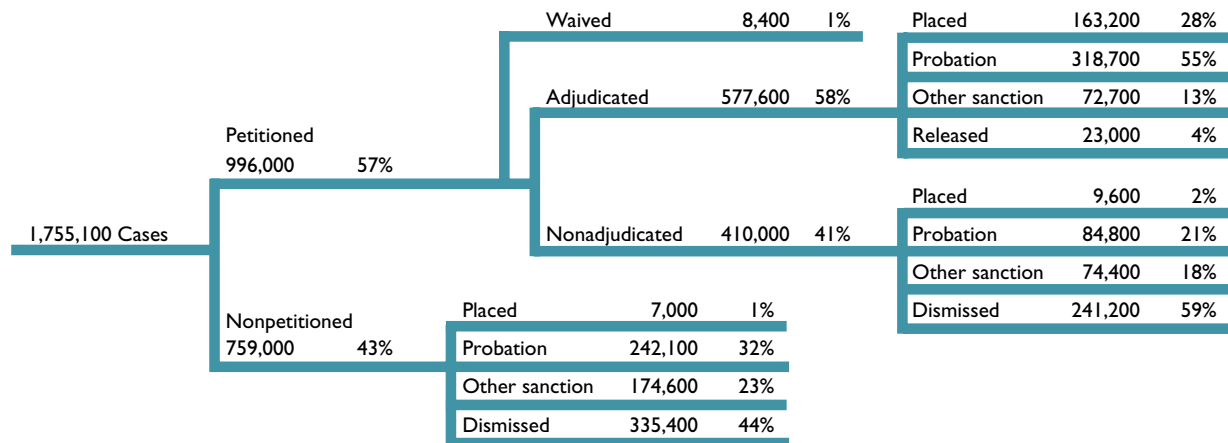
It is the relatively small group of youth who enter juvenile corrections programs and the juvenile corrections programs that serve them that are the focus of this manual. Juvenile corrections programs work with youth for longer periods and more comprehensively than other parts of the system. Because of this, they also require a disproportionate amount of resources, especially residential corrections. It is estimated that the cost of incarcerating one juvenile for 1 year averages approximately \$36,500 (*Corrections Yearbook*, 1995).

Juvenile Justice and Delinquency Prevention: Federal Programs and Strategies

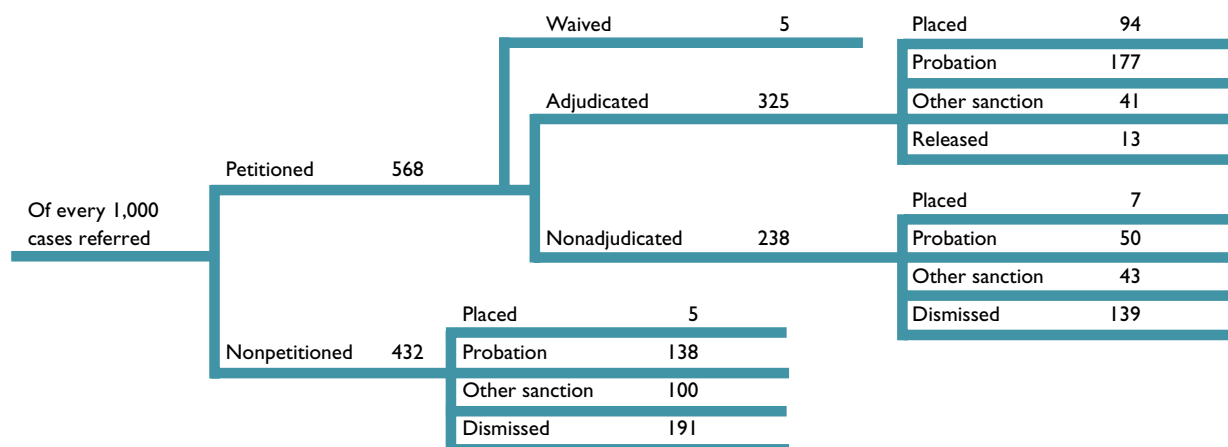
The U.S. Congress passed the Juvenile Justice and Delinquency Prevention (JJDP) Act in 1974. Although the JJDP Act promoted prevention and control of delinquency, subsequent amendments have increased the scope of the Act. Prior to passage of the JJDP Act, other Federal legislation regarding juvenile delinquency was enacted. However, the JJDP Act of 1974 was the first Federal law that dealt comprehensively with juvenile delinquency. It combined Federal leadership, State planning, and community-based services to foster improvements throughout the system (Raley, 1995). The Act set standards and promoted planning efforts by State and local entities to best use Federal assistance (Making a difference, 1997). The JJDP Act created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) within the U.S. Department of Justice. OJJDP provides formula funds to States to promote national objectives and funds innovations, research, and evaluation on juvenile justice issues (Raley, 1995). Table 2:b summarizes the JJDP Act's goal and core requirements.

Figure 2:c Juvenile Court Processing of Delinquency Cases, 1997

1997 National Estimates



A Typical 1,000 Cases



Note: Detail may not add to totals because of rounding.
Source: Puzanchera, C., et al., 2000.

Table 2:b Juvenile Justice and Delinquency Prevention Act of 1974

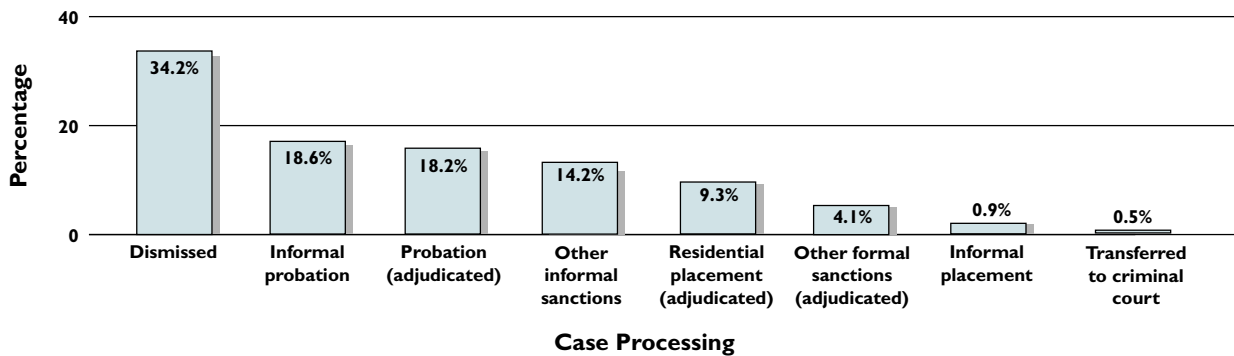
Goal: To increase the effectiveness of juvenile delinquency prevention and control.

Core Requirements:

- Deinstitutionalization of Status Offenders—No status offender or nonoffender may be held in secure detention or confinement.
- Separation of Juvenile and Adult Offenders—Juveniles shall not be detained in a secure institution in which they have contact with incarcerated adults, including inmate trustees. Juveniles should have no contact (sight or sound) with adult offenders in any area of the facility.
- Jail and Lockup Removal—Juveniles subject to the original jurisdiction of the juvenile courts because of their age and offense cannot be held in jails and law enforcement lockups in which adults also may be detained or confined.
- Disproportionate Minority Confinement—States are required to address efforts to reduce the proportion of minority youth in secure detention and corrections facilities where the proportion of minority youth in confinement exceeds the proportion of those groups represented in the general population.

Source: Meeting the mandates, 1995:25–28.

Figure 2:d Delinquency Cases Processed, 1997



Source: Puzzanhera, C., et al., 2000.

Table 2:c provides a brief review of amendments to the JJDP Act, and Table 2:d summarizes the role and functions of OJJDP.

Perspectives on Juvenile Justice

The way problems are conceptualized often determines the responses to them. The juvenile justice system continues to evolve and undergo shifts in

ideologies and practices. In the 1960’s, public policy began to move toward the decriminalization of status offenses by juveniles and the diversion of youth from formal court processing when possible. There also was a push to deinstitutionalize juvenile offenders. By the 1980’s, the pendulum had swung again, and many were calling for a “get tough” approach to juvenile crime.

Table 2:c Modifications to the JJDP Act of 1974

1977: Congressional support for deinstitutionalization of status offenders and separation of juvenile and adult offenders was reaffirmed. However, the dates by which States had to comply with the mandates were extended.

1980: Amendment allowed a compromise that permitted incarceration of youth who violated valid court orders. A second amendment contained a major initiative requiring removal of all juveniles from adult jails and lockups within 5 years.

1984: Title IV, the Missing Children’s Assistance Act, was added. Amendments requiring a competitive grant process also were made.

1988: The JJDP Act was extended with an amendment requiring OJJDP to submit an annual report to Congress on the number of juveniles in custody, the types of offenses

they committed, their races and genders, and the number of youth who died in custody.

1992: Amendments added initiatives on juvenile gangs, youth development, mentoring, and prevention. The definition of a valid court order was revised, and States were required to ensure that youth in the juvenile justice system are treated equitably. Title V was added to provide incentive grants for local delinquency prevention programs. The President was authorized to convene a White House Conference on Juvenile Justice. The 1992 amendments added a fourth core requirement to the Act by designating disproportionate minority confinement (DMC) as a compliance area. A State can lose 25 percent of its formula grant allocation if it does not undertake efforts to reduce DMC, where it exists.

Source: Raley, G.A., 1995:11–18.

Table 2:d Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) goal is to provide national leadership in addressing the issues of preventing and controlling juvenile delinquency and improving the juvenile justice system. Its mission 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 COMPONENTS

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-ROM's, 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.

There often are wide disparities in opinions and theories about juvenile delinquency and how it should be treated. However, in its role as the national leader in the area of juvenile justice, OJJDP has had the opportunity, through its congressional requirements, to support research, identify policies and programs that work successfully, and conceptualize the overall mission and purpose of juvenile justice. Recently, OJJDP stated that it "supports a balanced approach to aggressively addressing juvenile delin-

quency and violence through establishing graduated sanctions, improving the juvenile justice system's ability to respond swiftly and effectively, and preventing the onset of delinquency. It also recognizes the need to ensure public safety and support children's development into healthy, productive citizens through a range of prevention, early intervention, and graduated sanctions programs" (Office of Juvenile Justice and Delinquency Prevention, 1997a:1).

Balanced and Restorative Justice has been articulated and embraced by some as the encompassing mission for the juvenile justice system. Restorative justice emphasizes the value of involving victims of crime, offenders, and the community in efforts to repair the harm caused by the crime and hold youth “accountable for making amends for the damage and suffering caused” (Bazemore and Day, 1996:6). The balanced approach puts forth a mission for juvenile justice with three equally important goals (Bazemore and Day, 1996):

- **Accountability.** An offender incurs an obligation to the victim and must make amends and restore losses, to the extent possible, that occurred as a result of the delinquent behavior. This is not the same as punishment and does not coincide with obeying juvenile justice authorities and complying with court orders.
- **Competency.** Youth should become more able as a result of their contact with the juvenile justice system. “[C]ompetency is defined as the capacity to do something well that others value” (p. 7). It includes cognitive skills, social skills, and other abilities needed for successful lifestyles.
- **Public Safety.** This involves the protection of citizens from crime, but it cannot be accomplished merely by placing youth in secure custody. Both institutional and community corrections must work toward solving problems and helping youth engage in more productive activities to develop prosocial values.

OJJDP’s Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

Various research studies have concluded that only a small group of juvenile offenders is responsible for serious and violent delinquency. Thus, efforts have focused on two areas: preventing at-risk youth from progressing to more serious delinquency and providing appropriate interventions for the youth who are serious, violent, and chronic offenders. OJJDP’s *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* is based on six general principles (Wilson and Howell, 1993):

- **Support core social institutions** (e.g., schools, religious institutions, and community organizations) so that they can provide opportunities and support for children in the community.
- **Promote delinquency prevention** by helping communities build prevention programs that address known risk factors and target youth at risk of delinquency.
- **Intervene immediately and effectively when delinquent behavior occurs** to prevent youth from progressing to more serious or chronic delinquency.
- **Establish a system of graduated sanctions that holds each juvenile offender accountable**, protects public safety, and provides programs and services that meet identified treatment needs.
- **Identify and control the small group of serious, violent, and chronic juvenile offenders** who threaten community safety through the use of secure facilities, when necessary, or the waiver of the most violent youth to criminal court.

The Comprehensive Strategy is based on efforts to reduce risk factors and enhance protective factors for at-risk juveniles. It also proposes a system of graduated sanctions including a range of immediate, intermediate, and secure corrections options to provide the treatment and services each juvenile needs. OJJDP’s *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Howell, 1995) thoroughly articulates strategies and programs for implementing this approach. It provides a framework for State and local jurisdictions to develop a continuum of services to meet the needs of at-risk youth, juvenile offenders, and communities.

State and Local Jurisdictions

While Congress and OJJDP provide national leadership in the area of juvenile justice, programs are administered at State and local jurisdictional levels. State laws, court practices, and delinquency programs vary considerably from one jurisdiction to another. Across the Nation, increasing concern has been expressed about juvenile delinquency, and especially youth violence, although many indicators show that juvenile crime has leveled off or declined recently (Jones and Krisberg, 1994; Snyder, 1998). State and

local jurisdictions have been active in recent years is passing legislation and enacting ordinances to try to manage juvenile delinquency. Several initiatives have been taken by various jurisdictions, including many in the following areas profiled by the National Criminal Justice Association (1997):

- Prevention.
- Curfews.
- Parental responsibility laws.
- Street gangs.
- Graduated sanctions.
- Juvenile boot camps.
- Juveniles and firearms.
- Juvenile proceedings and records.
- Juvenile transfers to criminal courts.
- Sentencing authority.

Efforts to adapt State and local juvenile justice laws and programs are likely to continue as State and local jurisdictions grapple with these many issues and as public opinion and policies continue to be molded regarding the most effective approaches to preventing juvenile crime and intervening with delinquent youth.

Juveniles and Delinquent Offenses

The general public often expresses a fear and a belief that juvenile crime rates are spiraling upward. Instantaneous and comprehensive national coverage of an event makes the threat of juvenile crime loom large. However, as Jones and Krisberg (1994) illustrate, these beliefs are not always based on statistical facts. Therefore, juvenile justice professionals must be knowledgeable about current data and realities to both assuage public fear and serve juvenile offenders effectively.

The data in this chapter provide a general national perspective on issues of juvenile crime as a tool for jurisdictions and programs to use in examining their own data. Local data must be gathered and specific local contextual factors must be considered to accurately interpret the juvenile delinquency problem and to formulate an appropriate juvenile justice system response for a given jurisdiction or program.

Law enforcement officers made more than 2.6 million arrests of persons under age 18 in 1998. With an unknown proportion of youth arrested more than once in the year, it is impossible to accurately convert annual arrest counts to an unduplicated count of arrested youth. However, it is fair to say that there were probably about 2 million youth arrested in 1998. Young people ages 10–17 constituted 20 percent of the U.S. population between ages 10 and 49, the age group that accounts for 95 percent of all arrests. Juveniles (10–17 years of age) were involved in 18 percent of all arrests in 1998, a proportion roughly equivalent to their proportions in the population (Snyder, 1999).

The vast majority of arrested juveniles are arrested for property crimes and other nonviolent offenses. In 1998, just 0.3 percent of all juvenile arrests involved a charge of murder or forcible rape (Snyder, 1999).

The juvenile proportion of arrests has declined in recent years. Whereas juveniles were arrested in 19 percent of all violent crime arrests in 1994, they were involved in 17 percent of such arrests in 1998. In 1998, juveniles were responsible for 12 percent of murder arrests—a proportion down substantially since its high of 17 percent in 1994. The juvenile proportion of arrests for robbery fell from 32 percent in 1995 to 27 percent in 1998. Similarly, the juvenile proportion of arrests for motor vehicle theft dropped from 45 percent in 1993 to 36 percent in 1998.

Since juveniles commit crimes in groups, the juvenile proportion of arrests overestimates the juvenile responsibility for crime (Snyder and Sickmund, 1995). For instance, although juveniles were involved in 17 percent of violent crime arrests, they were responsible for just 12 percent of violent crimes cleared by arrest in 1998—a better measure of the proportion of crimes actually committed by juveniles (Snyder, 1999).

A Profile of Juvenile Offenders

Age of Youth at Arrest. Juvenile arrest rates tend to increase steadily by age, with the highest arrest rates for most crimes occurring when youth are 16–18 years of age. Violent crime rates increase dramatically in the 15–17 age group. However, there are substantial numbers of youth who are arrested for crimes at considerably younger ages. Figure 2:e shows the arrest rates for juveniles by different age groups (Snyder, 1999). For

Violent Crime Index arrests, rates increase substantially with age; however, for Property Crime Index arrests, rates level off at age 16 (Snyder, 1999).

Sex of Arrested Youth. The proportion of female youth being arrested has increased steadily. In 1998, approximately one-quarter of arrests of juveniles younger than 18 were girls (Snyder, 1999). The crimes for which female juvenile arrests increased the most between 1989 and 1998 are displayed in Table 2:e.

Table 2:e Increases in Female Juvenile Arrests

Type of Offense	Percent Increase, 1989-98
Robbery	19%
Aggravated assault	80%
Weapon law violations	70%
Simple assault	125%
Drug abuse violations	113%
Curfew violations	239%

Source: Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

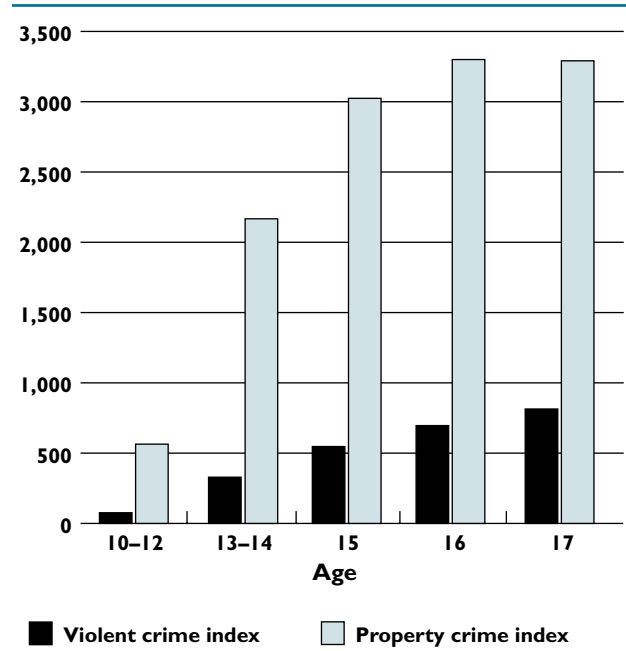
Disproportionate Arrests of Minority Juveniles. Data on juvenile arrests in 1998 showed consistent overrepresentation of African American youth when compared with their proportion of the total population of juveniles. The U.S. population of juveniles comprises 79 percent White (including Hispanic youth), 15 percent African American, and 5 percent other. Table 2:f provides a breakdown by race and offense category (Snyder, 1999).

Table 2:f Juvenile Arrests by Race

Type of Offense	Percentage of White (Including Hispanic) Youth Arrested in 1998	Percentage of African American and Other Non-White Youth Arrested in 1998
Murder	47%	53%
Forcible rape	59%	41%
Robbery	43%	57%
Aggravated assault	61%	39%
Burglary	73%	27%
Larceny/theft	70%	30%
Motor vehicle theft	61%	39%
Weapons	66%	34%
Drug abuse violations	66%	34%
Runaways	78%	22%

Source: Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

Figure 2:e Juvenile Arrest Rates by Age Group



Note: Rates are arrests per 100,000 persons in age group.

Source: Snyder, H.N., 1999. Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

Types of Offenses Committed by Juvenile Offenders

After increasing by 61 percent since 1988, juvenile arrests for violent crimes (murder, forcible rape, robbery, and aggravated assault) peaked in 1994 and have declined each year since. However, current levels of arrests of juveniles committing violent crimes remain

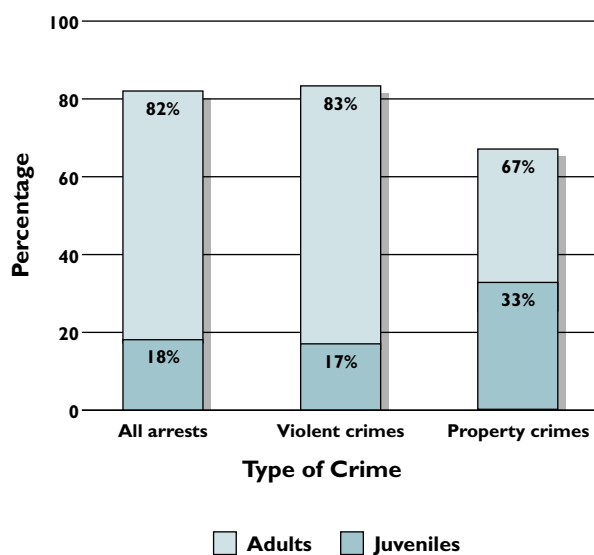
Update of Statistics

The most recent statistical information available at the time of publication was used in this manual. However, readers may want to request updated information for comparison with jurisdictional or program data. The *OJJDP Statistical Briefing Book* (www.ojjdp.ncjrs.org/ojstatbb) provides basic information on juvenile crime and victimization and on youth involved in the juvenile justice system. The data provide timely, reliable, statistical answers to the most frequently asked questions of policymakers, the media, and the general public.

well above the 1980's levels. Even though these statistics sound dire, fewer than 0.5 percent of all youth between ages 10 and 17 were arrested for a violent crime in 1998 (Snyder, 1999).

The juvenile percentage of arrests for violent crimes is comparable to the proportion of youth in the population responsible for most crimes, that is, individuals between ages 10 and 49. However, juveniles account for a disproportionately large percentage of property arrests. Figure 2:f graphically shows this comparison.

Figure 2:f Juvenile Percentage of Arrests



Source: Snyder, H.N., 1999. Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

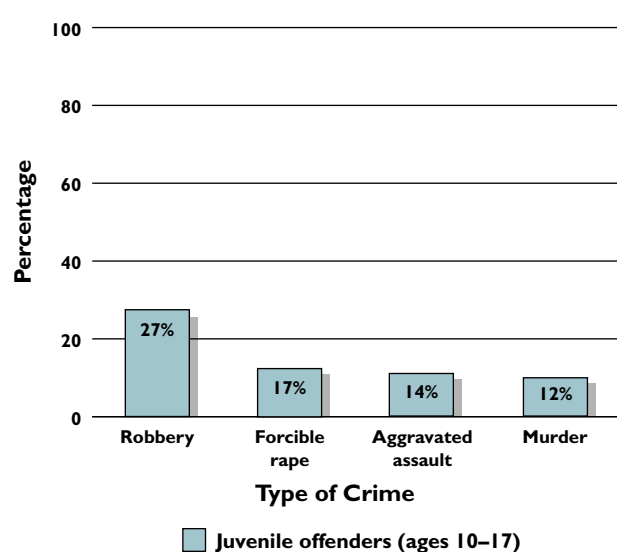
Figure 2:g shows the juvenile percentage of arrests in four types of violent crimes in 1998. The robbery percentage is disproportionately large compared with forcible rape, aggravated assault, and murder, which are below the percentage of the population in the 10–49 age group represented by youth (Snyder, 1999).

Figure 2:h depicts the 12 most common nonviolent crimes for which youth are arrested. For nine of those crimes (arson, vandalism, motor vehicle theft, burglary, larceny/theft, disorderly conduct, robbery, liquor law violations, and weapons), the percentage of juvenile arrests exceeds their proportion of the population (Snyder, 1999).

Figure 2:i shows the nine crime categories for which juveniles have the lowest arrest proportions.

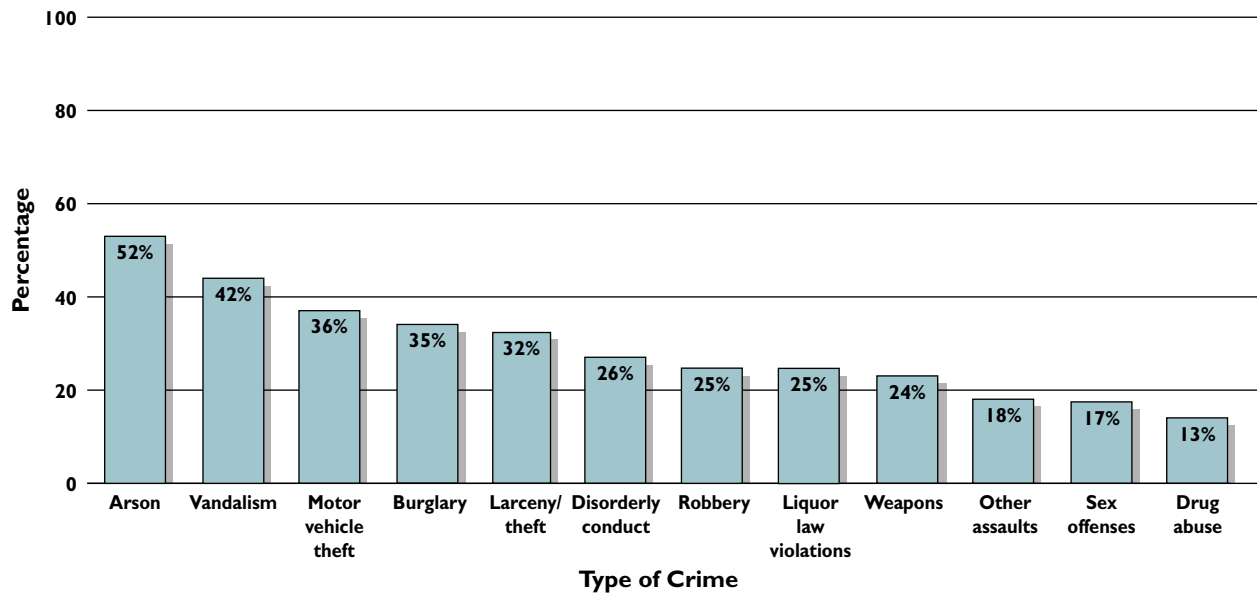
In addition to the crimes depicted in Figures 2:g, 2:h, and 2:i, only youth may be arrested for status offenses, such as curfew violations and running away. Arrests for curfew violations have increased in recent years, up 178 percent between 1989 and 1998. Over the same period, arrests for running away have held relatively constant, down only 5 percent (Snyder, 1999).

Figure 2:g Juvenile Percentage of Arrests for Violent Crimes



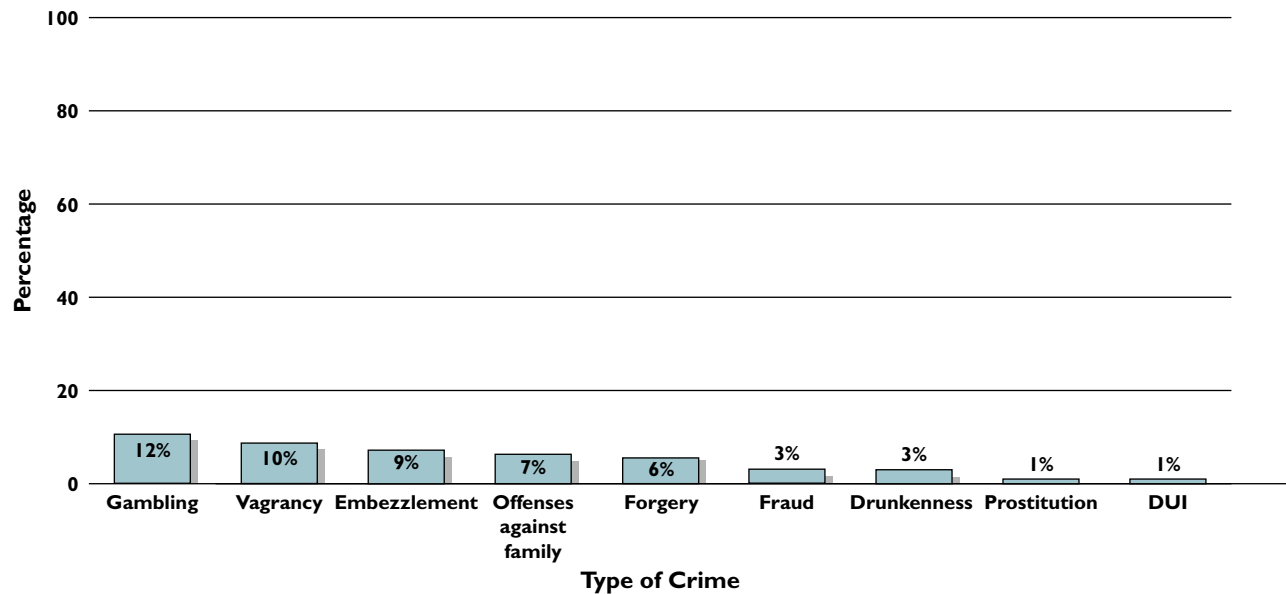
Source: Snyder, H.N., 1999. Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

Figure 2:h Juvenile Percentage of Arrests for 12 Nonviolent Offenses



Source: Snyder, H.N., 1999. Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

Figure 2:i Juvenile Proportion of Arrests for Selected Offenses



Source: Based on data from *Crime in the United States 1998* (Federal Bureau of Investigation, 1999).

What Prompts Juvenile Delinquency

Although the roots of youth crime may be quite different from one youth to another, recent research has helped focus much more sharply on major underlying issues that often cause or are related to delinquent behavior. Blumstein (1995) attributes recent dramatic upturns in youth violence to the “deadly nexus” of three primary factors:

- Availability of drugs.
- Availability of guns.
- Juveniles recruited into illicit drug trade.

Blumstein (1995) theorizes that, as the cocaine epidemic reached its peak in 1985, drug traffickers were recruiting young people to assist with drug distribution. These juveniles often acquired guns for protection. Firearms then began proliferating among gangs that were battling over territory and drug markets. As more firearms were used in inner-city gang- and drug-infested areas, other youth felt vulnerable and began carrying weapons for self-protection and as status symbols. Continued high levels of arrests for both drug offenses and firearm-related violence appear to bolster Blumstein’s theory that guns have spread throughout many communities and are a major factor in high levels of youth violence (National Criminal Justice Association, 1997).

In addition to the availability of drugs and guns, OJJDP (1997a) describes several other factors that contribute to delinquency, including:

- Too much idle time for children and adolescents.
- Lack of positive adult supervision.
- Scarcity of positive role models.
- Child abuse and neglect.
- Parents who lack needed parenting skills.
- Children with unmet needs for special education and mental health care.

Several conditions, attitudes, and behaviors increase the likelihood that a young person will engage in delinquent behavior. Many of these factors also are related to other adolescent problem behaviors, including substance abuse, teenage pregnancy, dropping out of school, and violence. Researchers assert that the more

risk factors that are present, the greater the likelihood for juvenile problem behavior. Furthermore, effects of risk factors are consistent among youth of different races and cultures (Office of Juvenile Justice and Delinquency Prevention, 1997b).

Concurrently, there are factors that may provide protection to youth to help them surmount risk factors that may be present. To the extent that these protective factors can be enhanced, youth may be safeguarded from some of the effects of risk factors. Table 2:g lists primary risk and protective factors that have been identified through research.

The Integrated Social Control model combines control theory, strain theory, and social learning theory to explain the origins of delinquent behavior (Elliott, Huizinga, and Ageton, 1985; Krisberg et al., 1994). Families, communities, and society usually exert social control to compel individuals to act in socially acceptable ways. According to this theory, when these controls are absent, subcultures develop that promote attitudes and perceptions favorable to delinquency and other deviant behavior. Differences between a youth’s aspirations and his or her opportunities cause frustration and failure. Strain theory argues that youth then turn to delinquent behavior as a way of coping. Social learning theory assumes that childhood experiences, such as lax or harsh parental discipline, abuse, neglect, or violence, prevent bonding with others and diminish internal self-control (Krisberg et al., 1994).

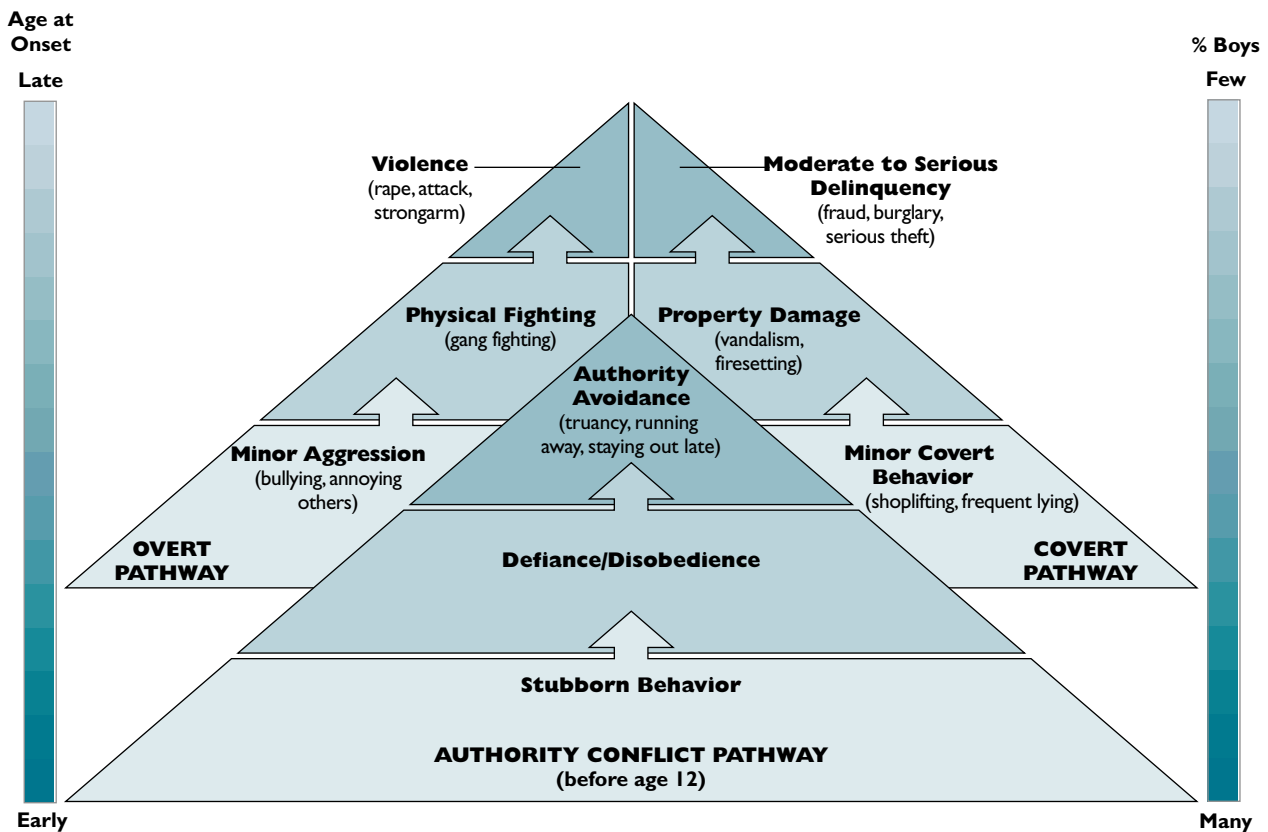
Researchers suggest that there are three pathways through which male youth develop problem behavior. The Authority Conflict Pathway begins before age 12 and consists of a progression from stubborn behavior to defiance and disobedience to authority avoidance. Examples of authority-avoidance behaviors include truancy, running away, and staying out late. The Covert Pathway begins with minor covert behavior, such as shoplifting and frequent lying, progresses to property damage, and eventually leads to moderate to serious delinquency. Fraud, burglary, and serious thefts might fall in this group. The Overt Pathway may start with minor aggression, such as bullying or annoying others. Physical fighting may follow and eventually lead to serious violent acts, such as rapes and assaults. Progress from the initial to later stages of these pathways is not universal. Youth may show early signs of problem behavior but not progress further

Table 2:g Risk and Protective Factors of Delinquency and Other Youth Problems

Risk Factors	Protective Factors
<p><i>Community</i></p> <ul style="list-style-type: none"> • Availability of drugs. • Availability of firearms. • Community laws and norms favorable toward drug use, firearms, and crime. • Media portrayals of violence. • Transitions and mobility. • Low neighborhood attachment and community organization. • Extreme economic deprivation. 	<p><i>Environment</i></p> <ul style="list-style-type: none"> • Middle or upper class. • Low unemployment. • Adequate housing. • Pleasant neighborhood. • Low prevalence of neighborhood crime. • High-quality healthcare. • Easy access to adequate social services. • Flexible social service providers who put clients' needs first.
<p><i>Family</i></p> <ul style="list-style-type: none"> • Family history of substance abuse, delinquency, teenage pregnancy, and/or school dropout. • Family management problems. • Family conflict. • Favorable parental attitudes and involvement with substance abuse, delinquency, or violence. 	<p><i>Family</i></p> <ul style="list-style-type: none"> • Adequate family income. • Structured and nurturing family. • Parents who promote learning. • Fewer than four children in family. • Two or more years between the birth of each child. • Few chronic stressful life events. • Multigenerational kinship network. • Nonkin support network. • Warm, personal relationship with parents(s) and/or other adult(s). • Little marital conflict. • Family stability and cohesiveness. • Plenty of attention during first year of life. • Sibling as caretaker/confidante. • Clear behavior guidelines.
<p><i>School</i></p> <ul style="list-style-type: none"> • Early and persistent antisocial behavior. • Academic failure beginning in elementary school. • Lack of commitment to school. 	<p><i>School</i></p> <ul style="list-style-type: none"> • Schools that promote learning, participation, and responsibility.
<p><i>Individual/peer</i></p> <ul style="list-style-type: none"> • Rebelliousness. • Friends who experience substance abuse, delinquency, teenage pregnancy, school dropout, and/or violence. • Favorable attitudes toward these problem behaviors. • Early initiation of these problem behaviors. • Constitutional factors. 	<p><i>Individual</i></p> <ul style="list-style-type: none"> • Positive early development. • No emotional or temperamental impairments. • Physically healthy. • Highly intelligent. • Positive personality characteristics, such as being affectionate, autonomous, adaptable, having a positive outlook, and exercising self-discipline. • Adequate problem-solving skills. • Appropriate social skills. • Learned to do one thing well that is valued by themselves, their friends, or their community. • Able to ask for help for themselves. • Able to bond with a socially valued, positive entity, such as school, community group, church, or another family. • Can distance themselves from their dysfunctional families, so the family is not their sole frame of reference. • Interactions with a caring adult who provides consistent, caring responses.

Sources: Hawkins, J.D., Catalano, R.F., and Miller, J.Y., 1992:64–105; Catalano, R.F., and Hawkins, J.D., 1995.

Figure 2:j Three Pathways to Boys' Disruptive Behavior and Delinquency



Source: Kelley, B.T., et al., 1997.

along these delinquency pathways. Some youth also may progress in more than one of the pathways described (Huizinga, Loeber, and Thornberry, 1995). Figure 2:j graphically depicts these pathways to delinquency based on the work of Kelley et al. (1997).

Similar research on pathways of delinquency for female youth has not been completed. Girls traditionally have constituted a small portion of the juvenile delinquent population and, therefore, have been the subjects of much less research. Recently, however, increasing numbers of females have entered the juvenile justice system, and research agendas comparable to those for males are needed.

Consequences of Juvenile Delinquency and Violence

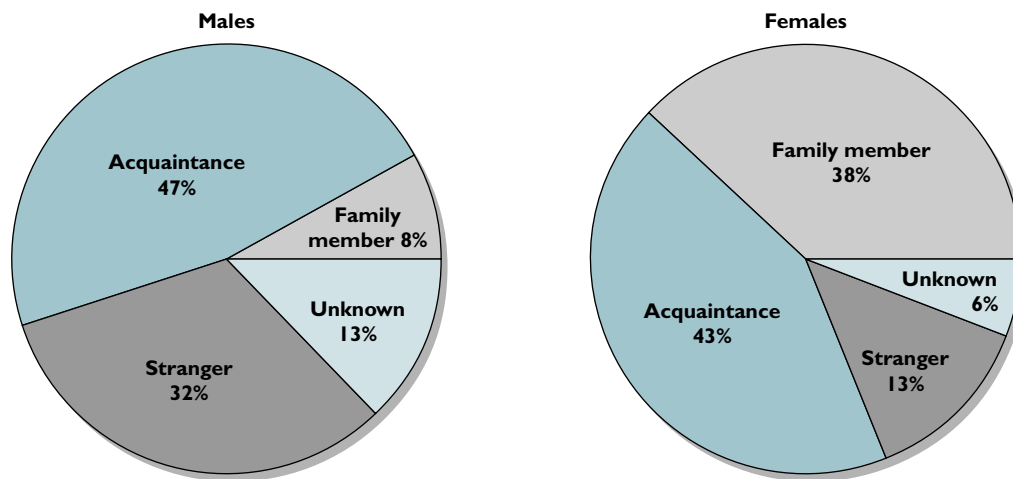
Youth, their families, and society suffer multiple consequences from juvenile crime and related problems. Both human and economic costs are significant.

The most profound consequence of juvenile crime is the loss of human life. In 1998, law enforcement made approximately 2,100 juvenile arrests for murder and nonnegligent manslaughter. There was a 48-percent decline in juvenile arrests for murder between 1994 and 1998. After increasing substantially between 1987 and 1993, the juvenile arrest rate for murder declined each year through 1998. This large decline brought the arrest rate back to the levels of the mid-1980's (Snyder, 1999).

There are interesting differences among the victims of fatal violence perpetrated by male and female youth, as illustrated in Figure 2:k (Snyder, Sickmund, and Poe-Yamagata, 1996). Aside from the preponderance of acquaintance-victims, males and females tended to kill different types of victims. Females were more likely than males to kill family members, whereas males were more likely than females to kill strangers.

Juveniles also are victims of homicide. Between 1980 and 1994, murders of juveniles between the ages of

Figure 2:k Murders Committed by Male and Female Youth: Relationship to Victim



Source: Snyder, H.N., Sickmund, M., and Poe-Yamagata, E., 1996.

12 and 17 increased 95 percent, resulting in an average of 7 juvenile homicides each day. Not all of these murders were perpetrated by other juveniles. However, nearly half of the victims murdered by juvenile offenders were between ages 15 and 24. In 1993, nearly 75 percent of the juvenile victims were male, and the rate of homicide for African American youth was six times greater than the rate for White youth. In fact, the highest murder rate was that of African American male victims killed by African American male perpetrators.

Other crimes committed by juveniles also carry both economic and psychological burdens. Youth disproportionately commit arson, vandalism, motor vehicle thefts, burglaries, and larceny/thefts with resultant financial ramifications for victims. Medical and other treatment expenses for victims of robberies, rapes, and assaults also are significant. Families, particularly, may face distress and added expenses when youth use alcohol or other drugs or run away from home.

Social costs of delinquency are also significant. In addition to increased medical expenses and lost years of productivity for both offenders and victims, there are tremendous costs related to providing juvenile justice services. As previously mentioned, incarceration of a juvenile offender for 1 year costs, on average, about \$36,500 (*Corrections Yearbook*, 1995).

Suggested Resources

The following documents and organizations can provide additional information about the topics in this chapter.

Documents

- Howell, J.C. (Ed.). (1995). *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
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- Snyder, H.N., and Sickmund, M. (1999). *Juvenile Offenders and Victims: 1999 National Report*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

Organizations

National Center for Juvenile Justice
710 Fifth Avenue
Pittsburgh, PA 15219-3000
412-227-6950
412-227-6955 (Fax)
Internet: www.ncjj.org

OJJDP Juvenile Justice Clearinghouse
P.O. Box 6000
Rockville, MD 20849-6000
800-638-8736
301-519-5600 (Fax)
Internet: www.ojjdp.ncjrs.org

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- Jones, M.A., and Krisberg, B. (1994). *Images and Reality: Juvenile Crime, Youth Violence and Public Policy*. San Francisco, CA: National Council on Crime and Delinquency.
- Kelley, B.T., Loeber, R., Keenan, K., and DeLamatre, M. (1997). *Developmental Pathways in Boys' Disruptive and Delinquent Behavior*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
- Krisberg, B., Neuenfeldt, D., Wiebush, R., and Rodriguez, O. (1994). *Juvenile Intensive Supervision: Planning Guide* (Summary). Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
- Making a difference: On the front lines with OJJDP Administrator Shay Bilchik. (1997). *Juvenile Justice, IV* (2), pp. 2-8.
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- Meeting the mandates. (1995). *Juvenile Justice, II* (2), pp. 25-28.
- National Center for Juvenile Justice. (1991). *Desktop Guide to Good Juvenile Probation Practice*. Pittsburgh, PA: National Center for Juvenile Justice.
- National Criminal Justice Association. (1997). *Juvenile Justice Reform Initiatives in the States: 1994-1996*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
- Office of Juvenile Justice and Delinquency Prevention. (1997a). *Discretionary Competitive Program Announcements and Application Kit*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
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- Raley, G.A. (1995). The JJDP Act: A second look. *Juvenile Justice, II* (2), pp. 11-18.
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Snyder, H.N., Sickmund, M., and Poe-Yamagata, E. (1996). *Juvenile Offenders and Victims: 1996 Update on Violence (Summary)*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

Wilson, J.J., and Howell, J.C. (1993). *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. (Summary). Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

Technical Assistance Plan

The following pages continue to provide guidance for developing a technical assistance plan or request for onsite or longer term technical assistance. These questions help jurisdictions or programs to take a comprehensive look at the juvenile justice system and consider possible systems change. Completion of the forms is optional. Please copy these pages or remove the perforated copies of the same documents found in Appendix B and use them as needed in your technical assistance process.

I. Jurisdictional/Program Components and Linkages

A. For each of the following categories, list or describe the primary person or agencies responsible for administering these processes.

ARREST

INTAKE

DETENTION

PROSECUTION

DEFENSE

ADJUDICATION

PROBATION

**COMMUNITY-BASED
NONRESIDENTIAL PROGRAMS**

RESIDENTIAL PLACEMENT

AFTERCARE/PAROLE

- B. List additional juvenile justice system services or programs that are not included on the previous page, such as drug treatment, sex offender treatment, boot camps, group homes, and day treatment. Explain how each relates to the functions and/or agencies identified on the previous page.

- C. The purpose of this activity is to help stakeholders examine and visualize the existing array of services, service systems, and the interactions and lines of communication among them.

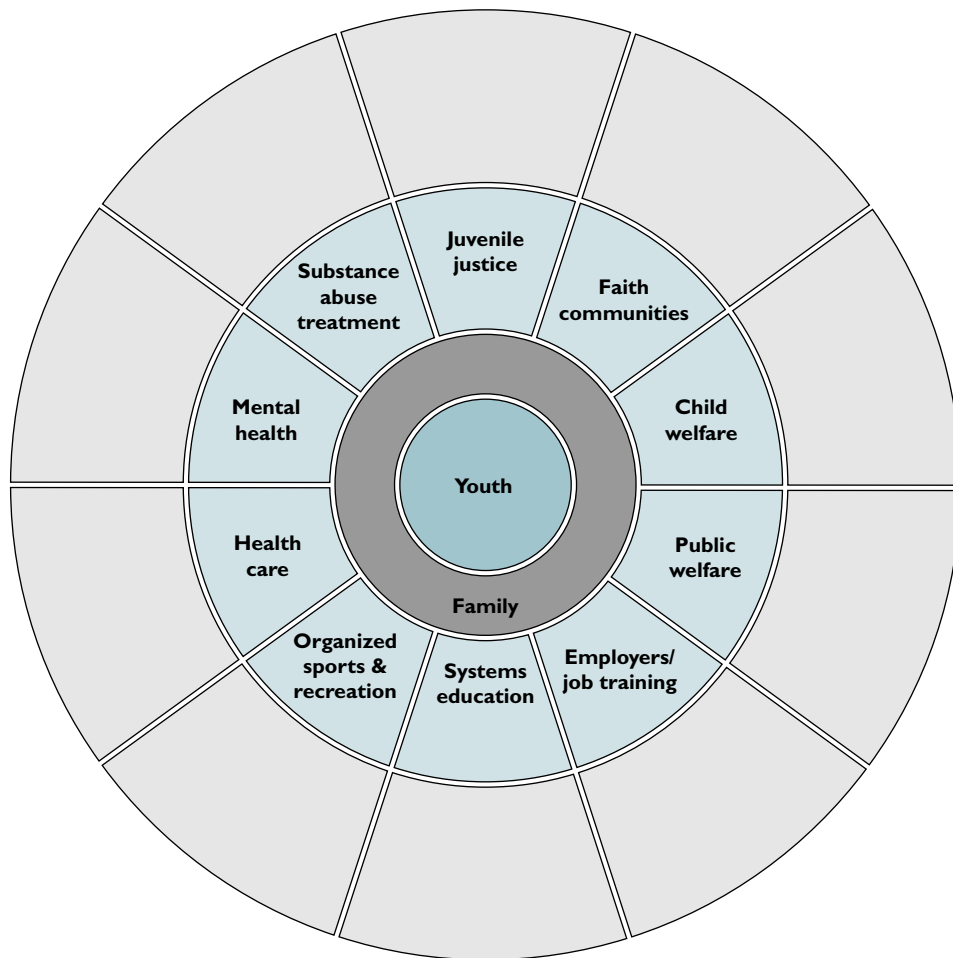
The activity can be done by an individual or a group. Involving other stakeholders in this process is likely to reveal more information and different perspectives than would emerge from the work of one person. The Systems Wheel may be copied for all participants, or larger wheels may be drawn on newsprint. If done in a group setting, a larger version is preferable, and colored markers should be used for better visibility of details.

On the Systems Wheel on the next page, do the following:

1. Draw a solid line from the juvenile justice system to all other systems in the jurisdiction providing services for delinquent youth with which there are formal linkages (between juvenile justice programs and that system), such as letters of agreement, statutory imperatives, contracts for services, and the like.
2. Draw a broken line from the juvenile justice system to all other systems in the jurisdiction providing services for delinquent youth with which there are informal linkages, such as those that will accept referrals from certain programs or personnel but do not have formal agreements to do so.
3. In the outer circle, next to each system, list all the services/programs provided by that system in your jurisdiction.
4. Circle or highlight services needed by delinquent youth but for which there presently are no linkages.
5. Outside the circle, write any services needed by delinquent youth in your jurisdiction for which no services exist in your jurisdiction.

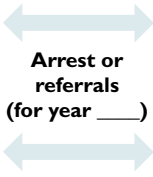
After developing a graphic depiction of the interactions among youth-serving systems in your jurisdiction, consider the following questions:

- How do these patterns of systems interactions affect the condition, problem, or issue for which you need technical assistance?
- What changes, if any, in the systems interactions would improve the condition, problem, or issue for which you need technical assistance?



2. Jurisdictional Case Processing

The purpose of this activity is to help jurisdictions or programs determine their distinctive case processing patterns and compare them with national data regarding similar juvenile justice processes. Use the following chart to indicate the numbers of cases (for the most recent year) that fall in each category.

Detention Decision		Intake Decision	Intake Disposition	Judicial Decision	Judicial Disposition
Detained at arrest*	 Arrest or referrals (for year ____)	Petitioned cases		Transferred to criminal court	
				Adjudicated	Placed
Probation					
Other					
Dismissed					
Nonadjudicated	Placed				
	Probation				
	Other				
	Dismissed				
Not detained*		Nonpetitioned (diverted cases)	Placed		
	Probation				
	Other				
	Dismissed				

*Although detention occurs following arrest, it is listed to the left in this chart because both detained and nondetained youth cases may be petitioned or not petitioned.

Chapter 2: Jurisdictional and Program Self-Assessment

Compare your jurisdiction's case processing information to the national data shown on page 30.

A. How are the patterns similar?

B. What differences in the configurations are noted?

C. How do these patterns affect the condition, problem, or issue for which you need technical assistance?

3. JJDP Act Requirements

Briefly describe your jurisdiction's progress with meeting the following core requirements and/or special provisions of the JJDP Act of 1974, as amended (see page 31, Table 2:c).

A. Deinstitutionalization of status offenders.

B. Separation of adult and juvenile offenders.

C. Jail and lockup removal.

D. Disproportionate minority confinement.

E. Juvenile gangs.

F. Prevention programming.

Are these requirements related to the condition, problem, or issue for which you are seeking technical assistance?

6. Comprehensive Strategy Principles

Briefly describe measures undertaken in your jurisdiction to achieve the following six principles of the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.

- A. Strengthen families.

- B. Support core social institutions.

- C. Promote delinquency prevention.

- D. Intervene immediately and effectively when delinquent behavior occurs.

- E. Establish a system of graduated sanctions that holds each juvenile offender accountable.

- F. Identify and control the small group of serious, violent, and chronic juvenile offenders.

How do these relate to the condition, problem, or issue for which technical assistance is needed?

7. Jurisdictional Juvenile Population

- A. What is the total population of your jurisdiction? _____
- B. How many and what percentage of that population are juveniles subject to the original jurisdiction of the juvenile court?

Number _____ Percentage _____

- C. How many juvenile offenders entered the juvenile justice system during the most recent year?

Category	Number	Percentage
Total arrested for a crime		
Total intakes for status offenses		
Total formally processed		
Total adjudicated delinquent		

- D. What was the gender of juvenile offenders who entered the juvenile justice system during the most recent year?

Category	Males		Females	
	Number	Percentage	Number	Percentage
Total arrested for a crime				
Total intakes for status offenses				
Total formally processed				
Total adjudicated delinquent				

Chapter 2: Jurisdictional and Program Self-Assessment

E. What were the races of juvenile offenders who entered the juvenile justice system during the most recent year?

Category	White #/(%)	African American #/(%)	Hispanic #/(%)	American Indian #/(%)	Asian American #/(%)	Other #/(%)
Total arrested for a crime						
Total intakes for status offenses						
Total formally processed						
Total adjudicated delinquent						

F. How do these data compare with the national statistics described on pages 35–36? Note similarities and differences, and describe how they affect the condition, problem, or issue for which technical assistance is needed.

8. Jurisdictional Juvenile Offense Patterns

- A. How many youth were arrested for the following violent crimes in your jurisdiction during the most recent year?

Type of Crime	Number of Arrests	Percentage of All Arrests of Juveniles
Robbery		
Forcible rape		
Murder		
Aggravated assault		

- B. How many youth were arrested for the following offenses during the most recent year?

Type of Crime	Number of Arrests	Percentage of All Arrests of Juveniles
Arson		
Vandalism		
Motor vehicle theft		
Burglary		
Larceny/theft		
Stolen property		
Disorderly conduct		
Weapons		
Liquor laws		
Sex offenses		
Other assaults		
Drug abuse		
Gambling		
Vagrancy		
Embezzlement		
Forgery		
Fraud		
Offenses against family		
Drunkenness		
Prostitution		
DUI		

- C. The numbers and percentages listed on these tables represent:
- _____ All arrests for each offense.
 - _____ The most serious offense committed for each arrest.
- D. How do these data compare with the national statistics described on pages 35–36? Note similarities and differences, and describe how they affect the condition, problem, or issue for which technical assistance is needed.

9. Factors Related to Delinquency

A. Think about the following problems as they pertain to your jurisdiction or program. How are they related to the issue, problem, or condition for which technical assistance is needed? Rank the problems according to the seriousness of the problem in the community by using a scale of 1 (least problematic) to 5 (most problematic). Use the comments column to describe any area of significance.

Rating (1-5)	Problem Area	Comments
	Availability of drugs	
	Availability of firearms	
	Youth with too much idle time	
	Lack of positive adult supervision	
	Scarcity of positive role models	
	Child abuse and neglect	
	Parents' lack of parenting skills	
	Youth's unmet needs for special education and mental health services	
	Economic deprivation	
	Neighborhood/community organization problems	
	High levels of adult crime	

B. Describe any other problems in your jurisdiction that seem to cause or be related to juvenile crime.

C. How do the problems listed under item B relate to the condition, problem, or issue for which technical assistance is needed?

10. Consequences of Delinquency

A. List the most significant human and economic consequences of juvenile delinquency and violence in your jurisdiction for:

1. The youth who commit crimes.

2. The peers of the offending youth.

3. The families of the offending youth.

4. The community/jurisdiction.

B. How are these consequences related to the condition, problem, or issue for which technical assistance is needed?

CHAPTER

Balanced and Restorative Juvenile Corrections

Springfield, U.S.A.

On the night of May 15, John Smith and Bob Jones, both 15-year-old White males, broke into a home in their community and stole several hundred dollars worth of property. The stolen items included about \$75 in cash, a bicycle, a CD player, a radio, a tape player and tapes, and a sports jacket belonging to the teenage son who lived in the home. They also broke a screen and window in the house, spray painted an outside wall, and knocked over trash. They were later questioned and arrested for the break-in and theft when another youth at school thought he recognized the jacket his friend had said was stolen.

Both boys were processed and brought before the juvenile court where they were adjudicated delinquent. Springfield's juvenile justice system was engaged in trying a new approach for working with nonviolent delinquent youth. Youth were randomly assigned to traditional corrections programs or the "new" program approach. As it so happened, John Smith was assigned to the traditional program, and Bob Jones entered the new program. This is the story of what happened to each of them, their victims, and their community.

John Smith, Traditional Program

The presentence investigation found that John Smith lives with both parents, an older sister, and a younger brother. John's father is a custodian at a local business, and his mother works in a restaurant. They live in a working class neighborhood, and John attends Central High School, where his school work has been average. He has had a few disciplinary

problems at school but has never been suspended. He has had no significant illnesses or accidents. He admits to occasional use of alcohol and marijuana, but the assessment did not find the level of use to require treatment. John has never received any mental health treatment.

John was sentenced to probation. Every other week for a year, he was to report to his probation officer for supervision. Once a month, his probation officer made a “surprise” visit to check on John at school, at home, or in the community.

John was ordered to pay restitution to his victims. His share was \$200. His probation officer told him to find a job. John found a job and paid approximately half of the money. However, he lost that job and could not or would not find another one.

John was ordered to do 75 hours of community service. His probation officer told him to show up every Saturday morning to help the county grounds crews do yard work and other maintenance in parks and around county buildings. He went for a while but then started missing work. He always gave his probation officer an excuse. The work crew leader said John was not a very good worker even when he did show up.

For treatment, John also had to attend a group meeting twice a month during his period of probation. The treatment group used a cognitive behavioral curriculum to help youth learn better social skills, improve self-esteem, and practice prosocial attitudes, values, and behaviors.

For punishment, John had to spend 3 weekends in the local detention center. While he was there, he met other youth who were in trouble and, when released, began hanging out with them in the community. For some reason, despite the supervision, treatment, and punishment, John began getting into more and more trouble.

At the end of John’s probation, he had paid about half of his restitution and had completed about half of his community service. He had attended group sessions and supervision appointments regularly. John’s probation officer felt he had satisfactorily completed his probation and was as “rehabilitated” as could be expected. He asked the court to close the case. His victims said they did not know who John was, and they were not satisfied with the resolution of the case. John’s parents participated in only the intake conference and one family case review while he was on probation. His mother felt the probation officer expected too much of John, and she was ready to back John up when he needed an excuse for not doing his community service. At school, John got a reputation for being a “delinquent.” Some of his teachers and peers said they were afraid of him, even though his behavior and school work were about the same as before.

Probably not the end.

Bob Jones, New Approach

The presentence investigation found that Bob Jones lives with his mother and two younger sisters. They live in a subsidized apartment. His parents are divorced, but his father lives in Springfield and is supportive and involved with his children. His mother works at a factory, and his father works in a car repair shop. Bob also attends Central High School. His grades have ranged from B’s to D’s. He has had two 1-day suspensions for skipping school. He is in good health and has not had any major health or mental health treatment. Bob says he sometimes drinks with his friends but does not usually get drunk.

Bob also was sentenced to probation, but his probation officer approached the case differently. She had received special training in this new approach. She held a meeting that was attended by everyone who had an interest in the case. Bob and his parents, the family whose home was robbed, and a panel of six persons (three youth and three adults) came.

The probation officer asked members of the family whose home was robbed to describe how the crime affected them. The son said he had not been able to keep his paper route because he lost his bicycle, and without it, he could not earn money to replace the other stolen items. The mother of the family said she had been afraid when

she was home alone since the break-in occurred. The father said he was angry about the damage done to his property.

Next, Bob told the group why he had done the crime. He said he and John wanted to go to a concert but did not have the money. They knew the youth living in the house had a paper route and earned money. They planned to steal enough to buy tickets, but when they found the other items, they decided to steal them as well. Bob's parents also spoke, saying they were disappointed that their son had done this. They said they had already grounded him from playing ball.

An adult community member said that such crimes in the neighborhood made her and her friends nervous to be alone. A gentleman said that he was concerned that vandalism and graffiti would make the area look appealing to other criminals. A youth said she felt the actions of the two boys reflected badly on all teenagers, giving them all a bad reputation even when they did nothing wrong.

At the end of the meeting, the probation officer asked everyone to give their ideas about what could be done to repair the harm and make amends for the crime. First, she asked Bob to say what he thought he should do. Bob said he thought he should get a job and repay the money, but he did not know where he could get hired. One of the community members at the conference said he would hire Bob to sweep out his store and do other jobs every day after school. Bob's dad said he thought that he and Bob should go repair the window and screen and repaint the damaged wall. He said he would withhold Bob's allowance until the materials were paid for. One of the community youth suggested Bob should also help with the Teen Center's Home Repair Project. They will spend Saturdays helping older residents in the community with lawn care and home upkeep. An adult from the community said he thought Bob should write a letter of apology to the family he had robbed. The probation officer said she wanted Bob to attend a group session with other youth in which they would work on prosocial attitudes, values, and behaviors.

Bob completed each part of his obligation. He worked in the store of the community member from the committee after school until he repaid the \$200 he owed. He and his dad repaired the damage to the victims' home. He helped with the youth home repair project and made a couple of new friends. Later, he continued to help with home repairs and spent time with his new friends after school. Other teens and adults who knew Bob said they felt comfortable with him and thought he was trying to act appropriately. Bob wrote a letter of apology to the family he robbed. He worked on it for several weeks before the probation officer said it was okay, and then he sent it to the victims. Bob also attended the group sessions regularly and often shared mature insights into prosocial values and behaviors based on his other experiences in the "justice system."

When Bob's year on probation ended, the probation officer held a closing conference with all the persons who had been at the first conference. She summarized what Bob had accomplished. She asked each person to say what he or she thought about that and about the approach she had taken. The victims said they felt Bob had repaid them, in money and in work, for the losses they experienced. The community members said they felt Bob was a credit to the community and had made an important contribution through his help with the home repair project. His parents said they thought the process had been fair, and they felt Bob was more mature because of it. Bob said he had learned a lot. He had gained many skills from his job and his volunteer work, he had legitimate ways to earn money, he had made new friends, and he thought about things differently now.

Probably the end.

In both of the situations just described, those involved were attempting to achieve “justice.” However, in John Smith’s case, all activities were focused on him as the offender, whereas in Bob Jones’ case, justice practices included everyone affected by the crime.

Juvenile crime takes a toll on everyone: victims, offenders, communities, and the Nation. The quality of everyone’s life diminishes each time a youth engages in unlawful activities. Not only are lives constricted by fear, but scarce resources are consumed as well. Both financial and human resources used to address criminal behavior must be subtracted from other, more positive and productive areas of community life. Current approaches to juvenile delinquency must be examined and should be modified to include different strategies that are more humane and more cost effective.

This chapter discusses an emerging concept and practice in juvenile justice and delinquency prevention: Balanced and Restorative Justice. The chapter provides an overview of the philosophy, including the following topics:

- Historical perspective.
- Description of Balanced and Restorative Justice.
- Key elements of a process to transition to Balanced and Restorative Justice.
- Benefits and caveats.

After reading this chapter and completing the related questions, juvenile corrections professionals will be able to:

- Outline values, visions, missions, and goals that are consistent with Balanced and Restorative Justice.
- Identify key stakeholders to include in planning and development activities and design strategies for community involvement.
- Create juvenile justice activities consistent with Balanced and Restorative Justice.
- Evaluate the process and outcomes of implementing a Balanced and Restorative Justice approach.

Historical Perspective

Deterrence, punishment, and incapacitation are bywords in today’s American justice system. Offender rehabilitation, however, remains a prominent theme, especially within the juvenile justice system, where it is acknowledged that youth are not fully developed and need to be nurtured toward productive, law-abiding maturity. However, these beliefs have not always been held as indisputable truths. Earlier societies, along with some indigenous people today, used other means to achieve “justice.”

From 1792 to 1750 B.C., King Hammurabi ruled Babylon, and during this time, an extensive written code of laws was engraved in stone. Called the Code of Hammurabi today, it consisted of a collection of 282 judgments used in actual cases during that time. Principles undergirding this code included “the strong should not injure the weak and . . . punishment should fit the crime.” These laws often prescribed “an eye for an eye, a tooth for a tooth” (*New Grolier Multimedia Encyclopedia*, 1993). According to these case laws, if someone wronged another, repayment (often with interest) or a punishment in kind was required (Klein, 1996).

Many other legal perspectives have influenced present U.S. laws, including Roman Law, religious canons, and English Common Law. King William I, who conquered England in 1066, imposed royal authority on the courts to ensure the supremacy of the King. He decreed that crimes were a disruption “of the King’s peace.” Offenders were held accountable to the King’s Courts rather than to their victims and communities. This system bolstered the King’s power over his subjects and increased his wealth, in that fines were paid to the court rather than restitution being paid to victims (Quinn, 1996).

The result is a modern justice system that focuses on symbolic punishment by the State rather than accountability of offenders to their victims (Pranis, 1998b). American justice has evolved to a structure that generally is controlled by the State and focused on the offender. Consequently, burgeoning criminal and juvenile justice systems process millions of cases annually. Greater numbers of offenders are incarcerated, supervised, and “treated” each year.

Several factors, however, focus on the need for re-assessment and change in how the justice system does

business. Beginning with the victims' and women's rights movements in the 1970's, the needs of the wronged victim and the community gained greater recognition. Restorative justice approaches promote an understanding of justice as caring, emphasize appreciating the context of each situation, and foster relationships and mutuality. In addition, awareness of varied cultural practices and other cultures' justice processes underscore the possibility of a different conceptualization of justice. The sheer cost of the present criminal and juvenile justice systems and their lack of effectiveness in many cases have led to consideration of change (Pranis, 1998b).

At present, the criminal and juvenile justice systems find themselves being redefined and reshaped. In contention are at least three different perspectives:

- Retribution or punishment through deterrence, just deserts, and incapacitation.
- Offender rehabilitation to reduce recidivism and prevent future crimes.

- Balanced and Restorative Justice combining goals to hold youth accountable for amending the harm caused to victims and communities, to develop greater competencies for youth to lead prosocial and productive lives, and to protect the public.

The public and criminal justice leaders often advocate for and debate the merits of these various approaches. It is likely, as shifts occur, that there will be a need to incorporate some aspects of all three perspectives. However, the priorities and overarching conceptualizations of justice may indeed change. Table 3:a provides a brief comparison of these three concepts of justice.

Balanced and Restorative Justice

Balanced and Restorative Justice is a conceptual framework, based on specific values and principles, that defines this mission of juvenile justice and guides the activities employed to translate these values and this mission into practice. Restorative justice

Table 3:a Comparison of Three Juvenile Justice Approaches

Criteria	Retributive Justice	Offender Rehabilitation	Balanced and Restorative Justice
Primary focus of attention	The criminal offense as a crime against the State.	Offenders.	Victims and community.
Goals/methods	<i>Goal: Safe communities and improved quality of life through...</i> Deterrence, retribution, and incapacitation.	Rehabilitation of offenders and reduction of recidivism.	Restoration of victims and community; reparation of harm.
Role of government	Extensive.	Moderate.	Limited.
Principal procedures	Surveillance and isolation of offenders from community.	Treatment to improve offender functioning.	Personal interactions.
Community members involved	Offenders and juvenile justice agencies and personnel.	Offenders, juvenile justice agencies, and select community agencies.	Victim, offender, community members, juvenile justice professionals.
Flow of resources	From victims and community to criminal justice services.	From offenders, victims, and community to treatment programs.	From offenders to victims and community.

provides an alternative to the punishment and offender rehabilitation approaches to delinquency, although it does not eliminate the appropriate use of confinement and treatment. Rather than punishment and treatment being the first response, however, these activities are among many that may be used in Balanced and Restorative Justice.

Values and Principles

Pranis (1998a) lists 11 key principles of the Balanced and Restorative Justice philosophy (Table 3:b) and provides a restorative justice vision statement in the *Guide for Implementing the Balanced and Restorative Justice Model* (Table 3:c).

Table 3:b Principles of Balanced and Restorative Justice

1. Crime is injury.
2. Crime hurts victims, communities, and juvenile offenders and creates an obligation to make things right.
3. All parties should be a part of the response to the crime, including the victim if he or she wishes, the community, and the juvenile offender.
4. The victim's perspective is central to deciding how to repair the harm caused by the crime.
5. Accountability for the juvenile offender means accepting responsibility and acting to repair the harm done.
6. The community is responsible for the well-being of all its members, including both victims and offenders.
7. All human beings have dignity and worth.
8. Restoration or repairing the harm and rebuilding relationships in the community is the primary goal of juvenile justice.
9. Results are measured by how much repair was done rather than by how much punishment was inflicted.
10. Crime control cannot be achieved without active involvement of the community.
11. The juvenile justice process is respectful of different cultures and backgrounds—whether racial, ethnic, geographic, religious, economic, age, abilities, family status, sexual orientation, or other—and all are given equal protection and due process.

Source: Pranis, K., 1998a:5.

Table 3:c Restorative Justice Vision

Support from the community, opportunity to define the harm experienced, and participation in decisionmaking about steps for repair result in **increased victim recovery** from the trauma of crime.

Community involvement in preventing and controlling juvenile crime, improving neighborhoods, and strengthening the bonds among community members result in **community protection**.

Through understanding the human impact of their behavior, accepting responsibility, expressing remorse, taking action to repair the damage, and developing their own capacities, **juvenile offenders become fully integrated, respected members of the community**.

Juvenile justice professionals act as **community justice facilitators**, organizing and supporting processes in which individual crime victims, other community members, and juvenile offenders are involved in finding constructive resolutions to delinquency.

Source: Pranis, K., 1998a:6.

Mission and Goals

To achieve effective juvenile justice, the values, vision, mission, and goals of programs must be consistent. A mission statement should describe the role or function of an agency or program and affirm its underlying values. It should also identify the agency's or program's clients, set goals and performance objectives, prioritize practices and programs, and set forth the roles of staff, youth, and the community. Mission statements provide guidance for allocating resources and are the basis for strategic planning (Bazemore and Washington, 1995).

In juvenile justice, an imaginary pendulum has swung between punitive and rehabilitative missions, but neither approach has alleviated the problem of juvenile crime. Thus, a balanced mission that contains important elements from several perspectives is proposed. The balanced approach mission, first articulated by Maloney, Romig, and Armstrong (1988), has become widely regarded as an effective statement on the purpose of juvenile justice intervention.

As depicted in Figure 3:a, there are three primary goals of the balanced approach: accountability, competency development, and community protection. There

Figure 3:a Elements of Balanced and Restorative Justice



also are four types of “players” in this model of juvenile justice: victims, offenders, the community, and juvenile justice professionals.

The three goals are equally important in determining appropriate responses to delinquent offenses and allocating resources. However, this approach allows for youth to be individually assessed and for differing goals to be emphasized depending on a given situation.

Accountability

“Accountability refers specifically to the requirement that offenders make amends for their crimes by repaying or restoring losses to victims and the community” (Bazemore and Washington, 1995:56). There are two important components to the accountability goal: (1) take responsibility for one’s behavior, and (2) take action to repair harm. To be accountable is to answer to those affected by one’s behavior (Pranis, 1998a). Pranis (1998a:10) lists five requirements for taking full responsibility for behavior:

- Understand how the behavior affected others.
- Acknowledge that behavior was a choice that could have been made differently.

- Acknowledge to those affected that the behavior was harmful to others.
- Take action to repair the harm, where possible.
- Make necessary changes to avoid such behavior in the future.

By taking such responsibility, offenders experience personal growth. However, it is vital that they have a support system to uphold them during this difficult task and help them regain acceptance by the community.

Accountability should not be confused with punishment and restrictions. Rather, it should focus on repairing harm. Having victim and community involvement in the accountability process makes it concrete rather than symbolic, and this is very important because of the level of cognitive development of most youth. Teenagers usually are not yet able to grasp complex abstract ideas, so actually seeing their victim and hearing about specific harm they caused that person is much more effective than more nebulous concepts of “offending against the State” and “paying a debt to society.”

Competency Development

Competency development implies that youth should exit the juvenile justice system better able to become productive and responsible members of the community than when they entered the juvenile justice system (Bazemore and Washington, 1995). Stated another way, “competency is the capacity to do something *well* that others *value*” (Pranis, 1998a:24). Juvenile offenders need opportunities to perform meaningful tasks in the community and contribute to others’ well-being in order to (Pranis, 1998a):

- Belong.
- Contribute.
- Form close relationships.
- Make meaningful choices.
- Develop transferable skills.
- Mentor others.

Areas in which youth may develop competencies include (Pranis, 1998a):

- Vocational skills and values.

- Education, knowledge, reasoning, and creativity.
- Personal and social skills, conflict management, and communication skills.
- Decisionmaking, reasoning, and problem solving.
- Citizenship.
- Health and recreation.

An emerging approach that is useful for competency development is a strengths-based practice that emphasizes building on youths' and families' strengths and positive qualities rather than approaching them from a deficit or pathology frame of reference. Saleeby (1996:298) provides a comparison of the strengths and pathologies perspectives, which is summarized in Table 3:d.

Community Protection

Community protection “explicitly endorses a long time public expectation that juvenile justice must place equal emphasis on promoting public safety and security at the lowest possible cost” (Bazemore and Washington, 1995:56). Practices that reduce risk and promote the capacity of the community to manage

behavior should lead to community members living in peace and harmony with mutual respect and citizens feeling as though they can prevent and control crime (Pranis, 1998a).

In a Balanced and Restorative Justice framework, it is believed that youth who have strong connections to their communities and care about people in their neighborhood are less likely to offend. Therefore, it is important that youth remain in the community, when possible, and that practices be implemented to foster positive relationships between young people and their peers, families, and neighbors. There are several ways that delinquent youth can be supervised effectively and still remain in their communities (Pranis, 1998a):

- Supervise and monitor school attendance, employment, and community work service.
- Use day reporting centers.
- Use electronic monitoring.
- Use house arrest.
- Conduct random urinalysis tests.

Table 3:d Comparison of Strengths and Pathologies Perspectives

Strengths	Pathologies
Person is unique, with talents and resources.	Person is a “case” or diagnosis.
Intervention is possibility focused.	Intervention is problem focused.
The other/helper (e.g., counselor, juvenile justice practitioner) knows and appreciates the person through personal narratives.	The expert interprets the personal account to arrive at a diagnosis.
Childhood trauma may contribute to strengths or weaknesses of the individual.	Childhood trauma predicts later pathology.
Youths', families', and communities' aspirations are the focus of the work to be done.	The practitioner develops a treatment plan for the individual.
Individuals, families, and communities are viewed as experts.	The professional is the expert concerning clients' lives.
Choice, control, commitment, and personal development are possibilities.	Choice, control, commitment, and personal development are limited by pathology.
Strengths, capacities, and adaptive skills are resources for the work to be accomplished.	Knowledge and skills of the professional are the resources for the work to be accomplished.
Help focuses on progress—getting on with one's life, affirming and developing values and commitments, and making and finding memberships in, or as, a community.	Help involves reducing symptoms and consequences of problems.

Source: Saleeby, D., 1996:298.

If it is not possible to reasonably ensure public safety while a youth remains in the community, then residential placement or confinement in a secure facility may be considered as a last resort. However, removing youth from their communities severs prosocial bonds with family and community members and assembles groups of youth who may reinforce primarily anti-social values with each other. In addition, this is the most expensive response to juvenile crime, and it usually precludes the youth from repaying or restoring the victim (Pranis, 1998a). In a Balanced and Restorative Justice framework, the appropriate use of residential placement or secure confinement is to protect the public, not to punish the youth.

Participants

The participants included in a balanced approach also are important to note. Unlike typical responses to justice that overlook the victim and community, this perspective includes them with the offender and juvenile justice personnel as active participants in the process (as shown in Figure 3:a). Using a balanced approach, victims, offenders, and the community should be actively involved and receive fair and balanced attention. The role of the juvenile justice system personnel may be quite different in a program based on the balanced approach than it is in traditional programs.

When and Where Balanced and Restorative Justice Is Implemented

The focus of victim and community involvement in Balanced and Restorative Justice practices centers attention on the area of community corrections for implementation. Probation and aftercare programs certainly are in an ideal position to set such programs in motion. However, it is feasible to integrate these values and goals in residential placements and secure confinement facilities as well. A restorative justice climate can be nurtured through the selection of values, principles, mission, goals, and practices that treat the institution as a community, although a closed one, and foster care, concern, and fairness among residents. When problems arise among youth within a juvenile corrections facility, they can learn restorative justice principles by repair-

ing the harm and restoring their victims within the facility rather than receiving consequences or punishment that are unrelated to their offenses merely for the purpose of retribution. The entire group can practice healthy community roles and learn to support each other when they participate as both victims and offenders. In placement, youth can be given opportunities to perform valuable work and pay restitution for the losses and harm they caused victims in the community. Competency development goals can be pursued through direct teaching and processing experiential opportunities to help youth learn social, academic, problem-solving, vocational, and other valued skills. Ideally, the principles and practices of restorative justice will be woven throughout a jurisdiction's juvenile justice system, and youth, their families, victims, and community members will see it operationalized and modeled by all juvenile justice programs and professionals.

Rose and Clear (1996) argue persuasively that over-reliance on incarceration hinders the ability of communities to develop ways of managing members' behavior to control and prevent crime. Youth are viewed as resources in the community even though they may, at times, cause harm or create fear. Removing them weakens the family and community and may deprive the community of present or future contributions from the youth. Losing youth from a community is somewhat like having a tear or imperfection in woven fabric. More stress is placed on the remaining members, and the whole community is weakened and depleted of some of its resources. This is graphically depicted by the comparison shown in Figure 3:b.

From this brief discussion of Balanced and Restorative Justice, its relationship with the general principles of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders is apparent. Both stress the important role of the family and community in helping individual and collective youth. They also jointly emphasize the significance of placing the majority of efforts on prevention and early intervention, thus minimizing the removal of youth from the community. Table 3:e summarizes the Comprehensive Strategy principles.

Figure 3:b Loss of Youth Resources Through Incarceration



Table 3:e General Principles of the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

- Strengthen the family.
- Support core social institutions.
- Promote delinquency prevention.
- Intervene immediately and effectively when delinquent behavior occurs.
- Establish a system of graduated sanctions that holds each juvenile offender accountable.
- Identify and control the small group of serious, violent, and chronic juvenile offenders.

Developing a Balanced and Restorative Justice Approach to Juvenile Corrections

Just as a house cannot be built by starting with the roof instead of the foundation, Balanced and Restorative Justice approaches will not be successful unless the change process is undertaken appropriately. The process is represented by building blocks in Figure 3:c, illustrating that in order to have a stable and effective approach, the foundation must be laid first or the end product is likely to be out of balance.

Involve Key Stakeholders

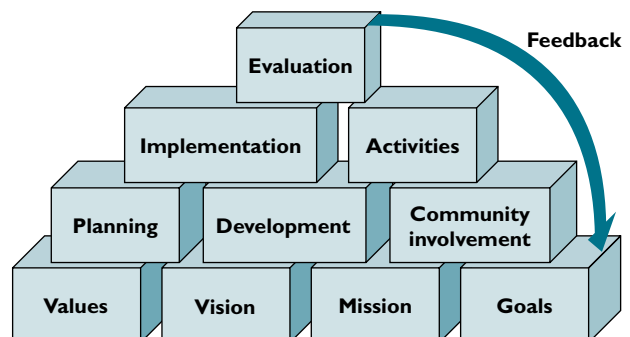
As with every type of change process mentioned in this manual, moving to a Balanced and Restorative

Justice approach in juvenile corrections requires the participation of key stakeholders, including:

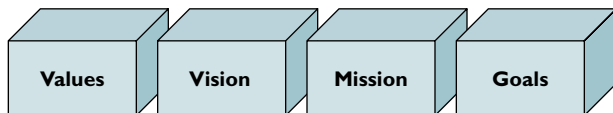
- Line and administrative/management personnel of the juvenile justice agency or jurisdiction.
- Representatives from other parts of the juvenile justice system (e.g., judges, law enforcement, prosecutors).
- Community representatives from other systems and agencies and the general public.

To achieve the type of change needed, it is often best to engage both supporters and skeptics of the new approach and to work toward consensus among all participants rather than mere majority rule. For Balanced and Restorative Justice principles and programs to be truly effective, there must be substantial commitment from all stakeholders.

Figure 3:c Building Blocks of Balanced and Restorative Justice



This process is likely to be very time consuming. A program or agency will not be using a retributive or rehabilitative approach one day and then change to a Balanced and Restorative Justice approach the next. The change process will be gradual, and most changes will be phased in over time as staff and other stakeholders learn about and accept the philosophical perspective of the approach.



Develop Values, Vision, Mission, and Goals Consistent With Balanced and Restorative Justice Principles

As shown in Figure 3:c, values, vision, mission, and goals are the foundation of the change process. Without being firmly grounded in the principles of Balanced and Restorative Justice, modification of programs or development of new programs is likely to continue old paradigms with new names. This stage is likely to be the most difficult part of the process, because people often have trouble changing their points of view or seeing possibilities outside familiar frameworks.

There are several practical ways to help stakeholders examine present approaches and understand the need for change, including the following:

- Provide information illustrating problems with current approaches (e.g., costs incurred and suffering caused by youths' property and violent crimes, high costs for incarceration of youth in proportion to the total youth served, frequent recidivism among retributive and rehabilitative approaches).
- Share examples of Balanced and Restorative Justice programs and how they are perceived (e.g., although more evaluation is needed, satisfaction among victims, offenders, and community members appears strong with Balanced and Restorative Justice approaches).
- Ask victims to talk about their experiences with retributive or rehabilitative forms of juvenile justice.
- Engage community members in discussions about juvenile justice issues and how they would like the system to change.

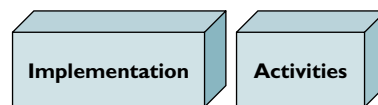
- Ask leaders of Balanced and Restorative Justice programs to speak about their experiences.
- Provide reading material on Balanced and Restorative Justice.
- Obtain and show videos that illustrate the use of Balanced and Restorative Justice practices and programs.

For additional ideas and resources about initial approaches, see *Guide for Implementing the Balanced and Restorative Justice Model*, by Kay Pranis (1998a).



Formulate Plans

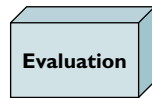
At this stage, it is important to continue involvement of community members and engage additional participants. One approach at this phase is to enlist committees to work on and develop plans for various goals. For example, committees might explore ways to implement the three goals of the balanced approach: accountability, competency development, and community protection. These, or other, committees might examine ways of developing cooperative working relationships with other youth-serving systems, such as schools, health and mental health treatment, sports and recreation, faith communities, and employment resources. It is often useful to ask participants to develop the most ideal plans regardless of cost or other constraints so that no creative possibilities are overlooked. Often these have to be scaled down for effective implementation, but sometimes resources can be found when people envision these possibilities.



Implementation

After plans have been formulated, programs should be initiated. Priorities need to be set that balance the need for change with available resources and community acceptance. It is likely that implementation

will occur in small increments. A total system of Balanced and Restorative Justice will take years to implement.



Evaluation

Strategies for evaluation need to begin at the planning stage. Both process and outcome evaluations are vital. Process measures determine whether the program was implemented appropriately. For example: Were victims included? Were community members included? Were youth kept in the least restrictive environment possible?

Outcome measures seek to ascertain the results of the program or intervention. In a Balanced and Restorative Justice approach, as much, if not more, attention should be given to measuring outcomes for victims and the community as is given to focusing on offender outcomes. If the first obligation is to repair the harm done to victims, measures might include the amount of restitution paid and victim satisfaction with the process. Community members might be polled to determine whether they feel more secure as a result of their greater levels of involvement. Offender changes that increase victim and community safety also should be measured, such as amount of time spent in structured, supervised activities; decreases in use of psychoactive substances; and improvements in school and work attendance. Measures of such items as the amount of punitive sanctions administered or offenders' improvement in self-esteem (unless that is a result of greater competencies and satisfaction from taking responsibility for one's action) are of lesser value in a Balanced and Restorative Justice approach.

Information from evaluations must always feed back to the beginning of the process, as shown in Figure 3:c. If processes and outcomes are not consistent with the values, vision, mission, and goals that were developed, it is important to reassess them or the types of programs and practices that were developed to determine where further change is needed.

Benefits and Caveats for Balanced and Restorative Justice

Balanced and Restorative Justice models and programs are gaining wider acceptance as communities and juvenile justice practitioners recognize many of the advantages this approach provides. However, as with most other strategies, it is not a panacea, and certain considerations are warranted.

Some of the more commonly recognized benefits of Balanced and Restorative Justice include (Quinn, 1998; Umbreit, 1997):

- Active involvement of all those affected by juvenile crime—victims, offenders and their families, communities, and juvenile justice personnel.
- Accountability of the offender to the victim and/or community for the harm caused.
- Restoration of victim and/or community losses by youth.
- Development of youths' competencies so they are more capable of leading prosocial lifestyles.
- Balanced attention to youth accountability, competency development, and community protection.
- Development of stronger alliances among community and juvenile justice agencies and professionals.
- Diversion of minor cases and more rapid disposition of many cases.
- Alleviation of overcrowded programs.
- Potential for lowered costs of juvenile justice programs.

However, Balanced and Restorative Justice can encounter resistance and other problems as it is studied and implemented in jurisdictions, including the following (Bazemore and Umbreit, 1994; Quinn, 1998):

- Reluctance to embrace new philosophies and approaches is common among citizens and program staff; previous endorsement of retributive and rehabilitative approaches may linger; and development of true consensus is a slow and painstaking process.
- Hesitancy of some victims to participate is also common because they fear revictimization, which

has frequently occurred in traditional justice settings.

- Confinement may be the best means to ensure community protection with the most serious and violent offenders; however, this may limit opportunities for accountability to victims and competency development for youth.
- Limited community involvement, following a long history of justice system dominance, may require patience and persistence to engage community residents in a new approach to juvenile justice.
- Concern may emerge regarding procedural and due process issues for youthful offenders.
- Consideration of possible inequities as cases are handled with individualized attention.
- Requirements for new skills and roles, increased training, and different demands on juvenile justice professionals may be difficult to implement.

Program Examples

As yet, few, if any, jurisdictions have fully implemented a Balanced and Restorative Justice model that defines the entire focus and activities of the juvenile justice system. However, many agencies and jurisdictions have made significant strides toward such a goal. Various program models provide examples for jurisdictions wanting to shift toward Balanced and Restorative Justice. Many of these ideas are innovative, and there is still room for a great deal of creativity in designing Balanced and Restorative Justice programs.

Family and Community Involvement. Many American Indian and other indigenous people around the globe have forums, such as family gatherings and talking circles, presided over by family elders or community leaders. Interpersonal issues are usually the focus of these encounters, and traditional tribal laws and practices are followed (Melton, 1996).

The Honorable Robert Yazzie (1997) describes the Navajo response to crime as one that includes a “peacemaker,” the victim and his or her family, the offender and his or her family, friends, neighbors, and anyone else who is involved in the matter or affected by it. These people are engaged in a “talking

out” process that includes a traditional opening prayer, venting, and discussion to reach a consensus about what should be done. The goal of this process is not punishment or correction of a person; rather, the aim is correction of the action and remedy of the harm caused by the offender’s conduct. Families of both the offenders and victims are involved in order to help speak for the offenders and to take responsibility for their relatives.

New Zealand has developed a system of family group conferences for juvenile justice cases based on a tradition of the indigenous aboriginal Maori people. The victim and offender and both of their families come together for a conference facilitated by a social service worker. This approach involves a discussion of the impact of the crime on the victim and the community and public shaming of the deed (not the offender). The offender earns his or her way back into the community’s favor. This program has been evaluated and shown to be effective in diverting cases from prosecution and reducing commitments to youth corrections facilities (Quinn, 1996).

In Austin, Texas, community volunteers serve on neighborhood conference committees to hear youth diversion cases. Referred cases usually involve first-time offenders who have committed nonweapon misdemeanors. The committee holds separate interviews with the youth and parents. It determines appropriate sanctions and develops a contract specifying restitution to victims and restoration to the neighborhood. All involved (youth, parents, and community members) sign the contract, which also includes reintegration and acceptance of the youth back into the community after completing the contract requirements (Pranis, 1998a).

Involvement of Other Community Systems and Professionals. The justice system cannot single-handedly mediate all law violations and civil disagreements. On the contrary, educational systems, child welfare programs, mental health providers, and other community resources should be enlisted to share in the mission and delivery of restorative justice. For example, schools can incorporate conflict resolution skills, peer mediation, and other skill development into the curriculum. Schools can be peace sites and use appropriate and constructive disciplinary approaches (Anderson, 1996).

Victim-Offender Reconciliation and Mediation Programs. These programs involve face-to-face meetings between victims and offenders. Both parties tell their account of the incident, and a trained mediator helps them discuss the harm and negotiate an agreement (Gehm, 1995). Victim-Offender Reconciliation and Mediation Programs vary widely. They may be situated in executive, judicial, or community agencies. Some are related to religious and other nonprofit and volunteer organizations. The origin of referrals may vary among police, prosecutors, judges, probation officers, victims' advocates, and others. The timing of victim-offender meetings ranges from preadjudication to postplacement. Types of crimes and offenders for whom victim-offender reconciliation or mediation programs are used are also diverse. Age, type of crime, and emotional state are some of the factors used to determine eligibility (Fahey, 1997).

Community Prosecution. Growing caseloads, crowded corrections programs, and overburdened professionals are among the realities with which prosecutors must contend when making charging decisions and pretrial detention and sentencing recommendations about juveniles. In Dakota County, Minnesota, the County Attorney diverts many first-time juvenile offenders from the formal court process. This is done with the condition that the offenders pay victims restitution and perform 15–35 hours of community work service. The diverted juveniles and their parents also are required to attend educational classes related to restoration of community values, respect for others, and healthy decisionmaking (Rubin, 1997).

Community Courts. Judicial leaders can be instrumental in implementing restorative justice programs, such as the ones in Dakota County, Minnesota. Dispositions of juvenile cases often include orders to pay victim restitution, perform community work service, and write letters of apology to victims. Juvenile offenders may be given the option of performing community work service or making a cash donation to a victim restitution fund (Rubin, 1997).

Peer Courts. A growing movement among juvenile justice, education, and other youth service agencies is the development of peer courts (also called youth courts and teen courts). These vary widely in format and function. Some are based on a more traditional

perspective of juvenile justice. However, the Red Hook Youth Court, operating in Brooklyn, New York, has incorporated the use of positive peer pressure in a Balanced and Restorative Justice framework.

Youth ages 10–15 may be referred to the Youth Court by two police precincts if they are arrested for vandalism, public drinking, or other low-level crimes. Participation in the Youth Court program is voluntary, and offenders must admit their guilt and agree to have their sentences determined by a jury of teens. The Youth Court “combines punishment and help, teaching youth that all crime has consequences and linking them to social services as needed” (Red Hook Youth Court, n.d.).

A peer youth advocate interviews the offender to learn about the offense and the offender's history before the court proceedings begin. At the hearing, the community advocate describes the harm done to the community, making clear the repercussions of the offense. Jury members directly question the offender about the offense and the offender's circumstances, reasons for committing the crime, and pressures the youth is experiencing. The jury then deliberates and determines an appropriate sanction (Sarah Bryer, Red Hook Youth Court, personal communication to Tracy Godwin, April 22, 1998).

Sentences are intended to hold offenders accountable for their actions by paying back the community. Community service (with an educational component), letters of apology, essays, or afterschool workshops are examples of sanctions imposed. Staff monitor youthful offenders to ensure they complete the mandated sentences. Staff also refer youth to appropriate social services after assessing their needs. These include services such as mentoring, tutoring, and substance abuse counseling, which may be included as part of a youths' sentence (Red Hook Youth Court, n.d.).

Youth volunteers receive extensive training for performing their various roles. Teamwork is encouraged, and youth volunteers actively engage in their own self-governance (Sarah Bryer, Red Hook Youth Court, personal communication to Tracy Godwin, April 22, 1998).

Community Corrections. There are many examples of ways Balanced and Restorative Justice

principles can be implemented in community corrections agencies to make communities safer, hold youth accountable, and develop youths' competencies while strengthening the community's ability to address its own needs. Placing probation offices in neighborhoods from which youth come and assigning probation officers to particular geographic areas facilitate communication with victims and community members and problem-solving work within the neighborhood (Dickey, 1996).

The Community Intensive Supervision Program in Pittsburgh, Pennsylvania, operates in four neighborhood centers around the city. After school, high-risk program youth report to the centers, where they are tested for drug use, complete homework, and perform community service in their own neighborhoods. These youth have cleared vacant lots, planted community gardens, and helped register voters. Money that they earn repays victims. At night, they are escorted home and placed on electronic monitoring (Klein, 1996). This model addresses community safety, accountability, and competency development goals.

Vermont has developed the reparative probation program consisting of five or six trained community volunteers who form a citizen reparative board. The program diverts many cases from traditional probation services, allowing more resources to be allocated toward the most serious offenders. Judges may place offenders in a reparative program if they admit their guilt, are deemed willing to avoid further offenses, and agree to complete the conditions imposed by the community reparative board. Examples of offenses that might qualify an offender for the program include possession of stolen property, retail theft, bad checks, use of forged credit cards, and similar nonviolent crimes. The offender comes before the community reparative board, and the offense and its effect on victims are discussed. Victims are invited, but not required, to participate. The board considers and concurs with a restorative agreement and then discusses it with the offender. Sanctions are explained, and all parties sign an agreement stating what the offender must do. Four goals are considered for offenders: (1) restore victims, (2) make amends to the community, (3) learn how their crime impacts victims and the community, and (4) learn ways to avoid reoffending (Dooley, 1996:32–33). The board's expectations of

offenders might include written apologies, victim restitution, community service, participation in skill development courses, victim-offender mediation, and family group conferences. Compliance with these conditions is monitored by the community reparative board. This process shifts responsibility away from the corrections department and toward the community, families, and offenders (Dooley, 1996; Sinkinson and Broderick, 1997).

The Juvenile Reparation Program in Elkhart, Indiana, targets older juveniles who usually are repeat offenders. Staff help these youth develop a contract including accountability to their victims and the community and competency development goals. Contracts frequently include restitution, volunteer community service, and victim-offender mediation. Self-improvement goals are set as well. Community safety is ensured through home confinement (except when engaged in approved activities). Volunteer telephone monitors provide encouragement and see that youth abide by the home restriction conditions of the program (Pranis, 1998a).

The Deschutes County, Oregon, Probation Department developed a Restorative Justice Corps that provides community work service opportunities for offenders. Offenders have built a 70-bed shelter for the homeless, stocked firewood for low-income elderly residents, and accomplished other services for the community (Klein, 1996).

Dakota County, Minnesota, has developed a Crime Repair Crew for both juvenile and adult probationers. The purpose of the program is to repair property that has been damaged by criminal activity. Victims are informed of the availability of the service by law enforcement officers when they answer complaints. The victim may then contact the program to schedule the needed repairs. These crews can perform tasks such as replacing broken windows, removing graffiti, and repairing damages caused by vandalism. In addition to restoring the damages inflicted on victims and learning valuable skills, offenders also are exposed to the offensive destruction caused by other offenders (Rubin, 1997).

Institutional Corrections. Balanced and Restorative Justice approaches also can be incorporated in residential and youth confinement facilities. Although

the concept of restorative justice would place only the most violent or persistent offenders away from the community in jails and prisons, it is still possible to provide opportunities for them to experience the benefits of giving back something to the community. Lund (1997) describes her encounters with restorative justice concepts in the Minnesota Correctional Facility—Shakopee (for adults). She participated in a speakers' bureau through which she gave talks to teenagers in area high schools about her personal story and attempted to reach at-risk youth with a message of avoiding criminal behavior. As a way of giving back something to the community, she also raised a puppy that was later turned over for specialized training to assist an impaired person. Finally, she took part in a project sponsored by the prison that allowed inmates to assist elderly and indigent people in the community with home repairs and other household tasks. Another project at the prison allowed inmates to assist a local elementary school through fundraising, cleaning the school and grounds, and making and donating needed items such as banners, costumes for the children, and benches and boxes. Lund says these opportunities allow incarcerated women to learn to care for others. She says, "They get a chance to make a difference and they are learning that it feels really good to affect someone's life in a positive way. Restorative justice is more than it appears on the surface because the more you do it the more you learn about and care for yourself, others, and the world around you" (Lund, 1997:55).

In a national park in the Florida Everglades, serious juvenile offenders are experiencing a Balanced and Restorative Justice program. The youth are confined because the wildlife preserve is surrounded by water and swampland; thus, issues of community safety are addressed. However, the youth work with national park staff to maintain and restore parts of the wildlife refuge. Their educational program emphasizes environmental preservation and related careers to develop their competencies. Youth are paid for work, and they are held accountable to victims by having restitution amounts (or contributions to a victims fund) deducted from their paychecks. They also perform unpaid community service. Victim panels help youth become more aware of victims' needs and perspectives. These program efforts continue after youth

return home, again addressing a public safety goal (Bazemore and Washington, 1995).

Mika and Zehr (1997) have suggested 10 signposts of restorative justice that are listed in Table 3:f. Perhaps program efforts should be compared with these indicators of restorative justice programs.

Table 3:f Restorative Justice Signposts

We are working toward restorative justice when we:

1. Focus on the harms of wrongdoing more than the rules that have been broken.
2. Show equal concern and commitment to victims and offenders, involving both in the process of justice.
3. Work toward the restoration of victims, empowering them and responding to their needs as they see them.
4. Support offenders while encouraging them to understand, accept, and carry out their obligations.
5. Recognize that, while obligations may be difficult for offenders, they should not be intended as harms, and they must be achievable.
6. Provide opportunities for dialogue, direct or indirect, between victims and offenders, as appropriate.
7. Involve and empower the affected community through the justice process, and increase its capacity to recognize and respond to community bases of crime.
8. Encourage collaboration and reintegration rather than coercion and isolation.
9. Give attention to the unintended consequences of our actions and programs.
10. Show respect to all parties including victims, offenders, and justice colleagues.

Source: Mika, H., and Zehr, H., 1997. Used with permission.

Suggested Resources

Valuable materials are available for assisting jurisdictions and agencies with development of Balanced and Restorative Justice approaches and programs. The following documents and organization are recommended.

Documents

Bazemore, G., and Umbreit, M.S. (1994). *Balanced and Restorative Justice* (Summary). Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

Community Justice: Striving for Safe, Secure, and Just Communities. (1996). Washington, DC: LIS, Inc.

Pranis, K. (1998). *Guide for Implementing the Balanced and Restorative Justice Model*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

Organization

Balanced and Restorative Justice Project
 Florida Atlantic University
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 Fort Lauderdale, FL 33301
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 612-624-4923
 954-762-5673 (Fax)
 612-625-8224 (Fax)
 E-mail: gdixon@electro-net.com

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Technical Assistance Plan

The following pages provide guidance for developing a **Balanced and Restorative Justice** juvenile corrections strategy and requesting needed technical assistance for this process. Completion of the forms is optional. Please copy these pages or remove the perforated copies of the same documents found in **Appendix C** and use them as needed in your technical assistance process.

I. Current Practices

- A. What is the mission or purpose of juvenile justice as identified by your State's juvenile code?

- B. Refer to Table 3:a (page 67), which compares Retributive, Rehabilitation, and Restorative Justice paradigms. To which of these approaches is your present program most similar?

- C. What are the present values, vision, mission, and goals that guide your juvenile corrections program(s)?

- D. What issues, problems, or needs do you want to address by adopting a Balanced and Restorative Justice approach for juvenile corrections?

2. Anticipated Accomplishments

- A. What does your program or jurisdiction hope to accomplish by implementing a Balanced and Restorative Justice approach for juvenile corrections?

3. Involve Key Stakeholders

- A. List the individuals (and their roles) who are already involved in considering this change.

- B. List other individuals (and their roles) who may be affected by or concerned about this change.

- C. List all persons who will be involved in future decisionmaking about this change.

4. Community Involvement

Since community involvement is a vital part of Balanced and Restorative Justice, what measures will you take to inform community members about this approach, the plans that are made, and their opportunities to participate?

5. Focus of Program Change

Will your change to a Balanced and Restorative Justice approach affect the entire jurisdiction, a specific type of juvenile corrections program, a particular agency, or a certain program within an agency? Why have you made this selection?

6. Program Foundations

- A. What values consistent with Balanced and Restorative Justice will form the basis of your program strategies?

- B. What is your vision for implementing a Balanced and Restorative Justice approach?

- C. What is your mission statement for Balanced and Restorative Justice juvenile corrections?

- D. What are your specific program goals for implementing a Balanced and Restorative Justice approach?

- E. How will you operationalize the concepts of:
 - Juvenile accountability?
 - Competency development?
 - Community protection?

7. Development of Balanced and Restorative Justice Approach

Generate plans for your Balanced and Restorative Justice approach that describe:

- A. What will be done.
- B. Who will be involved.
- C. When it will be accomplished.
- D. Where it will take place.
- E. How changes will be accomplished.

8. Specific Balanced and Restorative Justice Activities

In the following table, identify specific agencies or programs, Balanced and Restorative Justice goals, and program activities you will develop for each of the strategies indicated.

Strategies	Agency or Program	Balanced and Restorative Justice Goal(s)	Specific Activities
Family involvement		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community involvement		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Involvement of other community systems and professionals		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Victim-Offender reconciliation or mediation		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community prosecution		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community courts		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Peer courts (youth or teen courts)		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community corrections		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Institutional corrections		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	

9. Staff Development and Training

A. What new information and skills must staff acquire to implement the program activities effectively?

B. How will staff receive the training and professional development needed?

10. Resources

A. What jurisdictional or agency resources are needed to implement your plan?

B. What plans do you have for shifting or developing new resources to meet this need?

II. Evaluation

A. How will you design your evaluation strategy?

B. What process measures will you include in the evaluation plan?

C. What outcome measures will you evaluate?

12. Technical Assistance Plan

Look over responses to the preceding questions.

A. In what areas and for what specific questions do you need technical assistance?

B. Have you identified any potential technical assistance resources?

C. What additional resources or help do you need to obtain the technical assistance required?

CHAPTER

4 Planning and Forecasting for Juvenile Corrections

Elizabeth Sharp, the Chief Juvenile Probation Officer in Washington County, is concerned about the problem of substance abuse among the youth her agency serves. The Line Probation Officers report that an average of at least 75 percent of the youth on their caseloads have used psychoactive chemicals. Of these, about 25 percent have occasionally used these chemicals to the point that it has interfered with appropriate functioning (such as attending and participating in academics at school), and another 25 percent use substances habitually to the extent that it causes frequent problems in their functioning and has been associated with their delinquent behavior. Some youth have acted violently or recklessly while under the influence of alcohol or other drugs, some have engaged in theft to obtain money to buy drugs, and some have engaged in the sale of drugs or have been arrested for possession. Ms. Sharp feels her agency needs to develop intervention strategies to better identify and work with youth who abuse alcohol and other drugs and to prevent youth from beginning or progressing in their abuse of substances. She and her Officers have identified the need for more adolescent-specific substance abuse assessment and treatment services. They also would like to receive training themselves to improve their ability to work with youth at risk of or already engaged in substance abuse; they especially would like to learn strategies for relapse prevention to help youth continue to strive for recovery after they complete substance abuse treatment. However, a significant problem for the agency is the lack of funding for such services and the fact that a large majority of the families of youth on probation do not have resources to pay for treatment. Another issue is that various systems that need to address this problem jointly do not collaborate very well. Ms. Sharp would like to engage in planning activities to develop long-term strategies to change the way substance abuse is addressed by juvenile justice and other youth-serving systems in the county.

Chapter 4: Planning and Forecasting for Juvenile Corrections

Bill Morgan is the Administrator of the Northeast Regional Detention Center, which serves a 5-county area composed of several small towns (under 25,000 population) and primarily rural areas. The Detention Center was built to house 15 boys and 5 girls, a size that was more than adequate when it was planned 5 years ago. However, for the past 3 years, the Center has consistently been at or over its capacity. Daily counts for the past year averaged 18, and there were days when as many as 28 youth were confined. Mr. Morgan has regularly apprised the Board of Directors of the crowding problem. While the Directors do not want to go back to their respective counties to request additional funds, they have agreed to do so if Mr. Morgan can develop a strategic plan that includes justifiable forecasts for the number of beds that will be needed for the next 10 years and program changes that can be initiated to substantially reduce any unnecessary confinement of youth in detention.

At a recent quarterly meeting of the State Juvenile Justice Agency Department Heads and Regional Managers, several issues were identified for which the system needs to engage in long-term strategic planning. One of the concerns was that the juvenile justice system needs to do a better job of addressing the needs of youth with special needs. Several of the subtopics identified included female juvenile offenders, substance-abusing youth, pregnant and parenting teens, developmentally delayed youth, youth with learning disabilities, and youth with special health problems, such as HIV and other infectious diseases. Regina Reynolds, Director of State Facilities, and Bob Burton, State Chief Probation Officer, agreed to develop a task force to study this issue and develop a strategic plan.

Jeff Johnson and the six Line Officers he supervises at the Bridgeport Juvenile Probation Department are concerned that many of the youth on their caseloads have significant problems related to their education. Some youth are dropouts, many are failing academically, several have truancy problems, and others are frequently suspended or receive disciplinary actions because of disruptive behavior. In their supervision meetings, the Officers have commented that not only do the youth present problems, but the Officers also feel sometimes teachers and school administrators respond differently to students who have histories of delinquency. Often this means teachers and administrators more quickly refer youth for disciplinary actions, but in some cases, they have let troubled youth avoid consequences for their behavior. The Officers would like to explore ways to address these problems to prevent youth from dropping out, getting in academic trouble, being truant, or being involved in disciplinary incidents. They feel they should develop strategies that will not only help the youth they presently serve but also will prevent other at-risk youth from moving into delinquent behavior.

Roger Stevens, Chief Juvenile Probation and Parole Officer in Springfield, is continually facing budget cutbacks and caseloads that are too large. He feels he has lost some of his best officers in the past because caseloads are too large. These conscientious professionals have become very frustrated because they are unable to effectively manage such large caseloads and provide the quality of service they feel the youth need. Mr. Stevens wants to develop a long-term strategic plan that will reasonably forecast the numbers of clients who may be entering the probation or parole programs and develop the most effective and cost-efficient services that will meet their needs. He feels that if he goes to the County Executive and the Administrative Juvenile Judge with a well thought-out strategic plan, they will support the plan and help obtain the funding needed.

Barbara Wagner is the Victims Specialist for the Lincoln County Juvenile and Adult Probation Department. She feels strongly that both juvenile and adult offenders should be held accountable for the harm they have done and should be required to pay restitution to their victims and the community. She has successfully implemented a community service and restitution program for adult offenders—including methods for assessing victim losses; gaining support of judges to order restitution; effective collection, disbursement, and accounting systems; and enforcing when offenders do not pay their restitution. However, when applying this plan to juvenile probationers, she has run into several problems. Most of the structural elements for victim assessment, collection, and disbursement adequately serve juveniles. However, judges often do not order restitution from juveniles because they feel the youth cannot earn the money needed to pay it. Many of their parents also cannot afford to pay the amounts on behalf of their children. Often, when judges do place a condition on youth, they know they cannot reasonably expect them to meet it. The judges have indicated to Ms. Wagner that they would like to order restitution and community service for youthful offenders more often and enforce these orders if they could ensure that the youth could find jobs or, in some way, earn the money needed to pay the restitution.

The six scenarios just presented represent problems, issues, and conditions that are voiced frequently among juvenile corrections professionals. The issues, concerns, and problems illustrated in these vignettes all demand planning and forecasting—tasks that require time, skills, and information.

They also provide examples of many opportunities to implement principles of Balanced and Restorative Justice and OJJDP's *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Howell, 1995), the latter of which includes:

- Strengthening families.
- Supporting core social institutions.
- Promoting delinquency prevention.
- Intervening immediately and effectively when delinquent behavior occurs.
- Establishing a system of graduated sanctions that holds each juvenile offender accountable.
- Identifying and controlling the small group of serious, violent, and chronic juvenile offenders.

This chapter will address the following areas:

- Key elements of forecasting, operational planning, and strategic planning.
- A 10-step process for effective planning.
- Application of the planning process to problems, issues, or conditions frequently found in juvenile corrections jurisdictions or programs.

After reading this chapter and completing the related questions, juvenile corrections professionals will be able to:

- Identify sources of information for making decisions that require forecasting.
- Select a problem, issue, or condition in their juvenile corrections jurisdiction or program and follow the steps for operational or strategic planning.
- Develop a technical assistance plan or request, if needed, for their operational or strategic planning process.

Key Elements of Forecasting and Planning

While forecasting and planning are two different processes, they are very interrelated. Without engaging in some forecasting activities, planning may veer far from the best course for solving a particular problem or addressing an issue or condition in juvenile corrections.

Forecasting

Forecasting means predicting something that will happen in the future or estimating the probability that it will happen. Predicting weather conditions is a common application of forecasting. Meteorologists link their past experiences with weather conditions and scientific information about weather patterns to predict what the weather will be like in the future. Weather forecasts often are correct; and of course,

they frequently are mistaken, either in terms of the intensity or timing of weather conditions. Weather forecasts are used to plan activities, such as when to go on a picnic, when to mow the lawn, or what clothing to wear on a particular day. Sometimes forecasts are wrong and the picnic gets rained out, the lawn gets too dry, or the outfit selected is too cool for the colder-than-expected temperatures.

People use forecasting and planning in many other aspects of their personal and professional lives:

- They forecast that their jobs are secure and their income will be sufficient to purchase a house.
- They estimate that they can complete a task at work within a given amount of time and, therefore, can also accept responsibility for an additional assignment.
- They think it is likely that a business meeting will be long, and they forego dinner plans.
- They predict that additional training and education will make them more marketable and, therefore, invest in education.

Forecasting for juvenile corrections is similar to these examples. It involves examining the past and present for quantitative information and trends and qualitative patterns. These are applied toward making predictions of numbers and tendencies based on experience and logical assumptions of what will happen in the future. Plans are then based on the probability that those forecasts will be reasonably accurate.

Forecasts often miss the mark of 100 percent accuracy. However, they provide the best basis for planning available. Considering many variables is vital when developing forecasts. The social, economic, and political contexts always must be considered when forecasts are used. For example, in a largely industrial setting, one must consider the possible effects if a major manufacturer were to close operations. Employment and economic conditions in a community or State could change drastically. Many prognosticators believe changes in welfare will increase the Nation's population of poor children, at least temporarily. Political tides and public opinions often vacillate between liberal and conservative viewpoints, and these changes frequently prescribe different responses to delinquency. Some of these consequences

are reasonably predictable, while others are unexpected and probably cannot be incorporated in jurisdictional or program forecasts and plans. Neither can the actions of particular individuals necessarily be predicted. For example, a judge who believes only youth who commit a second violent offense should spend some time in confinement, or a probation officer who takes youth back to court for any and all violations of conditions of probation will both affect related juvenile corrections programs.

Forecasting in juvenile corrections is far from an exact science. However, there are data, including case volume, trends, and research on causes and correlates of delinquency, that help establish probabilities for future needs and directions to be taken.

Case Volume. For several years the Office for Juvenile Justice and Delinquency Prevention (OJJDP) has been collecting and analyzing data on juvenile offenders. From this information, much can be learned. Table 4:a provides a summary of 1997 data on juvenile cases in which juveniles were arrested, detained, processed through juvenile court, placed out of their homes, and placed on probation.

Trends. Forecasting involves looking in both directions: to the past to understand tendencies and to the future to make predictions. Knowing the general population trends helps predict future needs. Demographers can predict with suitable accuracy (barring some unforeseen calamity or major reversal in trends) the size of the juvenile population for the next 20–30 years. Considering just youth between 10 and 18 years of age, Table 4:b predicts the increase in the general population and among youth from various racial groups by the year 2010.

The data in Table 4:b advise juvenile justice professionals that during the next decade and beyond, the number of youth who potentially may commit delinquent acts, and thus be inducted into the juvenile justice system, will increase. These data provide some important indicators about what may happen in juvenile corrections by the year 2010 based on past trends:

- Older youth tend to commit crimes and be arrested, referred to court, and placed in juvenile corrections programs more than younger ones. As the 15- to 17-year-old age group is expected to grow more

Table 4:a Case Volume of Various Parts of Juvenile Justice System, 1997

	Arrested*	Detained**	Processed in Juvenile Court**	Out-of-Home Placement of Adjudicated Youth**	Probation of Adjudicated Youth**
Total Delinquency Cases	2,459,500	326,800	1,755,100	163,200	318,700
<i>Gender</i>					
Male	79%	82%	77%	86%	81%
Female	21%	18%	23%	14%	19%
<i>Race</i>					
White	71%	53%	66%	60%	66%
African American	27%	44%	31%	36%	31%
Other	2%	3%	3%	4%	3%
<i>Type of offense</i>					
Person crime	15%	27%	22%	23%	22%
Property crime	37%	38%	48%	42%	47%
Drug related	9%	12%	10%	10%	12%
Public order offenses	39%	23%	19%	25%	19%

Sources: *Snyder, H.N., 1998.

** Puzanchera, C., et al., 2000.

Table 4:b Projected Youth Population Growth

Age Group/Race	Population		Increase	
	1990	2010	Number	Percentage
Ages 10–14	17,191,000	20,724,000	3,533,000	21%
Ages 15–17	10,056,000	13,154,000	3,098,000	31%
White ¹	51,336,000	55,280,000	3,944,000	8%
Hispanic origin	7,886,000	13,543,000	5,657,000	71%
African American	9,896,000	12,475,000	2,579,000	26%
American Indian	745,000	886,000	141,000	19%
Asian/Pacific Islander	2,208,000	4,976,000	2,768,000	125%

¹Youth of Hispanic origin are included in the total for White youth and are shown as a separate group, because the increase in White (including Hispanic) youth by the year 2010 will be attributable to the growth in the population of youth of Hispanic origin. The population of White youth of non-Hispanic origin will decline.

Source: Snyder, H.N., and Sickmund, M. (1995).

than the younger group, the size of the delinquency population will be likely to increase accordingly.

- Currently, African American youth and youth of Hispanic origin are disproportionately represented in the juvenile justice system. These two groups are predicted to expand significantly. Therefore, if trends continue in combination with the growth in these two groups, the impact on juvenile corrections will be compounded.
- In addition, the female juvenile justice population has been increasing at a faster rate than the male juvenile justice population. If this trend persists, girls may continue to claim larger portions of corrections resources.

Changes in dispositions of cases based on the type of offenses, combined with increasing populations, may indicate areas for planning. Table 4:c shows the increase in juvenile court cases resulting in probation and out-of-home placement by type of offense.

Table 4:c Increase in Juvenile Court Cases Resulting in Probation and Out-of-Home Placement, 1988–97

Offense Type	Probation	Out-of-Home Placement
Delinquency	48%	62%
Person	103%	113%
Property	19%	33%
Drugs	137%	89%
Public order	72%	80%

Source: Puzanchera, C., et al., 2000.

From this table, if trends continue, juvenile corrections professionals are likely to see the following differences in their populations in the future:

- Greatest increase in youth placed in community corrections.
- Significant increases in youth who have committed person offenses.
- Marked increases in youth placed out of their homes for drug-related offenses.
- Decreasing numbers of youth placed out of their homes for status offenses.

Causes and Correlates of Delinquency. Research has identified the risk factors associated with juvenile delinquency, substance abuse, teenage pregnancy, dropping out of school, and violence. For the purposes of this chapter, only those risks correlated with delinquency will be considered; however, all areas are, of course, interrelated (Catalano and Hawkins, 1995; Howell, 1995). Table 4:d summarizes the risk factors for juvenile delinquency.

Several trends are closely associated with risk factors for juvenile delinquency (Snyder and Sickmund, 1995):

- Juvenile offenders disproportionately are of lower socioeconomic status, and trends indicate this population is increasing.
 - Families with children are more likely to live in poverty.
 - Between 1972 and 1992, poverty rates for children under age 18 increased from 16 percent to 22 percent.
 - Between 1976 and 1992, the number of juveniles living in poverty grew 42 percent.
 - Children under age 18 represented 40 percent of all people living in poverty in 1992.
 - Minority juveniles experienced the highest levels of poverty—47 percent of African American youth, 40 percent of youth of Hispanic origin, and only 17 percent of White youth lived in poverty in 1992.
- Juveniles today are more likely than in the past to live in families without both parents present, and children living in single-parent homes are more likely to be poor.
 - Forty-six percent of children in single-parent homes in 1989 lived in poverty.
 - One out of 20 births was to a single mother in 1960, but by 1990, 1 out of 4 births was to a single mother.
 - Between 1960 and 1990, the number of divorces nearly tripled.
 - Only 73 percent of children lived in two-parent families in 1990, compared with 85 percent in 1970.
 - About half of children born between 1970 and 1990 will spend some time living in a

Table 4:d Risk Factors for Juvenile Delinquency

Community Risk Factors

- Availability of firearms.
- Community laws and norms favorable toward drug use, firearms, and crime.
- Transitions and mobility.
- Low neighborhood attachment and community organization.
- Extreme economic deprivation.

Family Risk Factors

- Family history of the problem (i.e., delinquency).
- Family management problems.
- Family conflict.
- Favorable parental attitudes and involvement in the problem behavior.

School Risk Factors

- Early and persistent antisocial behavior.
- Academic failure beginning in elementary school.
- Lack of commitment to school.

Individual/Peer Risk Factors

- Rebelliousness.
- Friends who engage in delinquency.
- Favorable attitudes toward delinquency.
- Early initiation of delinquency.
- Constitutional factors.

Sources: Catalano, R.F., and Hawkins, J.D., 1995; Howell, J.C. (Ed.), 1995.

single-parent family, and single-parent families are more likely to live in poverty.

- Five percent of births in 1991 were to mothers under 18 years of age.
 - Between 1980 and 1991, the rate of births to unmarried women between the ages of 15 and 17 increased by 50 percent.
- Minority youth are overrepresented among the juvenile corrections population, and they are the fastest growing segment of the youth population.
- Youth not attending school and not working are at an increased risk for engaging in crime.
 - Youth from low-income families were most likely to drop out of school in 1992.
 - Hispanic youth are more likely to drop out of school than either African American or White youth.
 - Between 1935 and 1990, the percentage of youth between 16 and 19 years of age who were neither working nor attending school declined slightly (from 5.3 percent to 5 percent).

Youth with these and other risk factors are more likely to engage in delinquent behavior. However, on an individual level, the presence of these factors cannot be used to predict delinquency of that person. Many youth who grow up in adverse circumstances do not become delinquents. Often, this is because of the

presence of protective factors that were discussed in Chapter 2.

Planning

“[P]lanning involves the orderly, systemic and continuous process of anticipating future events and using those prognostications for current decision making” (Stenson and Thomas 1997:35). Steenson and Thomas (1997) go on to list the ways planning benefits organizations, including:

- Preparing for unchangeable events and conditions that will occur in the future.
- Making proactive changes in areas that can be modified to benefit the organization.
- Changing and enhancing the organization.
- Maintaining and strengthening stability in the organization.
- Solving pivotal issues the organization encounters.

Steenson and Thomas (1997) further differentiate between two types of planning:

- Operational planning for near-term, functional problems or conditions that are relatively narrow in scope.
- Strategic planning for long-term direction of the organization around broader issues.

This chapter examines both of these planning approaches as they apply to juvenile corrections.

Operational Planning. Operational planning is used to resolve immediate problems or develop new ways of responding to particular needs or situations. This type of planning is characterized by short timeframes between the planning process and the implementation of the change. It generally is limited to addressing a single problem, issue, or condition.

Change occurs continually. Even with the best forecasting and long-range planning, it is impossible to address every potential change that will occur. Alterations or improvements also may be needed in day-to-day operations that are not addressed in strategic planning. Planning a new project or service, adjusting budgets, changing personnel policies, and improving public relations are examples of operational planning. Usually, the results of these planning activities lead to immediate modifications in some aspect of the organization, but they will not necessarily change the overall mission, goals, and activities of the agency or program.

Operational planning should involve those who will be affected by it, but it may not be necessary to include all organizational stakeholders in the process. For example, assume the Johnson City Probation Department now has regular operating hours from 8:00 a.m. until 5:00 p.m., Monday through Friday. However, the agency wants to ensure that more Probation Officers are available at times when youth are out of school (e.g., afternoons, evenings, and weekends). Line officers, managers, and administrators might form a task group to plan for this change. In doing so, they may have to consider various scheduling patterns for both line officers and supervisors, work time reporting and verification, officer safety issues and backup, use of agency vehicles, caseload distribution, and evaluation of the plan to determine if it is more effective for working with youth. When the task group has reached agreement on its recommendations, the recommendations are presented to the Chief Probation Officer. If he or she approves the changes, they are implemented as soon as feasible.

Operational planning may occur at any time a problem, condition, or issue is identified and there is sufficient agreement that change is needed. This is not

always easy, as some members of the organization may see a need for a change while others do not. Some members may have a vested interest in maintaining the status quo. For example, in the Johnson City situation, it may be more difficult to begin the planning process if some of the Probation Officers are single mothers with school-age children, and they prefer to be home in the evenings. These Officers might need to maintain the 8-to-5 work schedule, even though they may agree that it would be ideal to have more staff accessible in the evenings. Sometimes, resistance to change may come from managers or administrators and might involve an array of motives, such as monetary issues, power and control, and ideological differences.

Operational planning is needed and used throughout juvenile corrections. Detention, probation, residential facilities, and aftercare programs all will encounter problems and conditions that need to be addressed in the near term. For example, a detention program may modify security, a residential facility may enhance its educational program, and an aftercare program may start a relapse prevention program. For any of these changes, success is likely to be enhanced by following a systematic planning process that will be discussed later.

A special type of operational planning is specific to projects that are time limited. These may include projects undertaken with grants or other time-limited funding or projects developed in response to a special need that will not be ongoing. In these cases, planning also needs to include what will occur when the project ends. How will the organization function following the project?

Strategic Planning. Strategic planning is used to assess organizational values, mission, and goals and to develop the direction the agency will take over a long period. Strategic planning usually looks 5 or more years ahead. Implementation of changes typically are phased in over the life of the plan.

Based on the work of Hudzik (1996), Steenson and Thomas (1997:35) write:

The purpose of strategic planning is to determine and reveal organizational purpose through long-term objectives, action programs, and resource allocation priorities.

Strategic planning allows organizations to achieve long-term sustainable advantages by responding properly to the opportunities and threats posed by the environment and the organization's strengths and weaknesses.

In a relatively short span, significant changes in the youth population and delinquency patterns have affected juvenile corrections, as illustrated in the previous section on forecasting. Programs continually need to examine their operations in light of such changes. Many programs have not done a very good job of keeping abreast of changing needs; a program developed in the 1960's is unlikely to be able to meet current needs with the same mission and goals.

Many detention and residential programs experience crowded conditions because of the growth in the juvenile population, for which they were unprepared. Strategic planning must consider options for additional bed space and/or ways to reduce the population. For example, a jurisdiction might decide to intensify prevention programming to avert youth from committing delinquent acts and entering the juvenile justice system. On the other hand, a detention center might consider the possibility of phasing in in-home detention or electronic monitoring programs for youth who meet certain criteria to reduce the in-house population.

Stenson and Thomas (1997:36) identify four essential characteristics of the evolutionary character of strategic planning:

- It facilitates change by creating the appropriate conditions for seeking individual and organizational excellence.
- It encourages collaboration by emphasizing compatibility and consensus in decisionmaking.
- It is belief driven and relies on the identification and articulation of mutual beliefs within the organization.
- It is long term and holistic.

Even though the projected timeframe for putting in place the changes developed through strategic planning is lengthy, the planning process must be ongoing. To plan only at 5-year increments likely would be ineffective. Strategic planning not only includes making long-term plans, it includes reviewing and evaluating

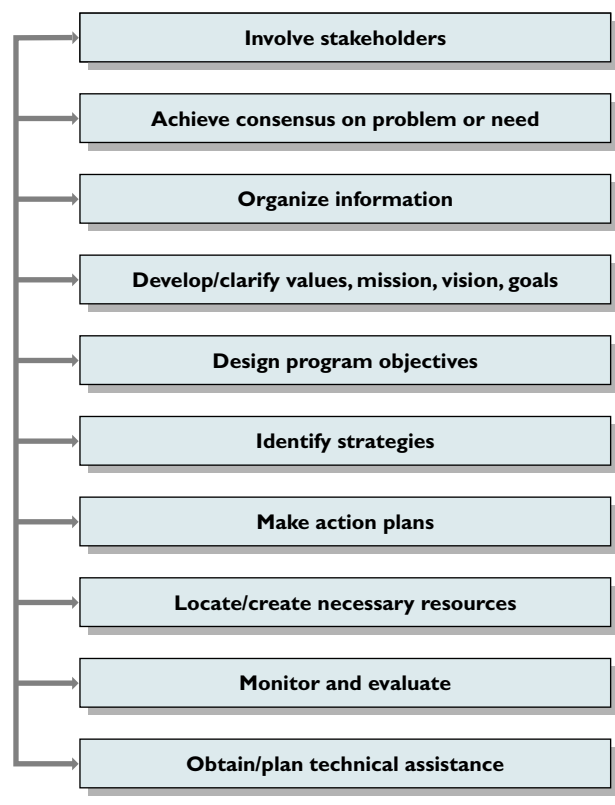
the implementation of those plans. If programs are not achieving the goals set, either the goals or the activities planned to achieve them may need to be altered. Further, strategic planners continually must be cognizant of trends and forecasts so that necessary adjustments in plans can be made when goals or activities veer from the expected course.

Undertaking Operational or Strategic Planning

Several steps are necessary to conduct operational or strategic planning. While these steps must be discussed in discrete sections, they usually are more integrated in practice. It is probably best to approach them in a sequence similar to that shown in Figure 4:a. However, decisions relating to one area often will affect decisions made at a previous juncture, and topics will need to be revisited.

The steps shown in Figure 4:a are recommended for facilitating operational or strategic planning processes

Figure 4:a Planning Process



(Bureau of Justice Assistance, 1998; Steenson and Thomas, 1997).

Involve Stakeholders

Three key reasons for involving stakeholders in the planning process are (Bureau of Justice Assistance, 1998:6):

- Participation builds commitment.
- Different perspectives contribute to better solutions.
- Involvement ensures accountability.

For either operational or strategic planning, the stakeholders must first be identified, and this involves a systematic process to determine who they are. Stakeholders may include individuals or groups that are likely to influence or be affected by the planning process and the implementation, operation, and evaluation of the plan developed. The ideas of each stakeholder must be assessed: What might success look like for each one? Different categories of stakeholders may include those who (Dickinson, 1996):

- Will make final decisions.
- Must approve or have power to veto decisions.
- Must be consulted before decisions are made.
- Will be affected by the outcomes.
- Must implement the decisions.
- Will need to be informed of the decisions.

When the list of potential stakeholders has been compiled, their perspectives and potential contributions should be assessed. Sometimes it is helpful to do this on paper or a flip chart to visualize the group composition. Possible factors to assess include (Dickinson, 1996):

- Attitudes about the organization and the potential change.
- Benefits and disadvantages regarding the potential change that may accrue to each stakeholder.
- The respective power and influence of each stakeholder on others.

Including individuals who may initially be opposed to a program, plan, or project may be a crucial tactic.

Their involvement will shed light on issues that may become stumbling blocks if not addressed, and their resistance may be overturned during the planning process.

After identifying potential stakeholders, further consideration may need to be given to the composition of a planning group. Although participation of all stakeholders may be ideal, it may not be practical. Some people do not have time to attend extra meetings and are unable to make a commitment to the process. The size of the group is an important consideration, as well. To ensure efficiency in the planning process, it may be useful to have a large group that meets periodically, with smaller subcommittees commissioned to complete various tasks. It may well be worth the time involved to engage in some team-building activities when new groups are formed (Bureau of Justice Assistance, 1998). It may also be important to consider the resources and skills each person can bring to the planning process. Effective working groups usually require:

- Information.
- Leadership.
- Gatekeeping functions.

Achieve Consensus on the Nature of the Problem or the Need for Change

Most planning activities are initially spurred by a problem or unmet need that affects the organization. However, the problem, issue, or condition may appear to be different to various stakeholders. Therefore, it is important to be sure everyone is identifying the same problem, issue, or condition, even though they may not yet be able to agree on the causes or solutions for it. At this juncture, the planning group also should agree on the scope of the planning process and develop a tentative timetable for undertaking tasks (Bureau of Justice Assistance, 1998).

Organize Information for Decisionmaking

The foundation for effective planning is good information. Needed information for planning may include:

- Internal agency or jurisdictional information (e.g., number of youth served in programs,

average length of stay, costs of various program components).

- Information external to the agency or jurisdiction (e.g., potential number of youth who might need services, attitudes of the community, potential revenue sources).
- Research data on the problem, issue, or condition under consideration (e.g., treatment effectiveness, risk and protective factors, efficacy of drug testing).

Much of the data needed will reside with the jurisdiction or agency, and retrieval will be facilitated if there is an automated information system. Outside the agency, it may be necessary to look to schools, social welfare organizations, hospitals, researchers, technical assistance providers, businesses, the media, and others for needed information.

Develop or Clarify Organizational Values, Vision, Mission, and Goals

Values. Values represent the fundamental beliefs of the organization and are stated as principles or traits considered worthwhile. Organizational decisions, actions, and results are affected by these values, and they motivate the development and implementation of policies and practices (Boone and Fulton, 1995).

Vision. Visioning is imagining how the jurisdiction or program would be different if each of its values were fully realized and/or if the problem, issue, or condition of concern were no longer present. A vision statement defines the organization's ideal future state (National Crime Prevention Council, 1988). For example, questions that might evoke visioning include:

- If you woke up tomorrow and juvenile delinquency no longer existed in our community, what would the community look like? How would it be different from what it is today?
- If this organization became a true learning organization, what would it do?
- If this agency were to fully meet the needs of female juvenile offenders, how would we operate differently?
- If this program were to hold youth fully accountable for the harm they have caused victims, how would we function differently?

Vision statements may be expressed in broad and general terms, or they may be quite specific. It is vital to have a vision before developing a mission statement or engaging in planning activities (Stenson and Thomas, 1997).

Mission. A mission statement describes the purpose, function, clients, and role of the organization and reflects its values and vision (Boone and Fulton, 1995; Stenson and Thomas, 1997).

Markley (1994) lists the following critical elements of mission statements. He writes that mission statements should (48–49):

- Be organization specific.
- Involve a broadly and deeply inclusive and participative development process.
- Be the centerpiece of the organization.
- Be a dynamic document.
- Inspire staff.
- Form the basis of organizational accountability, internally and externally.

Bazemore (1992:64) further states that mission statements should specify:

- The activities, behaviors, and practices that must change for the mission to be accomplished.
- The roles of actors within the system (e.g., clients, staff, managers) and how they must change to achieve the mission.
- The reallocation or development of resources needed to meet program objectives.

Goals. The agency should have goal statements that reflect the specific intentions or purposes pursued to achieve the agency's mission. For example, in the Balanced and Restorative Justice mission, three primary goals are established (Maloney, Romig, and Armstrong, 1988):

- Accountability.
- Community protection.
- Competency development.

Goals are more narrowly crafted than mission statements, but they are broader and more general than

objectives, which are discussed later. Building on the example of Barbara Wagner, the Victims Specialist described at the beginning of this chapter, a goal statement related to accountability might be:

To hold juvenile probationers accountable for making amends for the harm they have caused by having them perform community service and pay restitution to victims.

A goal statement such as this one moves a mission statement into a more measurable format, and from these goals, even more specific objectives can be set. This goal for accountability allows the agency to evaluate the degree to which youth do perform community service and pay restitution to victims to fulfill the agency's mission and goals.

Design Program Objectives

Objectives clarify and quantify goals. Contrasted with the clarification of values, vision, mission, and goals discussed above, which apply to the entire jurisdiction or agency, objectives may be developed for a specific program or segment of the agency.

For example, one objective related to the goal of accountability shown above might be:

During the coming fiscal year, probation officers will supervise and assist youth who receive court orders to pay restitution and perform community services to ensure that at least 50 percent of youth on probation fulfill their orders to pay victim restitution and perform community service, and another 25 percent of youth achieve half or more of these requirements.

Such a statement meets the criteria for good objectives by:

- Stating who is responsible for accomplishing the objective (i.e., probation officers and youth).
- Setting a timeframe for completion or an interval for measurement (i.e., during the next fiscal year).
- Describing the conditions under which the objective will be performed (i.e., youth with court orders, under probation officer supervision and with assistance from him or her).

- Setting criteria for measuring success (i.e., 50 percent/25 percent will complete or partially complete community service and restitution requirements).

In evaluating this objective, one can look for specific indicators, including:

- Actions taken by probation officers and conditions under which these activities were performed (e.g., referral to community service programs, referral to jobs programs, counseling, classes on job preparedness, negotiations between victims and offenders).
- Actions youth took (e.g., number of hours of community service completed and amount of money paid in restitution).
- Achievement of the desired success rate within the specified time limit (e.g., 50 percent/25 percent completing or partially completing community service and restitution requirements within the fiscal year).

The objective can be fully measured through process (activities undertaken) and outcome (number of hours worked, amount of money repaid, and percentage of successful completions) measurements.

Another important aspect of objectives is that they should be attainable (Stenson and Thomas, 1997) or realistic. For example, suppose that the agency setting the objective under discussion here had, in the previous fiscal year, only 30 percent of youth completing community service hours and 25 percent completing restitution payments. It would be unrealistic to expect the program could achieve a perfect score (100 percent of hours worked and restitution collected) within 1 year. But, planning to improve their outcomes substantially from year to year is attainable.

Identify Strategies

The objective just described shows how specific objectives lead directly to strategies. To accomplish the youth accountability strategy, the program and personnel will need to:

- Develop sufficient and viable community service opportunities.
- Work with community agencies to expand the pool of community service jobs.

- Plan efficient ways to refer youth to community service work and account for their hours.
- Create and/or work with community resources to develop work opportunities for youth who need to earn money to pay victim restitution.
- Develop job-readiness classes.
- Design a system for collecting, accounting for, and disbursing restitution to victims.
- Perform victim-offender mediation.
- Maintain efficient data collection and retrieval systems for assessing the success of the program.

Strategies outline the specific means through which the objective will be achieved. They often constitute the actual program components.

Make Action Plans for Implementation

The action steps refine the planning process even further. They should specify all steps to be taken for each strategy, who will be responsible, the timeframe within which activities should be accomplished, any specific procedures to be taken, and other detailed steps necessary. Regarding the example given in the previous section, an action plan might look something like Table 4:e.

Locate or Create a Plan for Generating Necessary Resources

Resources always must be considered, and there is usually a greater demand than supply. However, there often are creative ways to develop needed resources. Several approaches may be possible with the idea of developing community service and restitution

Table 4:e Sample Action Plan

Strategy	Action Steps	Person(s) Responsible	Timeframe	Procedures	Other
Develop sufficient and viable community service opportunities.	1. Form a community advisory group to help identify potential service sites and develop protocols for enrolling sites and referring youth.	R. Jones, Chair S. Stevens C. Watson	Have first meeting by 3/30/01. Meet monthly after that until work is concluded (no later than 6/29/01).	<ul style="list-style-type: none"> • Send out letter of invitation under Director’s signature. • Make followup calls (committee members). • Set time and place, develop agenda, and plan refreshments. • Conduct meetings. 	In preparation for the first meeting, prepare statistical report on present community service and restitution program, and prepare a brief presentation on the Balanced and Restorative Justice approach.
	2. Contact potential community service sites about participating in the program.	J. Johnson B. Wheeler	Conclude work by 9/28/01.	<ul style="list-style-type: none"> • With input from advisory group, develop a set of expectations of community service sites and a description of the screening and referral process that will be used. 	

programs. For example, ways of increasing resources or realigning them might include the following:

- By keeping youth busy with community service and work, they may have fewer unstructured hours to get in trouble; thus, violations and revocations may decrease, and money will be saved on detention and residential placement costs.
- Volunteers may be used in several ways, such as supervising youth on work details, accounting for hours of community service worked, and calling work and community service supervisors to find out how youth are doing.
- Grants, local government funds, and gifts from businesses and community organizations might be sought.
- Modest fees for service might be assessed, such as a small percentage of earnings collected over and above restitution amounts, to defray program costs.
- Youth participation in money-making activities, such as assisting with a recycling program, might be encouraged.

Create Monitoring and Evaluation Capabilities

From the beginning of the planning process, the need to monitor and evaluate programs and activities should be given attention. Both process and outcome evaluation measures will be important. Process evaluation will compare the activities undertaken with the original plan to determine whether the program was implemented properly. Outcome evaluation will describe the results of the project, usually in quantifiable terms. For example, the process evaluation activities of the situation followed in this section may include:

- Documentation of the members and activities of the advisory group.
- Number and types of community service and job opportunities developed.
- Forms and process descriptions for referring youth to community service jobs and documenting their hours.
- Content, instructor(s), and dates of job readiness classes taught.

- Number of youth successfully completing the job readiness class.
- Restitution program procedures for collecting, accounting for, and disbursing funds to victims.
- Documentation of the number of victim-offender mediation sessions held.
- Description of information management processes.

Similarly, outcome measures for this program example could include:

- Number of community service hours worked compared with the number ordered by the court.
- Amount of restitution paid to victims compared with the amount ordered.
- Number of youth fully completing community service or victim restitution requirements.
- Number of youth partially fulfilling community service or victim restitution requirements.
- Measures of victim satisfaction with restitution payment.
- Measures of victim and offender satisfaction with the mediation process.

Data collection and retrieval will be easier and faster if the types of evaluation activities just described are automated. However, it is possible to keep manual records of these activities if an automated system is not available.

Obtain or Plan for Needed Technical Assistance

At various points in either the operational or strategic planning process, jurisdictions and programs may encounter “speed bumps” that slow down the planning process or even make it veer off course. This may occur because of several possible problems or combinations of conditions. For example, barriers such as the following may be encountered:

- Lack of sufficient information about the problem or issue, lack of research data, or lack of program examples.
- Different perspectives on the problem, issue, or condition that cannot be resolved.

- Need for innovative ideas and motivation for key individuals involved in the planning process.
- Poorly defined agency values, vision, mission, and goals.
- Lack of involvement or cooperation from key stakeholders.
- Lack of resources to implement plans.
- Need for a management information system.
- Need for assistance in developing performance-based measures to evaluate the program.

Although each of these obstacles might require technical assistance, a very different type of assistance would be needed to address each. Some of the assistance would be substantive, such as information about the problem and assistance in developing performance-based measures. Other areas would be more process oriented. For example, a technical assistance consultant might suggest or even provide on-site facilitation to resolve differences among planning group members; assist in the development or clarification of agency values, vision, mission, and goals; and help in gaining cooperation from stakeholders. A technical assistance consultant also might assist the jurisdiction or program in developing funding proposals or promoting the agency in the community.

The more clearly the problem for which technical assistance is needed can be delineated and articulated, the more likely the technical assistance—whether it be through information, distance communication with a consultant, or onsite assistance—will be effective in helping jurisdictions and programs achieve their planning goals. The questions provided at the end of this chapter will help you identify technical assistance needs.

Application of the Planning Process

This section will illustrate the application of the planning process just described to an operational and strategic planning process related to two vignettes at the beginning of the chapter. The following descriptions provide just the highlights of possibilities for each of the planning task areas.

Strategic Planning Process: Serving Youth With Special Needs

Involve Stakeholders. State leaders from the areas of health care, mental health services, substance abuse prevention and treatment, education, child welfare, public assistance, and employment/job training convened with advocates for various special needs groups and representatives of several faith communities. They agreed to meet as a task force to address the issues of special-needs youth in the juvenile justice system.

Achieve Consensus on the Nature of the Problem or the Need for Change. The group discussed various perspectives about problems and issues and finally achieved consensus to begin working on developing plans, policies, and programs for female juvenile offenders. They felt that with the increasing numbers of girls entering the system, gender-specific programs are needed.

Organize Information for Decisionmaking. Various State agencies were asked to compile information on adolescent girls in the State. When compiled, it included information on the prevalence of teenage pregnancy, incidence of physical and sexual abuse and neglect of girls, recorded suicide attempts by girls, statistics on status offenses by girls and the outcomes of these cases, dropout rates among girls and the special education needs they have, and various services throughout the State provided solely for or including girls.

Develop or Clarify Values, Vision, Mission, and Goals. The jurisdictional values include:

- Treating youth in an unbiased manner.
- Serving youth in the least restrictive environment.
- Giving priority to victims.
- Believing that the problems of delinquency are solvable at individual and community levels.

The vision is that the jurisdiction will significantly reduce youth crime through prevention, early intervention, treatment, and appropriate sanctions for youth.

The mission incorporates the Balanced and Restorative Justice components of accountability, community protection, and competency development.

Goals include:

- Providing services at all levels (e.g., prevention, intervention, treatment, and sanctions in both the community and residential settings) that are appropriate for all clients of the juvenile justice system.
- Involving the community and supporting families as much as possible in planning and delivering services to youth.
- Giving equal importance to services for both victims and offenders.
- Protecting the community and holding youth accountable for the harm they caused to victims and the community.
- Helping youth leave the juvenile justice system with more socially acceptable knowledge and skills than they have when they enter it.

The group reviewed these areas, asked questions, and discussed how the jurisdiction translated these into policies and programs.

Design Program Objectives. The group developed the following objectives:

- Within 3 years, the jurisdiction will establish two specialized placement units for girls that will include health services for pregnant girls, health care to meet other health-related problems, and gender-specific mental health and substance abuse treatment services. These placement resources will be fully operational and able to serve 30 girls.
- Community health, mental health, and substance abuse services that are gender sensitive will be sought for girls under supervision in the community. Community supervision agencies will develop necessary referral and reimbursement procedures with these services.
- Within the placement facilities providing services to girls, all educational and vocational curriculums will be reviewed for gender bias within the next year, and gender-neutral curriculums will be obtained or developed as needed for various areas.
- A statewide task force will study the referral of girls to juvenile courts and the disposition of their

cases to ascertain whether or not girls are treated equitably and/or if girls with status offense charges are disproportionately confined.

- The jurisdiction will immediately implement a policy prohibiting the use of male staff in all-female units and will develop criteria for screening male applicants who may work with these girls in other settings.
- The Johnson City Probation Department will recruit a team of four female officers to accept all-girl caseloads and develop gender-specific programs for them within the next year.

Identify Strategies. For example, the strategies designed to address the third objective above might include:

- Obtaining copies of course syllabi and text materials for each of the educational programs to be studied.
- Visiting and observing each of the facilities' educational programs.
- Holding focus groups of facility staff, educators, and female residents to learn about their perceptions of the curriculums, materials, and teaching methods.
- Searching for gender-specific curricular materials for the required and optional courses taught.
- Developing policies that ensure girls are not automatically placed in classes or excluded from other classes based on gender.
- Developing suggested curriculums around non-traditional female vocational opportunities.

Make Action Plans for Implementation. One person was selected to chair a subcommittee on each of the strategies selected. Administrative staff from the jurisdiction also staffed each subcommittee and assisted in gathering information and materials, arranging site visits, and locating resource information and consultants. Another person on each subcommittee was asked to keep notes of all committee activities that could be used for documenting the process. Each subcommittee outlined its specific tasks and set time-frames for accomplishing each task and reporting its findings to the larger committee.

Locate or Create Resources. For the issue of the educational curriculum for girls, several funding sources were explored, including State and Federal grants in both juvenile justice and education. Private foundations also were contacted about funding specific aspects of the committee's work or program components.

The State Juvenile Justice Department worked out an agreement with the Education Department to designate additional funds for staffing classrooms for girls. Because there are not as many girls in placement, it was important to negotiate lower teacher-student ratios for these programs. One publishing company agreed to donate a small quantity of gender-specific educational materials to use on a trial basis with the new programs. Female math and science students from a college near one of the programs volunteered to serve as tutors and mentors for the girls.

Monitor and Evaluate. The evaluation plan includes:

- Documenting all activities undertaken by the committee and subcommittees.
- Documenting the educational achievements and/or problems of girls in residential placement during the planning year.
- Setting up a management information system to capture data systematically about the courses taken by girls in all placements, texts used, achievement in each course, and girls' completion of educational requirements toward high school graduation, GED, or vocational certification.

Obtain Needed Technical Assistance. A scholar who specializes in education and gender issues at the State university was contracted to review the findings of the subcommittees and help the committee form additional specific program objectives and strategies to better meet the needs of girls in placement. She is also collaborating with the committee to develop a funding proposal to implement several innovative educational programs with girls in placement.

Operational Planning Process: Education of Youth on Probation

Involve Stakeholders. Jeff Johnson and his probation team scheduled an appointment with the Principal and Guidance Counselor at the large downtown high school to discuss their concerns. The Principal and Guidance Counselor shared their concerns and stated their willingness to work toward solutions.

They brainstormed about possible ideas, and Mr. Johnson shared an article he had read about Probation Officers having their offices at schools. The Principal and Guidance Counselor were very receptive to this idea. They agreed to convene a meeting with school district personnel to discuss the plan further; Mr. Johnson agreed to ask the Chief Probation Officer to attend.

Achieve Consensus on the Nature of the Problem or the Need for Change. At the meeting, all participants expressed their opinions and ideas about the problems of youth in the educational and juvenile justice systems. One common concern was that there were few, if any, joint efforts between the two systems that were serving the same youth.

Organize Information for Decisionmaking. Both school and probation personnel agreed to gather several types of data, including the number of students attending the high school who were also on probation, related costs for placing a Probation Officer at the school (e.g., office space, telephone), and legal issues that might affect such an arrangement.

Develop or Clarify Values, Vision, Mission, and Goals. In this case, because of the collaborative approach being considered, both systems needed to clarify their values, vision, mission, and goals. The educational system representatives stated that their primary values included development of the whole youth, including cognitive, social, and emotional development, and the belief that all children can learn. They expressed a vision of significantly decreased dropout rates and increased academic success among students. Their mission was to help all students attain their highest academic potential. Their goals were to provide a well-rounded basic curriculum to prepare

students for future work or education; to provide specialized curriculums for students to pursue varied interests and/or obtain help with academics; to provide a safe school environment; to provide appropriate opportunities for adolescent social development; and to recognize youth who were experiencing family, social, health, mental health, and other problems in order to refer them to appropriate resources for the help they need.

The juvenile probation personnel shared that their values included the belief that youth can change and develop in prosocial ways if provided with opportunities to do so; that victims deserve to be restored, to the extent possible, for the harm caused by crime; and that communities have both the right and responsibility to be involved in finding solutions to juvenile crime. The vision of the probation department was of a community in which citizens are safe, youth are involved in prosocial activities, victims are restored, and the juvenile justice system shares responsibility with the community for managing juvenile crime. Their mission was to ensure that victims were heard and their needs were met to the extent possible, to ensure public safety by reducing youth crime and preventing at-risk youth from engaging in delinquency, and to help youth achieve their full potential as contributing members of the community. The department's goals included keeping youth in the community with their families when possible, providing opportunities for youth to experience success instead of failure, helping youth to develop empathy for victims and to repay victims for the harm they caused, and developing partnerships with the community to address the problem of youth crime.

Design Program Objectives. Representatives from juvenile probation and the high school agreed to work toward developing a plan to place a Probation Officer at the school. They established the following objectives:

- By the beginning of the next school year, high school staff will designate office space, provide standard office furniture, and supply a telephone for the Probation Officer.
- By August, the Chief Probation Officer, Probation Supervisor, and Probation Officer assigned to the

position will work with the high school Principal and Guidance Counselor to develop a memorandum of agreement specifying the duties and contributions of each party, any activities or expectations that will not be pursued, mechanisms for evaluating the agreement and reviewing it, and approaches to resolving problems, if they arise.

- Before the beginning of the next school year, the assigned Probation Officer will occupy the office at the school and become familiar with school policies and expectations.
- All youth on probation attending the high school will be reassigned to the caseload of the Probation Officer located at the school by August.
- The assigned Probation Officer will review all new cases and develop necessary case plans.
- At the end of 6 months, the plan will be evaluated and revised, if needed.

Identify Strategies. Examples of strategies that might be used to address the third objective include:

- The school provides the Probation Officer with copies of student, parent, and school personnel handbooks and manuals to review.
- The school invites the Probation Officer to attend faculty meetings and other activities planned before school begins to become acquainted with school personnel.
- The Probation Officer gives a brief presentation to school personnel about his or her role at the school and responds to their questions.

Make Action Plans for Implementation. For the strategy just listed, action plans will include the following:

- The assigned Probation Officer and Guidance Counselor will meet on a weekly basis to discuss implementation of the program, share information, and work out details.
- The probation department will make necessary arrangements for regular communication with the assigned Probation Officer to keep him or her up to date with departmental issues.

- The Probation Officer will endeavor to meet informally with various school staff members to explain his or her role and offer assistance to school personnel, as appropriate.

Locate or Create Resources. Most of the resources needed for this plan are available; they just need to be allocated somewhat differently from how they were allocated in the past. No additional staff are required, and the physical facilities needed can be acquired without extra expense. Caseloads will be realigned slightly, and adjustments will need to be made by other officers, because the probation office has had a policy of having two officers work until 9:00 p.m. daily. The officer assigned to the school will be taken out of the rotation for working evenings. Also, probation personnel will have to arrange backup coverage for the officer assigned to the school in case she or he is ill, is on leave, or needs assistance.

Monitor and Evaluate. The Chief Probation Officer and the officer assigned to the school will meet with the Principal and Guidance Counselor monthly for the first 6 months to discuss the project and make any necessary adjustments. The Probation Officer is to document activities carefully for process evaluation purposes. The Probation Officer also will keep records of youth probationers seen at the school and their status in areas such as truancy, grades, and disciplinary actions. Other at-risk youth counseled for prevention purposes also will be documented. The Probation Officer will record requests from teachers and other school personnel for assistance in working with these youth.

Obtain Needed Technical Assistance. During the process of developing the memorandum of agreement, the probation department and the school wish to find examples of school/probation partnerships in other communities to gain a better understanding of the possible roles the Probation Officer may assume in the school setting and any problems encountered that should be avoided. They will request referrals from both probation and professional education organizations to learn of jurisdictions in which such arrangements are in place.

Suggested Resources

The following document and organization can provide additional assistance in this area.

Document

Steenson, D., and Thomas, D.W. (1997). Managing change through strategic planning (Chapter 5). In D. Thomas and P. Torbet (Eds.), *Juvenile Probation Administrators' Desktop Guide*. Pittsburgh, PA: National Center for Juvenile Justice.

Organization

National Center for Juvenile Justice
710 Fifth Avenue
Pittsburgh, PA 15219-3000
412-227-6950
412-227-6955 (Fax)
Internet: www.ncjj.org

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- Stenson, D., and Thomas, D.W. (1997). Managing change through strategic planning (Chapter 5). In D. Thomas and P. Torbet (Eds.), *Juvenile Probation Administrators' Desktop Guide*. Pittsburgh, PA: National Center for Juvenile Justice.

Technical Assistance Plan

The following pages provide guidance for developing a technical assistance plan or request regarding planning and forecasting. Completion of the forms is optional. Please copy these pages or remove the perforated copies of the same documents found in Appendix D and use them as needed in your technical assistance process.

1. Identify the general area of planning and/or forecasting activity you want to pursue.

2. Will your activities involve primarily operational or strategic planning? What is the timeframe for your planning (e.g., have a new service operational in 6 months; conduct strategic planning for the next 5 years)?

3. What type of information do you need to engage in forecasting activities for the planning you are doing?

4. Who are the stakeholders to be included in the planning process? What role does each play, and why is he or she important to the process?

5. What activities have you undertaken or will you undertake to achieve consensus on the nature of the problem or need for change?

6. What information will you need for decisionmaking?

- A. Program population statistics and trends.

- B. General population statistics and trends.

- C. Research findings on particular problems, issues, or conditions.

- D. Program examples from other jurisdictions.

- E. Other.

How will you obtain this information?

7. What are your jurisdiction's or agency's:

A. Values?

B. Vision?

C. Mission?

D. Goals?

- 8. What are the program objectives for the problem, issue, or condition under consideration? Be sure objectives specify actions, conditions, and methods to measure them by. Objectives should be attainable.**

9. What strategies will you use to meet your objectives?

I 1. What resources are needed to implement your plan?

I 2. How will you obtain or create these resources?

13. How will you monitor and evaluate the implementation of the plan?

A. What data need to be gathered?

B. How will data be collected?

C. How will you manage storage and retrieval of the data?

D. How will the data be used (e.g., program improvement, public relations)?

I4. Describe the technical assistance you need for planning and forecasting.

In the following chart, check each area for which assistance is needed, and write a clear but brief description of the question or problem for which assistance is needed. Indicate whether you feel you need limited, moderate, or onsite/longer term assistance.

Limited technical assistance involves brief assistance to locate information—or a resource person who can supply information—related to specific questions.

Moderate technical assistance includes information needs and an ongoing exchange with knowledgeable resource persons through telephone conversations and correspondence.

Onsite and/or longer term technical assistance is needed for significant issues that require face-to-face contact with consultants.

✓ if TA needed in this area	List the problem, issue, or condition and describe why technical assistance is needed	✓ if limited TA is needed	✓ if moderate TA is needed	✓ if onsite or longer term TA is needed
	<ul style="list-style-type: none"> Stakeholders to be involved. 			
	<ul style="list-style-type: none"> Achieving consensus on the nature of the problem or need for change. 			
	<ul style="list-style-type: none"> Organizing information for decisionmaking. 			

✓ if TA needed in this area	List the problem, issue, or condition and describe why technical assistance is needed	✓ if limited TA is needed	✓ if moderate TA is needed	✓ if onsite or longer term TA is needed
	<ul style="list-style-type: none"> Developing or clarifying values, vision, mission, and goals. 			
	<ul style="list-style-type: none"> Designing program objectives. 			
	<ul style="list-style-type: none"> Identifying strategies. 			
	<ul style="list-style-type: none"> Making action plans. 			
	<ul style="list-style-type: none"> Locating or creating resources. 			
	<ul style="list-style-type: none"> Monitoring and evaluation. 			
	<ul style="list-style-type: none"> Other. 			

CHAPTER

5 Case Assessment, Classification, and Management

Kyle is 13 years old and was brought to the detention center with several peers after they were arrested for vandalism. They had defaced signs in a park and deliberately scratched and broken mirrors on vehicles. Kyle has had no previous contact with the juvenile justice system. The school reports that until this year his grades were average, but his work declined in recent months. A urinalysis indicated that Kyle has not used any illegal substances recently, but he and the other boys involved in the incident said they sniff paint on occasion. Kyle's mother reported she and her husband divorced a year ago, and, as a single mother, she has had increasing difficulties managing Kyle and her other children. Kyle was released to his mother pending further processing of the case to determine the best disposition.

Jennifer is 15 years old and was arrested for prostitution. There is a record at protective services of involvement with the family because a relative sexually abused Jennifer and a sister. During intake at the local detention center, Jennifer's urine screen tested positive for marijuana. She reported that she began smoking cigarettes, using drugs, and drinking alcohol around age 11. When her family was contacted, they said Jennifer frequently runs away and had not been home for several days. Although Jennifer is enrolled in school, she is often truant and makes very poor grades. Jennifer has never been arrested before, but her parents did arrange for her to spend 6 months in a private treatment center. She claims her best friend is a 21-year-old male who is homeless and has a record of drug-related offenses. Jennifer's parents felt it was not best for her to return home, and she was placed in a nonsecure emergency shelter until her case is arraigned.

Chapter 5: Case Assessment, Classification, and Management

Brad is 17 years old and was arrested for armed robbery. He was with two other males, ages 19 and 20, when they robbed a gas station attendant at gunpoint. Brad was processed and lodged in the local juvenile detention center. Brad's urine screen tested positive for amphetamines. His records indicate a lengthy list of juvenile crimes, beginning with status offenses at age 11. His first arrest for a delinquent offense was at age 13. Brad quit school at age 16 but had only completed about half the credits needed for ninth-grade work. School reports also indicate frequent disciplinary problems, including fights with other students and one incident in which he hit a teacher. His mother has had recurring hospitalizations for a mental illness, and Brad has been placed in various foster homes at these times. After his last arrest, Brad was placed on probation, but his record of compliance with court orders was poor.

Mr. Roberts, Chief Probation Officer, wants to apply a more systematic and scientific process to the supervision and treatment of youth placed on probation. Presently, youth are randomly assigned to probation officers, and it is up to each officer to evaluate them and determine what level of supervision they should receive (i.e., how frequently they should report to the probation office or receive an unannounced home visit) and to which services and programs they should be referred for treatment.

Youthville, a secure custody facility for serious juvenile offenders, is under a court order to reduce its population because of overcrowding. The staff must determine which youth can be released on probation without jeopardizing the community's or the youth's safety.

The characteristics and situations of youth entering the juvenile justice system are quite diverse, as the first three examples illustrate. Youth may enter the juvenile justice system as a result of committing acts that are considered status or delinquent offenses, including property and violent crimes. Youth range in age from early to late adolescence. Some have previous records of juvenile justice involvement, while others do not. Many have problems with school, family, drugs and alcohol, and/or peer relationships. At the same time, as depicted in the last two illustrations, there are significant challenges facing juvenile justice professionals who must protect the public, effect changes in youth, and manage resources wisely. This chapter provides an overview of case assessment, classification, and management and addresses these processes from the perspectives of intervening with individual youth and managing organizations. Juvenile corrections programs vary in their purpose and structure. Some operate in an open community environment, while others are institutional in nature. These

programs face many issues related to the management of populations and resources.

There are at least three ways in which a diverse population of youth could be channeled through the juvenile justice system:

- They all could be handled in the same manner, receiving the same dispositions and services.
- They could be dealt with randomly, depending on the personal beliefs, skills, and interests of the juvenile justice personnel with whom they come in contact.
- They could be assessed, classified, and directed to the programs and services that are most appropriate for them and will provide the level of supervision needed to ensure public safety.

The first option is impractical and the third is the most desirable situation. However, in many instances, case decisions are made much like the second description. Case assessment, classification, and management are the components of the process of

appraising and “sorting” youth into various groups and then making decisions about their placement for custody, supervision, and treatment based on these findings. This chapter provides an overview of case assessment, classification, and management. Specifically, the following areas will be addressed:

- Rationale for case assessment, classification, and management.
- Description of the processes.
- Assessment, classification, and management decisions needed at various junctures of the juvenile justice system.
- Tools, personnel, and other resources required for effective implementation.
- Potential impact of implementation.
- Questions to consider and steps to take toward implementation.

After reading this chapter and completing the related questions, juvenile corrections professionals will be able to:

- Outline the steps and procedures to be taken in developing a case assessment, classification, and management system for their jurisdiction or program.
- Develop a purpose statement for implementing a case assessment, classification, and management system.
- Identify the specific programs for which assessment, classification, and management systems will be developed.
- Explore assessment instruments, classification strategies, and management systems and evaluate them for their jurisdiction or program.
- Describe both advantages and disadvantages that adoption of a case assessment, classification, and management system will have for the jurisdiction or program.
- Develop a plan for implementation or further technical assistance.

Rationale for Case Assessment, Classification, and Management

Gottfredson (1987:10–11) states:

Decision-making applications in criminal justice can be said to be of two kinds, namely, institution policy decisions and individual decisions Planning problems often require estimates of outcomes of criminal justice decisions, including predictions of the persons who, in a given category, will have their probation or parole revoked, or who will not commit crimes at a high rate after release from confinement, or who may reasonably be expected to be paroled at first eligibility. Administrators may require estimates of the incarceration rates . . . of various categories of offenders. And in the long run they often require . . . estimates . . . [of the] effects . . . of differential handling for purposes of treatment or control.

Gottfredson further talks of individual decisions, especially those that may involve an offender’s confinement or determine the context of supervision and interventions with that person. His statement helps explore the complex reasons for case assessment, classification, and management. Assessment and classification often address multiple levels of decisionmaking, ranging from the individual juvenile, to the program or agency, and even to the wider jurisdictional level. Not only do assessment and classification occur at each level, but the way they are implemented and the results of the procedures are often interwoven among the various components and tiers of the juvenile justice system.

Palmer (1984) asserts that the purpose of justice system intervention includes both socially centered and offender-centered goals. The socially centered goal is to modify a youth’s behavior so it conforms to the law and therefore promotes the protection of society. To do this, however, offender-centered goals must be achieved, resulting in modification of the offender’s behavior and a better adjustment between the youth and his or her environment. Therefore, the most appropriate fit between the offender’s risks and needs and treatment resources must be achieved. Palmer claims that assessment and classification should both predict and prescribe the needs and treatment approaches best suited for a youth.

Juvenile crime presents diverse risks to public safety and the well-being of citizens. To address these risks and protect the public and the youth involved, varying levels of resources are required. As depicted in the first three vignettes at the beginning of this chapter, the backgrounds, offenses, and needs of youth in the juvenile justice system differ widely. Ideally, each jurisdiction has an array of services designed to intervene appropriately with each youth, ranging from prevention to aftercare services. OJJDP's *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* identifies a continuum of juvenile justice interventions and sanctions needed to constitute a comprehensive system (Wilson and Howell, 1993), including the following:

- Prevention.
- Early intervention.
- Immediate assessment of and intervention with first-time and nonviolent offenders.
- A range of intermediate sanctions for first-time violent and repeat property and drug offenders.
- Steadily escalating sanctions, security, and treatment for serious, violent, and chronic juvenile offenders.
- Small, secure facilities for chronic or violent offenders.
- Graduated and comprehensive aftercare services.

A process of assessment and classification is essential for matching offenders' risks and needs with the appropriate type of services along this continuum. Two fundamental reasons for using a formal assessment and classification system are asserted. They are (National Council on Crime and Delinquency, 1997:4; Wiebush et al., 1995:174):

- Providing greater validity, structure, and consistency to the assessment and decisionmaking processes.
- Allocating limited system resources more efficiently by targeting the most intensive/intrusive interventions on the most serious, violent, and chronic offenders.

In addition, as stated by Gottfredson (1987), programming and policy decisions often depend on assessment and classification procedures. Resources are always limited, and classification systems help channel youth into the least restrictive, least intrusive, and usually least expensive program resources that reasonably can be expected to control and change their behavior and protect the public. Within programs, youth often need to be divided into groups based on similarity of needs. Then, each group is provided with similar services that can be expected, within reasonable limits, to produce the desired outcome. Classification also helps programs and jurisdictions identify youth with greater and lesser potential for continued involvement in the criminal justice system. Such information makes possible more effective planning to prepare sufficient program resources for youth. Finally, program evaluation is connected to assessment and classification. Once youth are directed to the appropriate programs and subgroups within programs, it is expected that the socially centered and offender-centered goals will be achieved successfully. Program outcomes can be measured for program evaluation, and if necessary, program components can be adapted to more closely accomplish these goals.

Peters (1988:1) summarizes the rationale for case assessment and classification by saying, “. . . a supervision classification system is the agency's primary mechanism for organizing staff and other agency resources, [and] it is the central tool for implementing supervision policy and making [the] agency mission operational.”

Description of the Processes

As just discussed, there are several important reasons for having a case assessment, classification, and management process within the juvenile justice system. Key objectives of juvenile corrections are unlikely to be met fully without the benefit of assessment and classification. Table 5:a provides a brief description of several important terms for understanding case assessment, classification, and management. These will be expanded on later in this chapter.

There are several issues that must be considered in developing a case assessment, classification, and

Table 5:a Explanation of Key Terms

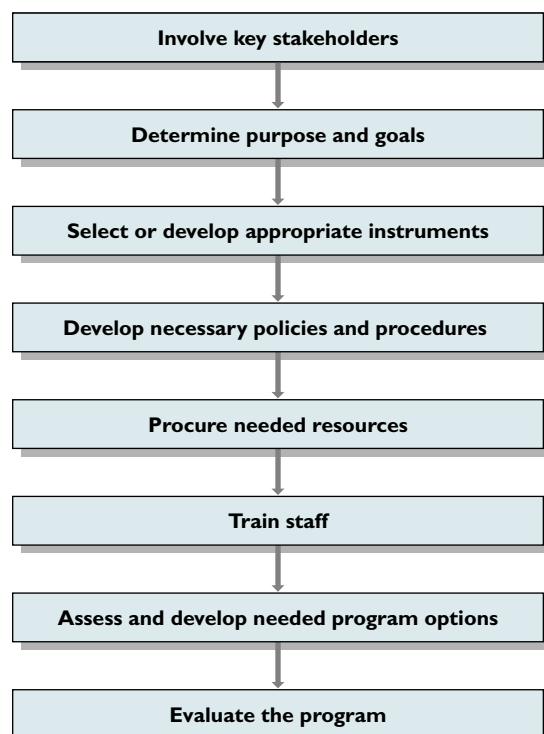
Risk assessment	The process of using an empirically based, standardized, objective instrument to evaluate a youth’s background and current situation and estimate the likelihood that the youth will continue to be involved in delinquent behavior. In community corrections, the results of risk assessment may be used to specify the level or intensity of supervision needed; in residential settings, risk assessment results may determine the security level and living unit (Clear and Gallagher, 1983; Wiebush et al., 1995).
Prediction	A determination of behavior that can be expected in the future based on past behavior. Behaviors that occur less frequently, such as violence, are more difficult to predict, because there are fewer data upon which to determine a statistical probability that the behavior will be repeated (Gottfredson, 1987; Limandri and Sheridan, 1995; National Council on Crime and Delinquency, 1997).
Needs assessment	A systematic process of identifying what the offender’s needs and problems are, how severe they are, and whether they are chronic or crisis needs and then using the information to determine the specific program interventions to be used for the youth (Krisberg et al., 1994; Peters, 1988; Wiebush et al., 1995).
Case classification	The arrangement or grouping of persons according to a system, principles, or rules. Persons within a class are similar to one another but different from members of other groups (Gottfredson, 1987).
Override	The process of overruling or changing classifications when factors are present that outweigh the category indicated by usual risk and needs assessment instruments. Mandatory overrides provide for automatic changes in classification when certain characteristics are present. Discretionary overrides allow staff to make exceptions in classification when they detect circumstances that are not captured by the risk or needs assessment instruments (Krisberg et al., 1994; Wiebush et al., 1995).
Case management	The system by which an organization applies resources to meet client goals. Case management decisions affect allocation of resources, levels of service delivery, and budgetary practices (Burrell, 1998; Fulton, Stone, and Gendreau, 1994).

management system within a jurisdiction or a juvenile corrections program. The following schematic (Figure 5:a) depicts each of these decision areas. Although they are presented and discussed in a sequential manner, in practice, it is likely that decisions made in one area will affect other areas. It may not be possible to complete one decision without considering other areas. Discussions about and actions affecting various aspects of program development likely will occur simultaneously or in a sequence that is different from the way in which they are discussed here.

Involve Key Stakeholders

As with other areas of program change, involvement and support from key stakeholders is essential in developing a case assessment, classification, and management policy. At a minimum, representatives from each organizational level should participate in the process of designing and implementing the program (Torbet, 1986). It is apparent that administrators and direct-service personnel should be included, but support personnel, who may have responsibilities for data entry and other tasks, should not be forgotten.

Figure 5:a Decision Points for Case Assessment, Classification, and Management



Other stakeholders outside the immediate program or agency also may be crucial. Their involvement will depend on how this program change may affect and be influenced by other systems players. For example, when making decisions about assessment and classification for either detention or probation, it might be necessary to have the support of the prosecutor and juvenile court, as decisions in either area may affect the prosecutorial and judicial systems. On the other hand, for the purpose of selecting the most appropriate housing arrangements, assessment and classification procedures within a secure juvenile corrections facility might involve only the agency personnel.

As with other program development areas, consider involvement of the stakeholders listed in Table 5:b.

Table 5:b Potential Stakeholders for Program Development

Agency

- Agency administrators and managers.
- Program personnel.
- Support staff.

Juvenile Justice System

- Judges.
- District attorneys.
- Defense attorneys.

Other Systems

- Educators.
- Mental health professionals.
- Protective services personnel.
- Leaders from communities of faith.
- Health care professionals.
- Substance abuse treatment practitioners.
- Public assistance specialists.
- Employment specialists.
- Organized recreation and leisure program leaders.

Elected Officials and Funding Sources

- Executive Branch Officials.
- Legislative Representatives.
- Representatives of Funding Sources.

Others

- Victims and victims' services agency staff.
- Parents.
- Neighborhood group leaders.
- Other community leaders.

It may be most feasible to include various stakeholders at different times during the planning process. For example, when selecting risk assessment instruments and planning the classification process, agency and justice system representatives will be vital. However,

when considering needs assessment and development of additional program options, many other stakeholders may have vested interests.

Determine Purpose and Goals

Clear (1978) states that case management is a process through which organizations apply resources to clients to meet organizational goals. For example, Wiebush et al. (1995) suggest that agencies emphasizing public safety and risk control will use risk assessments to determine supervision strategies, while agencies stressing a balance between public safety and youth's treatment needs will consider both the risk and needs assessment when determining a case plan. Those involved in developing jurisdiction or juvenile corrections programs must have a clear understanding of what they are doing and why they are doing it (Burrell, 1998).

Case assessment, classification, and management systems are tools for effective service delivery and can satisfy several objectives. However, it is important to decide at the beginning of the planning process the primary purpose or goals, secondary ones, and any objectives that will not be pursued.

Table 5:c provides an overview of some of the major goals of case assessment, classification, and management that have been identified through literature reviews. This is not an exhaustive list, nor are the categories mutually exclusive, but it may provide planners with ideas for selecting their program purpose and goals.

Several components and processes of the juvenile justice system were described in Chapter 2 of this manual. At each of these junctures, youth may be assessed, classified, and sorted for case management purposes. For example, at case intake, the task is determining whether or not the case falls under the purview of the juvenile court and whether the case should proceed to a formal court hearing or be handled informally. At the detention stage, although information may be limited, decisions must be reached about whether juveniles pose a danger to the community or themselves and whether there is a risk they will abscond before their court hearing if released. When a case is formally processed in juvenile court, several decisions must be made by judges. For the most serious offenses, cases

Table 5:c Possible Goals and Applications for Case Assessment, Classification, and Management

Type of Goal/Purpose	Possible Applications
1. To determine case plans for individual youth.	<ul style="list-style-type: none"> • Conduct an individualized assessment of each youth. • Assess risk of recidivism. • Channel youth to programs and/or levels of supervision that best meet their needs and control risks. • Ensure youth are receiving equitable and consistent treatment compared with others with similar risks and needs. • Match identified needs with available resources. • Ensure that certain types of problems are considered for all cases. • Provide data for future monitoring of cases. • Identify youth for whom further indepth assessments are needed (Altschuler and Armstrong, 1994; Guarino-Ghezzi and Byrne, 1989; Krisberg et al., 1994; National Council on Crime and Delinquency, 1997; Wiebush et al., 1995).
2. To allocate resources appropriately and implement effective supervision policies.	<ul style="list-style-type: none"> • Direct the most intensive interventions to the most serious, violent, and chronic offenders. • Set priorities for case plans. • Organize staff and other agency resources. • Determine workloads (Clear and Gallagher, 1983; Howell, 1995; Krisberg et al., 1994; National Council on Crime and Delinquency, 1997; Wiebush et al., 1995).
3. To provide justification and accountability for case decisions.	<ul style="list-style-type: none"> • Reassess and evaluate effectiveness of case plans and program strategies. • Provide equal, nondiscriminatory treatment (Krisberg et al., 1994; National Council on Crime and Delinquency, 1997; Wiebush et al., 1995).
4. To enhance other parts of the juvenile justice system.	<ul style="list-style-type: none"> • Develop formalized procedures, such as sentencing guidelines. • Provide recommendations to juvenile court (e.g., through presentence reports) (National Council on Crime and Delinquency, 1997; Wiebush et al., 1995).
5. To gather program data and evaluate programs.	<ul style="list-style-type: none"> • Collect uniform statistical data on results of assessments and provision of services. • Use data to plan, monitor, and evaluate programs (Krisberg et al., 1994; National Council on Crime and Delinquency, 1997).
6. To conduct research on programs and juveniles.	<ul style="list-style-type: none"> • Test hypotheses about programs and youth (Gottfredson, 1987).

may be waived to the criminal courts. For those handled by the juvenile justice system, judges must determine whether youth can be supervised in the community on probation or should be placed in secure care. In community corrections, youth must be assessed and classified according to risks for continued delinquency and needs for program services. Within residential facilities, staff must assess youth's potential for escape, violence toward others, or self-harm and also determine the treatment resources needed by

each youth (Binder, Geis, and Bruce, 1997; Howell, 1995; Parent et al., 1994).

Because this manual focuses primarily on juvenile corrections, the following information relates to corrections programs. It is important to remember, however, that decisions made for each component of the juvenile justice system will affect other parts of the system. Table 5:d provides a summary of the reasons, risk measures, and processes related to classification within juvenile corrections programs.

Table 5:d Summary of Classification in Juvenile Corrections

Juvenile Corrections Component	Reasons for Classifying Youth	Primary Risk Measures	Processes
Detention¹	<ul style="list-style-type: none"> Community safety. Youth's personal safety. Risk of failing to appear for a court hearing. Population management. Program evaluation. 	<ul style="list-style-type: none"> Seriousness of current offense. Recency and frequency of prior offenses. Whether youth was under court supervision at time of current offense. Stability measures (e.g., a history of escapes or runaways). 	<ul style="list-style-type: none"> Confinement or release.
Community-based corrections²	<ul style="list-style-type: none"> Public safety/risk control (risk of recidivism). Youth's service needs (for habilitation/rehabilitation). Management of resources. Program evaluation. 	<ul style="list-style-type: none"> Age at first referral/adjudication. Prior out-of-home placements. Prior arrests. Academic achievement. School behavior and attendance. Substance abuse. Family stability. Parental control. Peer relationships. <p>(Additional risk factors often are included. Assessment of needs also may be conducted and factored into decisions.)</p>	<ul style="list-style-type: none"> Risk and needs assessment. Determination of supervision level (e.g., number and type of contacts). Development of case plan; determination of services to be provided.
Residential placement	<ul style="list-style-type: none"> Inmate, staff, and community protection (e.g., risk of escape, suicide, and/or assaultive behavior). Offender treatment needs matched with appropriate programs. Resource and population management. Program evaluation. 	<ul style="list-style-type: none"> Number and seriousness of prior offenses. Seriousness of the committing offense. Age at first adjudication. Emotional stability/mental health needs. Family problems/parental control. School problems. Intellectual ability. Substance abuse. Risk assessment. 	<ul style="list-style-type: none"> Risk and needs assessment. Assignment of youth to appropriate (and least restrictive) security levels, facilities, and/or living units. Selection of programs and services needed by youth.

¹Detention programs vary from one jurisdiction to another. Detention is most commonly used to confine youth between arrest and adjudication. However, in some jurisdictions, it may be used as a short-term sanction for adjudicated youth. In structure and function, detention is similar to other residential juvenile corrections programs. Therefore, it is included at this point with other juvenile corrections programs.

²Community-based corrections programs include probation, aftercare, and parole.

Sources: Burrell, W.D., 1998; National Council on Crime and Delinquency, 1997; Parent, D.G., et al., 1994; Torbet, P., 1986; Wiebush, R.C., et al., 1995; Wright, K.N., 1988.

Select or Develop Appropriate Instruments

Assessment instruments are standardized tools composed of a limited set of factors that are most relevant to the type of decision being made (e.g., treatment, incapacitation, and/or supervision). For effective case classification, these instruments should be administered to all cases, and the results

should be used to classify youth according to preset criteria (Howell, 1995; National Council on Crime and Delinquency, 1997; Wiebush et al., 1995).

Effective classification requires prediction through which knowledge of past events is used to form expectations of future behavior. As Gottfredson (1987:6) states, "We must live forward but seek to understand backward." Prediction is really a summary of the past to guide future decisions, assuming there

will be a degree of consistency over time (Gottfredson, 1987). Therefore, assessments use demographic, criminal, and behavioral characteristics to sort youth according to their anticipated level of misconduct (Wright, 1988).

Clinical and actuarial assessments may be used to classify youth. Clinical methods depend on the experience and more subjective judgments of the individual assessor. Actuarial methods rely on probabilities to discriminate among potential rates of future behaviors or events, similar to the types of calculations used to determine insurance premiums. Predictions are based on objective, standardized, and empirical risk measures, including historical data on offender characteristics and outcomes (Boone and Fulton, 1995; Clear and Gallagher, 1983; National Council on Crime and Delinquency, 1997). Prediction is an important concept in assessment and classification. Prediction, in this instance, is related to the notion of probability that implies an event is likely, but not certain, to occur. Probability is determined by statistical analysis of comparable cases with the same characteristics. In other words, a youth’s future behavior is forecasted based on the known outcomes of a similar group of youth.

Assessment instruments are effective in predicting that most youth within a certain classification group will act in anticipated ways (e.g., recidivate, successfully complete treatment). However, these instruments will not always accurately predict an

individual youth’s behavior (Clear and Gallagher, 1983). Nevertheless, the instruments provide an effective tool for classifying and managing caseloads of youth.

Three types of assessment instruments will be discussed in this chapter:

- Risk assessment.
- Placement or custody assessment.
- Needs assessment.

Risk Assessment Instruments. Risk assessment instruments “estimate the likelihood that an identified juvenile offender will subsequently commit another offense within a specified follow-up period, and are based on the statistical relationship between youth characteristics and recidivism” (Wiebush et al., 1995). Historical data on offender traits and case outcomes are used to establish which factors are most closely linked with unfavorable case outcomes (National Council on Crime and Delinquency, 1997). Two categories of risk factors are related to criminal activity: prior criminal history and stability factors (Krisberg et al., 1994). Factors associated with each of these categories are listed in Table 5:e.

Historical factors are considered static, as they are fixed in time and cannot be changed (Boone and Fulton, 1995). The first two historical factors listed in Table 5:e—age and prior offenses—are considered core variables identified repeatedly by research studies as predictors for juvenile recidivism. The other

Table 5:e Factors Related to Recidivism

History	Stability
<ul style="list-style-type: none"> • Age at first referral/adjudication. • Number of prior offenses. • Type and severity of most recent offense. • Prior assaults. • Abuse/neglect victimization. • Gender. • Prior adjustment to supervision. 	<ul style="list-style-type: none"> • Substance abuse. • Number of prior out-of-home placements or commitments. • Family relationships, stability, and parental control. • School problems (achievement, behavior, attendance). • Peer relationships. • Special education placement. • Mental health stability. • Running away from home.

Sources: Krisberg, B., et al., 1994; Torbet, P., 1986; Wiebush, R.C., et al., 1995.

five historical factors are also included in several risk instruments (Wiebush et al., 1995).

Stability factors may be amenable to change with appropriate interventions (Boone and Fulton, 1995). The first five stability factors listed in Table 5:e—substance abuse, number of placements, family stability and control, school problems, and peer relationships—constitute core factors associated with juvenile recidivism. The remaining stability factors also are incorporated in some risk assessment instruments (Wiebush et al., 1995).

Seriousness of juvenile offenses has not been found in research studies to be strongly correlated with a probability of future offending. In fact, some studies have shown an inverse relationship (Altschuler and Armstrong, 1994; Wiebush et al., 1995). Although risk assessment instruments are usually reliable for predicting general rates of recidivism among groups of juveniles, they are not as effective in estimating recidivism for specific types of crime, especially violent crimes. The incidence of violent crimes is relatively low, and it is difficult to statistically isolate factors that will differentiate accurately between youth who will and will not commit violent offenses (Wiebush et al., 1995).

Risk assessment instruments are commonly used to determine supervision levels for youth on probation and aftercare/parole. Attachments A, B, and C (pages 146–148) provide examples of risk assessment instruments that are widely used.

Placement or Custody Assessment Instruments. Custody assessment instruments serve three primary purposes:

- To screen youth for detention or release prior to an adjudicatory hearing.
- To guide judges or corrections professionals in deciding the most appropriate placement or security level for youth.
- To determine the custody needs of incarcerated youth.

Policy considerations, rather than research findings, are more likely to be the basis of custody assessment instruments (Wiebush et al., 1995).

Detention Screening Instruments. Instruments used to determine whether or not a youth should be placed in detention typically focus on the juvenile’s immediate threat to public safety and likelihood of fleeing prior to the court hearing. Detention screening instruments usually contain two categories of measures: public safety risk and stability. Table 5:f lists common examples in each category (Howell, 1995; Wiebush et al., 1995).

Placement Assessments. Concerns for selecting placement restrictiveness in proportion to the severity of the crime (a “just deserts” perspective) and the level of control needed to manage the potential risk to public safety posed by a youth are reflected in these instruments. Placement assessments are used to differentiate between youth who require secure incarceration to ensure public safety and those whose risk is sufficiently low to allow them to be supervised in

Table 5:f Detention Screening Instrument Categories

Public Safety Risk	Stability
<ul style="list-style-type: none"> • Current offense (including level of violence). • Recency and frequency of prior offenses. • Whether or not the juvenile was under court supervision when the current offense was committed. 	<ul style="list-style-type: none"> • Out-of-home placements. • Substance abuse.

Note: Attachment D (page 149) provides an example of a detention screening instrument.

Sources: Howell, J.C., 1995; Wiebush, R.C., et al., 1995.

the community. Youth who score in the middle range of these instruments sometimes are placed in secure care for a short time and then moved to a less restrictive placement. The items used in the instruments usually reflect consensus among stakeholders rather than research findings, and the instruments usually contain combinations of items that assess the severity of present and previous offenses and the youth's potential for reoffending (Howell, 1995; Wiebush et al., 1995).

Items contained in placement assessment instruments often include the following (Howell, 1995; Wiebush et al., 1995):

- Current and prior offense severity.
- Offense history (e.g., use of weapon, multiple felonies, number of prior adjudications).
- Success of prior interventions.

Some placement decision tools use an empirically based risk assessment instrument that measures risk of reoffending coupled with assessment of the nature of the current and most serious prior offenses. A matrix format is then used to examine both risk and proportionality to determine the appropriate placement (Howell, 1995; Wiebush et al., 1995).

Attachments E, F, G, and H (pages 150–153) provide examples of placement assessment instruments.

Custody Assessments. These instruments usually are employed in youth corrections facilities to assess youth's potential for disruptive behavior and harm to themselves or others while in the institution. Assaults on staff or peers, escapes, and suicide are common concerns. The assessment instruments are used to classify youth according to the level of security they need in their living environment (Howell, 1995; Wiebush et al., 1995).

Measurement items often contained on custody assessment instruments include:

- Offense severity.
- Number and severity of previous offenses.
- Age at first adjudication.
- Aggressive/assaultive behaviors.

- Property offenses.
- Misconduct reports.
- Escapes/runaways.
- Parental control.
- Emotional stability.
- Success or problems with program participation and furloughs.

Attachments I, J, and K (pages 154–156) are examples of custody assessment instruments.

Needs Assessment Instruments. Needs assessment instruments often are administered with risk or placement/custody instruments. Needs assessment instruments are used to identify serious offender problems, and the results are used to match youth with appropriate programs. These instruments basically provide a description of a juvenile's functioning. Needs items usually are factors or characteristics that can be changed with intervention. The instruments generally are developed through a consensus process rather than through research (Howell, 1995; Wiebush et al., 1995).

Items most frequently addressed in needs assessment instruments include (Altschuler and Armstrong, 1994; Howell, 1995; Wiebush et al., 1995):

- Substance abuse.
- Family functioning and relationships.
- Emotional stability.
- School attendance.
- Peer relationships.
- Health/hygiene.
- Cognitive/intellectual ability or achievement.
- Learning disability.

Other measures included in some needs assessment instruments are (Altschuler and Armstrong, 1994; Howell, 1995; Wiebush et al., 1995):

- Parents' problems (e.g., substance abuse, mental health, criminality) and parenting skills.
- Housing/residential stability.

- Financial resources.
- Child abuse or neglect.
- Sexual adjustment.
- Vocational/employment concerns.
- Involvement in structured activities.
- Independent living skills.
- Communication skills.

Whichever items are selected for a needs assessment instrument, it is vital that there be clear definitions and scoring criteria to achieve consistency in assessments (Howell, 1995; Wiebush et al., 1995). Attachment L (page 157) is an example of a needs assessment instrument.

A significant amount of research on assessment instruments has been undertaken, and several good instruments have been developed for juvenile and adult populations. Existing assessment instruments can be adopted for specific jurisdictions or programs. However, risk assessment instruments should be validated at a local level. To do this, a risk assessment instrument is administered to a sample population and recidivism rates of the population are tracked. If necessary, the points or weights assigned to certain levels may be changed to more accurately reflect the characteristics correlated with recidivism. Additional items also may be added to the instrument if they are found to occur with substantial frequency among the sample population (National Council on Crime and Delinquency, 1997).

Develop Necessary Policies and Procedures for Case Classification and Management

Case classification and management are both the purpose for and outcomes of client assessment procedures. Classification and management are very similar concepts that often overlap in practice. However, for clarity, they are discussed as separate components in this section.

Classification. Gottfredson (1987:1) states:

Classification refers either to the arrangement or division of entities into groups according to some system or

principle or to the placement of entities into groups according to rules already determined. . . . [U]sually it means the allocation of persons to initially undefined classes in such a way that the persons in a class are in some way similar or close to each other. . . . [T]he aim is to develop groups whose members are similar to one another and who differ from members of other groups (Gottfredson, 1987:1).

The process of classification involves grouping youth with similar characteristics, usually determined by their scores on assessment instruments (Clear and Gallagher, 1983). The basis of classification may include:

- Risk of recidivism.
- Detention decisions.
- Placement considerations.
- Custody levels within facilities.
- Clients' service needs.
- Some combination of these areas.

Case classification, based on structured assessment processes, promotes rational, consistent, and equitable methods of supervising and providing services for clients (Peters, 1988). Depending on the type of corrections program, juveniles are placed in detention or released, assigned levels and types of community supervision, placed in different institutions and security levels, and provided with specific services based on their classification.

There are several tasks that should be undertaken and decisions that must be made to develop an effective classification policy. These include the following:

- Ensure that the rationale is readily apparent and accepted by staff and administrators (Torbet, 1986).
- Set clear criteria for client eligibility or placement in various programs or levels of intervention. Determine the number of levels of supervision, security, etc. Establish standards for supervision or security that differ substantially for each level. In general, those at the highest risk level should receive the most intensive services (National Council on Crime and Delinquency, 1997; Peters, 1988; Wiebush et al., 1995).

- Determine which assessment instrument (e.g., risk, needs, placement) will be given precedence in determining a youth's classification, or develop a system for integrating the results of two types of assessments. Some jurisdictions or programs use a matrix system that takes both risks and needs into consideration (Peters, 1988).
- Select cutoff scores for assessment instruments that will result in appropriate workload levels for staff, least restrictive program placement for youth, and protection of youth, staff, and the public. Make the scoring system simple to complete (Clear and Gallagher, 1983; Parent et al., 1994; Torbet, 1986).
- Decide how frequently cases will be reassessed and reclassified, if appropriate. With youth, reassessments often occur every 90 days. At reassessment and reclassification, the youth's adjustment should be recognized rather than relying strictly on risk factors (Peters, 1988; Torbet, 1986; Wiebush et al., 1995).
- Decide when, where, and how assessment and classification will be completed and who will take responsibility for the process (Peters, 1988).
- Establish a method whereby staff may override a youth's assessment score if a different level of supervision, security, or programming is deemed necessary. As explained in Table 5:a, overrides may be mandatory (i.e., if certain conditions exist, youth must be placed at a different level regardless of the overall score) or discretionary (i.e., staff may consider factors that are not captured in the risk or needs assessment instruments). There also should be a limit on the number of overrides in the classification system. Some suggest that no more than 15 percent of classifications should result from overrides (Krisberg et al., 1994; Wiebush et al., 1995).
- Incorporate classification into the agency's recordkeeping system for monitoring, evaluation, and planning purposes.

Management. Management processes may be applied at the individual case level or at the program, agency, or jurisdictional level. When a youth is

assessed and classified at a particular level of risk, security, and/or need, a corresponding case management approach should be implemented. Case management helps match youth with program alternatives that are most likely to effect behavior change. It also helps determine the level of resources that should be devoted to the case. Additionally, the youth's progress and the effectiveness of the case plan can be evaluated (Gottfredson, 1987; Torbet, 1986).

At the program, agency, or jurisdictional level, case assessment, classification, and management have many applications. A variety of benefits accrue through the case management process. These include (Altschuler and Armstrong, 1994; Clear and Gallagher, 1983; Torbet, 1986; Wiebush et al., 1995):

- Information for setting priorities among many competing needs.
- Ability to develop workload standards and requirements for staff.
- Mechanisms for evaluating case plans and services provided.
- Aggregate data for planning, budgeting, monitoring, and evaluation.

When assessment, classification, and management procedures are developed, attention should also be given to these benefits. Processes should be developed for capturing and using data from the system that will assist with other tasks.

Procure Needed Resources

Another important part of the planning process for developing a case assessment, classification, and management strategy is to identify and obtain resources needed to implement the strategy effectively. Initially, there will be a need for additional training and supervision of staff until they are competent and comfortable in using the system.

The agency or jurisdiction also may need additional computer capabilities to effectively compile and analyze the data the system will generate. As discussed previously, such data can be crucial for several types of management decisions.

Train Staff

An important component of any new initiative is staff training. Use of assessment instruments and classification systems will require staff to develop new skills. A training curriculum should be developed and implemented, including background information about the development of the system and instruments, the rationale for the program, and the association between assessments and case plans. Staff also will need practice opportunities to develop skills in conducting assessments, determining appropriate service levels and/or overrides, developing effective case plans, monitoring youth's progress, conducting reassessments, compiling necessary data, operating any related computer programs and equipment, and evaluating their performance of assessment and classification tasks.

Not only should staff be trained when a new assessment and classification system begins, but they also must receive periodic reviews and updates on any changes made. In addition, provisions must be in place for new staff to receive training when they are hired.

Assess and Develop Needed Program Options

Developing a classification system may make it evident that some resources needed for a comprehensive continuum of services are not available. Some youth may need levels of supervision (such as intensive supervision) or services (such as mental health or substance abuse treatment) that are not available or are available in insufficient quantities to meet assessed needs. This may require the development of new services or the realignment or modification of existing ones.

Evaluate the Program

Boone and Fulton (1995) present a five-step model for developing performance-based measures. The steps are:

- Clarifying values.
- Defining a mission.
- Clarifying organizational goals.

- Selecting activities that support organizational goals.
- Identifying performance-based measurements.

Both the process and the outcome of the client assessment and classification system should be evaluated. As suggested by the steps above, the specific evaluation approach and activities will depend upon the purpose and goals selected for the project. If the primary goal is to increase public safety, recidivism rates should be monitored. On the other hand, if the primary goal is offender change, then results of treatment interventions will be important. It is likely that there will be several areas to evaluate.

Process evaluations measure the implementation of the program. For example, they may answer questions such as the following:

- How many youth were assessed and classified?
- Are staff completing assessment instruments correctly and on time?
- Are youth being placed in appropriate program options based on their assessment and classification levels?
- How many overrides are applied to classification levels?

Outcome measures determine whether a program achieves the desired results. Depending on the specific needs and risks of a youth, examples of questions that may indicate outcome measures include the following:

- Has the assessed offender been successful in the programs and services indicated by his or her classification level and needs assessment?
- At reassessment, has the youth's level of risks and needs declined?
- Has the client's use of alcohol and other drugs decreased?
- Has the client's school performance improved?

Aggregate outcome measures for the program or agency also are important. By compiling and analyzing assessment and classification data, it is possible to answer questions such as:

- Has the percentage of positive urinalyses declined?
- Have there been fewer behavioral disruptions, assaults, escapes, and suicide attempts by youth in the institution?
- Have youth exempted from detention attended their subsequent court hearings?
- Have recidivism rates declined?
- Have youth successfully completed treatment programs?
- How many youth are attending school regularly?
- What percentage of youth on probation have gone back to court?

By answering questions such as those just listed, it is possible to ascertain whether or not the assessment and classification program is effective in placing youth at the level of supervision or security and in the specific intervention programs they need. If not, the assessment and classification program may need to be revised, or the supervision, custody, and treatment programs may need to be modified to more adequately meet youth's needs.

Program Impact

There are many potential benefits from a program of client assessment, classification, and management. The lists below describe benefits that may accrue to youth, staff, and the program, agency, or jurisdiction (Fulton, Stone, and Gendreau, 1994; Howell, 1995; Wiebush et al., 1995; benefits to staff also in National Council on Crime and Delinquency, 1997). In some cases, an item might benefit more than one area, but each item is listed only once.

Benefits to Youth

- Promotes consistent and equitable treatment of all youth.
- Increases assessment accuracy.
- Serves youth in the least restrictive environment.

Benefits to Staff

- Ensures the same factors are considered in all cases.
- Promotes consistency in the assessment process.
- Increases validity of assessment process because instruments are empirically based.
- Provides instruments that are easy to complete.
- Saves time and paperwork.
- Expedites the decisionmaking process.
- Makes the rationale for decisions explicit.
- Provides support for professional judgments.
- Provides clear policies and procedures for handling cases.
- Provides a degree of legal protection when making decisions on controversial cases.

Benefits to Program, Agency, or Jurisdiction

- Increases public safety.
- Uses resources more efficiently.
- Is useful for program evaluation.
- Helps control populations in detention and corrections institutions.
- Defends budgeting decisions.
- Facilitates agency or program accreditation.
- Facilitates agency audits.

Possible Concerns

Although there are many benefits, decisionmakers also need to consider other possible consequences of an assessment, classification, and management system. For example, it may be possible for staff to rely too heavily on the quantitative components of the classification process, neglecting the case planning and case management functions that are more difficult (Klein, 1989). Similarly, Torbet (1986) cautions that using a case assessment, classification, and

management system to set caseload contact standards may lead to minimum standards becoming the norm, resulting in the provision of less effective services. Another concern is that using statistical prediction methods will inevitably result in some errors in classification. Professional judgments are still a very important part of the process. Values and ethics remain vital to service provision (Gottfredson, 1987). It is also crucial to remember that part of adolescent development includes characteristics such as impulsiveness and inconsistency. Youth's needs and behavior patterns may change quickly, calling for adjustment of case plans. Prediction through case assessment instruments cannot be considered a long-term prognosis, nor should case plans be unalterable (Altschuler and Armstrong, 1994).

Suggested Resources

The following documents and organization can provide additional assistance in case assessment and classification.

Documents

- Gottfredson, D.M. (1987). Prediction and classification in criminal justice decision making. In D.M. Gottfredson and M. Tonry (Eds.), *Prediction and Classification: Criminal Justice Decision Making* (pp. 1–20). Chicago, IL: University of Chicago Press.
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Organization

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- Wilson, J.J., and Howell, J.C. (1993). *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Summary). Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
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Attachments³

Assessment Instruments

Risk Assessment Instruments

- Attachment A Juvenile Probation and Aftercare Assessment of Risk
- Attachment B NCCD Michigan Delinquency Risk Assessment Scale
- Attachment C Wisconsin Delinquency Risk Assessment Scale

Detention Screening Instrument

- Attachment D Los Angeles County Detention/Release Scale

Placement Assessment Instruments

- Attachment E Colorado Security Placement Instrument
- Attachment F Louisiana Office of Juvenile Services Secure Custody Screening Document
- Attachment G Michigan Initial Security Matrix for Delinquency
- Attachment H Indiana Juvenile Corrections Placement Matrix

Custody Assessment Instruments

- Attachment I Illinois DOC Juvenile Custody Risk Assessment
- Attachment J Initial Custody Classification Scale
- Attachment K Custody Reclassification Scale

Needs Assessment Instrument

- Attachment L Lucas County Juvenile Court Needs Assessment

³The instruments on the following pages are reprinted from *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, edited by J.C. Howell, and published in 1995 by the Office for Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, Washington, DC.

Attachment A: Juvenile Probation and Aftercare Assessment of Risk

Select the highest point total applicable for each category.

1. Age at First Adjudication	_____
16 or older	0
14 or 15	3
13 or younger	5
2. Prior Criminal Behavior	_____
No prior arrests	0
Prior arrest record, no formal sanctions	2
Prior delinquency petition sustained; no offenses classified as assaultive	3
Prior petition sustained for an assaultive offense	5
3. Institutional Commitments or Placements of 30 Days or More	_____
None	0
One	2
Two or more	4
4. Drug/Chemical Use	_____
No known use or no interference with functioning.....	0
Some disruption of functioning	2
Chronic abuse or dependency	5
5. Alcohol Abuse	_____
No known use or no interference with functioning.....	0
Occasional abuse, some disruption of functioning.....	1
Chronic abuse, serious disruption of functioning	3
6. Parental Control	_____
Generally effective	0
Inconsistent and/or ineffective.....	2
Little or none	4
7. School Disciplinary Problems	_____
Attending, graduated, GED equivalence.....	0
Problems handled at school level.....	1
Severe truancy or behavioral problems	3
Not attending/expelled.....	5
8. Peer Relationships	_____
Good support and influence	0
Negative influence, companions involved in delinquent behavior	2
Gang member	4

Attachment B: NCCD Michigan Delinquency Risk Assessment Scale

		Score
1. Age at First Adjudication		_____
11 or under	3	
12–14.....	2	
15	1	
16 or over	0	
2. Number of Prior Arrests		_____
None	0	
One or two	1	
Three or more	2	
3. Current Offense		_____
Nonassaultive offense (i.e., property, drug, etc.).....	2	
All others	0	
4. Number of Prior Out-of-Home Placements		_____
One or fewer.....	0	
Two or more	1	
5. History of Drug Usage		_____
No known use or experimentation only	0	
Regular use; serious disruption of functioning	1	
6. Current School Status		_____
Attending regularly, occasional truancy only, or graduated/GED	0	
Dropped out of school	1	
Expelled/suspended or habitually truant	2	
7. Youth Was on Probation at Time of Commitment to DSS		_____
No	0	
Yes.....	1	
8. Number of Runaways From Prior Placements		_____
None	0	
One or more.....	1	
9. Number of Grades Behind in School		_____
One or fewer.....	0	
Two or three	1	
Four or more	2	
10. Level of Parental/Caretaker Control		_____
Generally effective	0	
Inconsistent and/or ineffective.....	1	
Little or no supervision provided.....	2	
11. Peer Relationships		_____
Good support and influence; associates with nondelinquent friends	0	
Not peer-oriented or some companions with delinquent orientations	2	
Most companions involved in delinquent behavior or gang involvement/membership	3	
Total Score		_____

Risk Assessment	0–8	Low Risk
	9–13	Moderate Risk
	14–18	High Risk

Attachment C: Wisconsin Delinquency Risk Assessment Scale

	Score
1. Age at First Referral to Juvenile Court Intake	_____
13 or under	2
14	1
15 or over	0
2. Prior Referrals to Juvenile Court Intake	_____
None	0
One or two	1
Three or more	2
3. Prior Assaults (includes use of a weapon)	_____
Yes	2
No	0
4. Prior Out-of-Home Placements	_____
None or one	0
Two or more	2
5. Prior Runaways (from home or placement)	_____
None or one	0
Two or more	2
6. School Behavior Problems (includes truancy)	_____
None or only minor problems	0
Serious problems noted	2
7. History of Physical or Sexual Abuse as a Victim	_____
Yes	1
No	0
8. History of Neglect as a Victim	_____
Yes	2
No	0
9. History of Alcohol or Other Drug Abuse	_____
Yes	2
No	0
10. History of Serious Emotional Problems	_____
Yes	1
No	0
11. Peer Relationships	_____
Good support and influence	0
Negative influence, some companions involved in delinquent behavior or lack of peer relationships	1
Strong negative influence, most peers involved in delinquent behavior, such as gang involvement	2

Total Risk Score _____

Risk Classification:	0-5	Low Risk
	6-9	Medium Risk
	10-13	High Risk
	14 or Above	Very High Risk

Attachment D: Los Angeles County Detention/Release Scale

1. Most Serious Present Offense	_____
Serious/violent offenses	
WIC 707(b) offense	10
Other violent offenses (battery, assault)	7
Serious property/drug offenses, burglary, grand theft, MV theft, sale of narcotics	5
All other crimes	3
Status offenses, noncriminal violations	0
 2. Number of Sustained Petitions, Last 12 Months	 _____
Two or more	5
One	3
None	0
 3. Youth Residing With:	 _____
Out-of-home (institution, group home, etc.)	2
In-home (parent, guardian, relative)	0
 4. Under Influence of Drugs/Alcohol at Time of Arrest?	 _____
Yes	2
No	0
 5. Probation Status	 _____
Active probation, new criminal offense alleged	4
Active probation, no criminal allegation	2
Not on active probation	0
 6. Warrant Status	 _____
Minor is subject of active bench warrant	10
	 Total Score _____

Detain/Release Scale 0-9 = Release
 10+ = Consider for home detention, DAAP, or secure detention

Attachment E: Colorado Security Placement Instrument

1. Severity of Current Offense _____

Murder, rape, kidnap, escape.....10

Other violent offenses.....5

All other offenses0

2. Severity of Prior Adjudication _____

Violent offense.....5

Property offense.....3

Other/none.....0

3. Number of Prior Adjudications _____

Two or more5

Less than two0

Total Items 1-3 _____

Total Items 1-3. If score is 10 or higher, score as secure placement. If less than 10, score remaining stability items.

4. Age at First Referral _____

12-13 years of age.....2

14+0

5. History of Mental Health Outpatient Care _____

Yes.....1

No0

6. Youth Lived Alone or With Friends at Time of Current Adjudication _____

Yes.....1

No0

7. Prior Out-of-Home Placements _____

Yes.....1

No0

Total Items 1-7 _____

Apply score to the following placement scale.

10+	Consider for Secure
5-9	Short-Term Placement
0-4	Immediate Community

Attachment F: Louisiana Office of Juvenile Services Secure Custody Screening Document

	Score
1. Severity of Present Adjudicated Offense	_____
Level 0 felony	10
Level 1 felony	7
Level 2 felony	5
Level 3 felony	3
Level 4 felony	1
All other	0
2. If Present Adjudication Involves	_____
Possession/use of firearm	2
Multiple felonies	2
3. Number of Prior Adjudications	_____
Two or more felony adjudications.....	2
One felony or two + misdemeanors	1
None	0
4. Most Serious Prior Adjudication	_____
Level 0 or level 1 felony	5
Level 2 felony	3
Level 3 or below	0
5. For Offenders With Prior Adjudications	_____
Age at first adjudication	
Age 13 or younger	2
Age 14	1
Age 15 and older	0
6. History of Probation/Parole Supervision	_____
Offender currently on probation/parole.....	2
Offender with probation/parole revocation	1
7. History of In-Home/Nonsecure Residential Intervention	_____
Three or more prior failures	3
One or two prior failures	1
None	0
8. If the Offender Had a Prior Placement in OJS	_____
9. Prior Escapes or Runaways	_____
From secure more than once.....	3
From secure once or nonsecure 2+	2
From nonsecure once.....	0
Total Score	_____

Recommended Action 0-6 = Consider nonsecure placement
 7-8 = Consider short-term secure placement
 9+ = Consider secure placement

Attachment G: Michigan Initial Security Matrix for Delinquency

Most Serious Committing Offense	Prior Class I or II Adjudication		Risk Level		
			Low	Medium	High
Class I or II	Yes	No	High	High	High
			Medium	Medium	High
Class III	Yes	No	Low	Medium	Medium
			Community-based	Community-based	Low
Class IV or V	Yes	No	Community-based	Community-based	Low
			Community-based	Community-based	Community-based

Attachment H: Indiana Juvenile Corrections Placement Matrix

Offense Severity	Risk Level		
	High	Medium	Low
1. Violent Offenses	Violent offender program Assaultive sex offender program Staff secure residential	Violent or sex offender program Staff secure residential	Boot camp Intermediate sanction program
2. Serious Offenses	Boot camp Staff secure residential Job corps Intermediate sanction program	Intermediate sanction program	Intermediate sanction Day treatment Specialized group homes
3. Less Serious Offenses	Intermediate sanction program Day treatment Specialized group homes	Proctor program Tracking Community service	Community supervision Community service Mentors
4. Minor Offenses	Proctor program Tracking Community supervision	Community supervision Mentors	Mentors

Attachment I: Illinois DOC Juvenile Custody Risk Assessment

	Score
1. Prior Aggressive Behaviors	_____
No prior aggressive behavior.....	0
Aggressive toward peers in school, detention, R and C	2
Aggressive behavior toward staff in school, detention, R and C.....	6
Aggressive behavior toward peers and staff	8
2. Number of Petitioned Property Offenses	_____
Less than 11	0
More than 11	6
3. Parental Control	_____
Parent has some control over youth.....	0
Parent has no control or supports antisocial activity or no parental involvement with youth	3
4. Needs Level (Based on clinical evaluation)	_____
No need: no clinical done or no need	0
Minimal: needs 2–4 monthly contacts with MH professional	1
Moderate: needs weekly contact	2
Urgent: needs more than one contact weekly	3
Total Score	_____

Classification:

0–2 Minimum 3–9 Medium 10+ Maximum

Escape/Security/Risk	Minimum	Medium	Maximum
1. Nature of the Offense			
Comments:	_____	_____	_____
2. Run History			
Comments:	_____	_____	_____
3. Outstanding Charges/Warrants			
Comments:	_____	_____	_____
4. Time to Serve			
Comments:	_____	_____	_____

Attachment K: Custody Reclassification Scale

Name _____ Number _____
 Last First MI

Date ____ / ____ / ____ Staff Person _____

- 1. Severity of Current Offense*** _____
 - Highest.....3
 - High2
 - Moderate.....1
 - Low0
- 2. Most Serious Prior Offense*** _____
 - Highest.....5
 - High2
 - Moderate.....1
 - Low0
- 3. Number of Prior Offenses** _____
 - 8 or more.....3
 - 5-72
 - 4 or fewer.....0
- 4. Escapes/Attempts (Last 3 months)** _____
 - 1 or more.....5
 - None0
- 5. Number of Major Misconduct Reports (Last 3 months)** _____
 - 3 or more.....5
 - 1-23
 - None0
- 6. Most Serious Misconduct Report Received (Last 3 months)** _____
 - Highest.....7
 - High5
 - Moderate.....3
 - Low1
- 7. Program Participation/Adjustment (Last 3 months)** _____
 - Major problems reported5
 - Moderate problems3
 - Full participation/no significant problems0
- 8. Furlough/Days Off Experience** _____
 - Completed 3 or more successfully5
 - Completed 1 or 2 successfully3

Total Score _____

*Each jurisdiction should assign offenses to the appropriate category.

Attachment L: Lucas County Juvenile Court Needs Assessment

1. Family Relationships		_____
Stable/supportive	0	
Some disorganization/stress.....	3	
Major disorganization/stress.....	6	
2. Parental Problems (Check all that apply/Add points)		_____
Inadequate discipline.....	1	
Emotional instability	1	
Criminality	1	
Substance abuse	1	
Physical/sexual abuse.....	1	
Family violence	1	
Marital discord.....	1	
3. Support System		_____
Youth has support system or none needed	0	
No family/external support	1	
4. School Attendance		_____
No problem	0	
Some truancy	1	
Major truancy	2	
5. School Behavior		_____
No problem	0	
Some problem	1	
Major problem	2	
6. Substance Abuse		_____
No use	0	
Experimenter	1	
Former abuse/in recovery.....	3	
Occasional use	4	
Abuse	8	
7. Emotional Stability		_____
No problem	0	
Some problem, occasional interference	1	
Major problem, serious interference	2	
8. Peer Relationships		_____
Good support/influence	0	
Associations with occasional negative results	1	
Associations primarily negative	2	
9. Health		_____
No problem	0	
Some health problems	1	
Major handicap/illness	2	
10. Sexual Adjustment (check all that apply, enter highest)		_____
No problem	0	
Prostitution.....	1	
Sex offense	1	
Sexual identity/awareness problems	1	
Pregnant/has child.....	3	
Aggressive/assaultive sex offense	4	
11. Structured Activities		_____
Involvement.....	0	
No involvement	1	

Total Score _____

Technical Assistance Plan

The following pages provide guidance for developing a case assessment, classification, and management system and requesting needed technical assistance for this process. Completion of the forms is optional. Please copy these pages or remove the perforated copies of the same documents found in Appendix E and use them as needed.

1. Current Practices

A. How are cases presently assessed, classified, and managed in your program or jurisdiction?

B. What are the benefits of this system?

C. What problems have been encountered?

2. Goals

What does your program or jurisdiction hope to accomplish by developing or changing its case assessment, classification, and management system?

4. Determine Purpose and Goal

A. State the purpose and/or goal for developing or changing your case assessment, classification, and management system.

B. Refer to your mission statement. Is the purpose or goal stated above consistent with your mission statement? If not, what are the differences?

6. Case Assessment Instruments

- A. Do you presently use a case assessment instrument? If so, what are the strengths and weaknesses of this instrument?
- B. What type(s) of instrument do you need to develop or adopt?
- Risk assessment.
 - Placement/custody assessment.
 - Needs assessment.
- C. Looking at the examples of assessment instruments in Attachments A–L (pages 146–157), are any of these suitable for your program or jurisdiction?
- D. Are there any items that need to be added to or deleted from one of these instruments?
- E. If you adopt, modify, or develop an instrument, how will you validate it for your program or jurisdiction?
- F. Who will be responsible for administering and scoring assessment instruments? When and where will they be administered?

8. Case Management

A. How will you assign staff and/or make workload assignments based on your classification system?

B. How will case plans for youth be developed and implemented?

C. How will case plans and services for youth be monitored?

D. How and when will cases be reassessed and classifications and/or case plans revised? Who will have responsibility for this function?

9. Program or Agency Management

A. Will you use information from the case assessment and classification process to accomplish any of the following management tasks?

- Setting priorities among many competing needs.
- Developing workload standards and requirements for staff.
- Evaluating case plans and services provided.
- Planning.
- Budgeting.
- Monitoring.
- Evaluation.

B. If so, who will have responsibility for doing this? When and how will it be done?

10. Resources

A. Will any additional resources (e.g., staff, funding, equipment) be needed to implement this system?

B. If additional resources are needed, how will they be obtained?

C. Will any current resources need to be redistributed to implement this system? If so, how will that be accomplished?

II. Training

A. What staff training will be necessary to implement this system effectively?

B. Who will be responsible for developing and conducting this training? When will it be provided?

C. How will ongoing training needs (for present and future staff) be met?

12. Program Options

A. Are there sufficient program options available to implement your classification system fully?

B. If not, what additional program options are needed?

C. How will this need be met? Are there additional options that can be developed within the agency?
Are there programs that can best be provided by other resources, such as community agencies?

13. Evaluation

A. What process measures will you include in the evaluation?

B. What case factors will be evaluated?

C. What agency functions will be evaluated as they relate to the assessment, classification, and management system?

CHAPTER

6 Resources for Technical Assistance

This chapter provides a list of organizations that provide training and technical assistance on the topics addressed in this manual as well as other areas. Most of the providers are OJJDP grantees and contractors.

Additionally, the chapter contains sample documents that may be used in developing technical assistance

agreements and assessing technical assistance activities. Completion of the forms is optional. Please copy these pages or remove the perforated copies of the same documents found in Appendix F and use them as needed.

For additional information about the following resources and a complete listing of OJJDP training and technical assistance providers, please refer to:

Training and Technical Assistance Resource Catalog—2000 Edition, published by the OJJDP National Training and Technical Assistance Center, 800-830-4031, www.nttac.com.

Resources

Resource ¹	Balanced and Restorative Justice	Planning and Forecasting	Case Assessment and Classification	Gender-Specific Issues	Training and Technical Assistance (in a variety of areas)	Other Juvenile Justice Topics
American Correctional Association 4380 Forbes Boulevard Lanham, MD 20706-4322 301-918-1800 301-918-1900 (Fax) E-mail: jackg@ACA.org Internet: www.corrections.com/aca					✓	✓
American Probation and Parole Association P.O. Box 11910 Lexington, KY 40578-1910 606-244-8203 606-244-8001 (Fax) E-mail: appa@csg.org Internet: www.appa-net.org					✓	✓ Drug testing; victims issues; teen courts.

¹ These resource organizations primarily are OJJDP-funded grantees and contractors in the topic areas indicated.

Resource	Balanced and Restorative Justice	Planning and Forecasting	Case Assessment and Classification	Gender-Specific Issues	Training and Technical Assistance (in a variety of areas)	Other Juvenile Justice Topics
<p>Constitutional Rights Foundation 407 South Dearborn Suite 1700 Chicago, IL 60605 312-663-9057 312-663-4321 (Fax) Internet: www.crfc.org <i>or</i> 601 South Kingsley Drive Los Angeles, CA 90005 213-487-5590 213-386-0459 (Fax) E-mail: crfcitizen@aol.com Internet: www.crf-usa.org</p>						<p>✓ Law-related education; delinquency prevention.</p>
<p>Council of Juvenile Corrections Administrators 103 Atlantic Avenue Boston, MA 02110 617-227-7730 617-227-9260 (Fax) E-mail: [enter person's surname] CJCA@aol.com Internet: www.corrections.com/juvenile <i>or</i> www.corrections.com/cjca</p>						<p>✓ Performance-based standards for juvenile corrections and detention.</p>
<p>Cygnus Corporation 5640 Nicholson Lane Suite 300 Rockville, MD 20852 301-231-7537 301-984-8527 (Fax) E-mail: lbiondi@cygnusc.com Internet: www.cygnusc.com</p>					<p>✓ Disproportionate minority confinement.</p>	

Chapter 6: Resources for Technical Assistance

Resource	Balanced and Restorative Justice	Planning and Forecasting	Case Assessment and Classification	Gender-Specific Issues	Training and Technical Assistance (in a variety of areas)	Other Juvenile Justice Topics
Developmental Research and Programs, Inc. 130 Nickerson Street Suite 107 Seattle, WA 98109 800-736-2630 206-286-1805 206-286-1462 (Fax) E-mail: drpmain@aol.com Internet: www.drp.org			✓		✓ Mobilization of communities' Comprehensive Strategy; prevention.	
Florida Atlantic University 220 SE. Second Street Fort Lauderdale, FL 33301 954-762-5663 612-624-4923 954-762-5673 (Fax) 612-625-7288 (Fax) E-mail: bazemon@fau.edu	✓					
Greene, Peters, & Associates 1916 Patterson Street Nashville, TN 37208 615-327-0329 615-327-1422 (Fax) E-mail: greenepet@worldnet.att.net				✓		
Johns Hopkins University Institute for Policy Studies Wyman Park Building Fifth Floor 3400 North Charles Street Baltimore, MD 21218-2696 410-516-7179 410-516-8233 (Fax) E-mail: dma@jhunix.hcf. jhu.edu Internet: www.jhu.edu/nips/ research.html						✓ Intensive aftercare intervention.

Resource	Balanced and Restorative Justice	Planning and Forecasting	Case Assessment and Classification	Gender-Specific Issues	Training and Technical Assistance (in a variety of areas)	Other Juvenile Justice Topics
National Center for Juvenile Justice 710 Fifth Avenue Pittsburgh, PA 15219-3000 412-227-6950 412-227-6955 (Fax) Internet: www.ncjj.org		✓	✓		✓	
National Council of Juvenile and Family Court Judges University of Nevada, Reno 1041 N. Virginia, 3d Floor Reno, NV 89557 <i>or</i> Box 8970 Reno, NV 89507 775-784-6012 775-784-6628 (Fax) E-mail: admin@ncjfcj.unr.edu Internet: ncjfcj.unr.edu					✓	
National Council on Crime and Delinquency 685 Market Street Suite 620 San Francisco, CA 94105 415-896-6223 415-896-5109 (Fax) E-mail: pat@nccdsf.attmail.com Internet: www.nccd.com			✓		✓ Comprehensive Strategy; graduated sanctions; population projections.	✓ Evaluation of intensive community-based aftercare.
National Institute of Corrections 1960 Industrial Circle Suite A Longmont, CO 80501 800-995-6429 303-682-0706 303-682-0469 (Fax) Internet: www.bop.gov					✓	

Resource	Balanced and Restorative Justice	Planning and Forecasting	Case Assessment and Classification	Gender-Specific Issues	Training and Technical Assistance (in a variety of areas)	Other Juvenile Justice Topics
<p>National Juvenile Detention Association Eastern Kentucky University 301 Perkins Building Richmond, KY 40475 606-622-6259 606-622-6394 606-622-2333 (Fax) E-mail: NJDAEKU@aol.com Internet: www.njda.com</p> <p>or</p> <p>Center for Research and Professional Development 1407 South Harrison MSU Suite 350 East Lansing, MI 48823-5239 517-432-1242 517-432-1245 517-432-0727 (Fax) E-mail: NJDA@ssc.msu.edu Internet: www.njda.com</p>					<p>✓ Juvenile detention worker training.</p>	<p>✓ Reduction of overcrowding; program development and implementation; facility design.</p>
<p>OJJDP Juvenile Justice Clearinghouse P.O. Box 6000 Rockville, MD 20849-6000 800-638-8736 301-519-5600 (Fax) E-mail: askncjrs@ncjrs.org Internet: www.ojjdp.ncjrs.org</p>						<p>✓ Materials and resource information.</p>
<p>OJJDP National Training and Technical Assistance Center 10530 Rosehaven Street Suite 400 Fairfax, VA 22030 800-830-4031 703-385-3200 (Fax) E-mail: nttac@calib.com Internet: www.nttac.org</p>					<p>✓ Brokering of all aspects of training and technical assistance.</p>	

Resource	Balanced and Restorative Justice	Planning and Forecasting	Case Assessment and Classification	Gender-Specific Issues	Training and Technical Assistance (in a variety of areas)	Other Juvenile Justice Topics
<p>Street Law, Inc. 918 16th Street NW. Suite 602 Washington, DC 20006 202-293-0088 202-293-0089 (Fax) E-mail: clearinghouse@streetlaw.org Internet: www.streetlaw.org</p>						<p>Law-related education. ✓</p>

— Sample —

MEMORANDUM OF AGREEMENT

This Memorandum of Agreement confirms the commitment between the East Falls Juvenile Residential Treatment Center (recipient), the Juvenile Corrections Alliance (provider), and the Lincoln State Juvenile Justice Department (broker) for technical assistance.

Purpose

The East Falls Juvenile Residential Treatment Center submitted an application for technical assistance to the Lincoln State Juvenile Justice Department on May 1, 2001, requesting funding for technical assistance. The agency was recently cited by a State quality control panel for having inadequate services for female juvenile offenders. The agency wants to enhance its services to girls and requests assistance in bringing staff of the Juvenile Corrections Alliance to the agency for a site visit, a postvisit report and recommendations, and followup consultation as needed.

The goals for this technical assistance are to:

- Assess programs and services for female juvenile offenders placed at the East Falls Juvenile Residential Treatment Center.
- Recommend program components and/or policy changes to improve the services provided to female juvenile offenders at this agency.

Schedule

The onsite technical assistance will be provided June 6, 2001, from 9:00 a.m. until 5:00 p.m. and June 7, 2001, from 9:00 a.m. until 12:00 p.m.

Responsibilities

East Falls Juvenile Residential Treatment Center

The responsibilities of the East Falls Juvenile Residential Treatment Center are to:

- Provide information and program materials to the Juvenile Corrections Alliance in preparation for the site visit, including the agency's mission statement and goals, policy and procedures manual, and population data.
- Provide local transportation to the consultants while visiting the site.
- Arrange for the participation of members of the task force working on this issue.
- Arrange for meeting space, audiovisual equipment, and other amenities required for the meetings.
- Provide a notetaker to assist the consultants in recording information during the meetings.
- Develop an action plan for implementing technical assistance recommendations within 3 months of the site visit.
- Respond to an evaluation of the site visit.

Juvenile Corrections Alliance

The responsibilities of the Juvenile Corrections Alliance are to:

- Provide the services of staff member Julia Johnson to conduct a site visit to the East Falls Juvenile Residential Treatment Center.
- Prepare, at least 1 week in advance, an agenda for the meetings and a list of any staff or other persons who should attend.
- Conduct an assessment of the agency’s programs and services for female juvenile offenders.
- Make recommendations for improvements in programs and services.
- Prepare a summary report and recommendations document within 3 weeks of the site visit.
- Furnish copies of the report and recommendations to the East Falls Juvenile Residential Treatment Center and the Lincoln State Juvenile Justice Department.
- Respond to limited followup requests for additional information and/or clarification.
- Complete a followup evaluation form regarding the technical assistance activities.
- Conduct all consultation activities in a professional and confidential manner.

Lincoln State Juvenile Justice Department

The responsibilities of the Lincoln State Juvenile Justice Department are to:

- Pay the consultation fees of the Juvenile Corrections Alliance as agreed upon in a separate contract letter.
- Reimburse the Juvenile Corrections Alliance for the travel expenses of the consultant per the contract letter.
- Evaluate the technical assistance.

Contacts

The people responsible for the coordination and implementation of this technical assistance activity for each agency follow:

<p>East Falls Juvenile Residential Treatment Center David Smith, Director 1220 Broadway East Falls, LN 00000 000-555-1234</p>	<p>Juvenile Corrections Alliance Julia Johnson Research Associate 777 State Highway 10 Springfield, MM 00000 000-555-9876</p>	<p>Lincoln State Juvenile Justice Department Mary Bradshaw M Street Capital City, LN 00000 000-555-5739</p>
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The following signatures represent the agreement of all parties to the conditions of this memorandum:

East Falls Juvenile Residential Treatment Center	Date
Juvenile Corrections Alliance	Date
Lincoln State Juvenile Justice Department	Date

— Sample —

TECHNICAL ASSISTANCE DELIVERY PLAN

(To be completed by technical assistance provider)

Technical Assistance Consultant

Name _____

Title _____

Address _____

City/State/ZIP _____

Phone Number _____

Agency/Affiliation (if applicable) _____

Date(s) of Technical Assistance _____

Technical Assistance Recipient

Local Coordinator _____

Title _____

Agency/Organization _____

Address _____

City/State/ZIP _____

Phone Number _____

Chapter 6: Resources for Technical Assistance

4. What, if any, problems are anticipated with delivery?

5. What are the anticipated implementation dates of the technical assistance?

6. Anticipated length of preparation time (number of days) _____

7. Total number of days anticipated onsite _____

8. Anticipated length of followup time (number of days for report writing or materials development)

9. Total estimated number of consulting days _____

Technical Assistance Provider

Date

— Sample —

TECHNICAL ASSISTANCE RECIPIENT EVALUATION FORM

Recipient Information

Local Coordinator _____

Title of Coordinator _____

Agency/Organization _____

Address _____

City/State/ZIP _____

Phone Number _____

Project Name _____

Date(s) of Technical Assistance Delivery _____

Technical Assistance Provider(s) _____

Nature of Assistance (Check all that apply)

Onsite assistance (needs assessment).

Onsite assistance (materials development).

Onsite assistance (program/design).

Training.

Site visits to exemplary programs.

Other (please specify). _____

Chapter 6: Resources for Technical Assistance

1. What program elements were addressed with this technical assistance activity?

2. Please summarize the problems addressed.

3. Please rate the technical assistance provider on each of the following areas, using a scale of 1 (poor) to 5 (outstanding).

Technical Assistance Provider Qualities	5 = Outstanding	4 = Good	3 = Average	2 = Fair	1 = Poor
1. Flexible in unanticipated situations					
2. Prepared					
3. Sensitive to particular program need(s)					
4. Used time wisely					
5. Focused on program needs					
6. Communicated effectively					
7. Practical					
8. Knowledgeable of subject matter					

Chapter 6: Resources for Technical Assistance

8. Do you see any problems with implementation of the recommendations?

9. Please describe any planned or requested followup.

10. Is there any way technical assistance services could be improved?

11. Other comments or suggestions:

Signature of Local Coordinator

Date

— Sample —

TECHNICAL ASSISTANCE PROVIDER'S REPORT

Provider Information

Name _____

Title _____

Address _____

City/State/ZIP _____

Phone Number _____

Agency/Affiliation (if applicable) _____

Date(s) of Technical Assistance _____

Technical Assistance Recipient

Local Coordinator _____

Title _____

Agency/Organization _____

Address _____

City/State/ZIP _____

Phone Number _____

Chapter 6: Resources for Technical Assistance

1. Provide a brief summary of technical assistance provided.
2. Did technical assistance take place as expected/planned? (If not, why?)
3. Describe technical assistance activities (meetings, interviews, evaluations, training sessions, number of participants, etc.).

4. What was accomplished (goals attained, problems resolved, and needs met) through the provision of technical assistance?

5. What recommendations were agreed upon?

6. What, if any, obstacles remain?

7. Please describe any planned or requested followup.

8. What documents or reports were prepared? (Indicate titles and include them with the report.)

Technical Assistance Provider

Date

Appendixes

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Appendix A

TECHNICAL ASSISTANCE PLAN FACT SHEET

Agency _____

Mailing Address _____

Shipping Address (if different) _____

Telephone _____ Fax Number _____

E-mail _____

Contact Person _____

Title _____

Briefly describe the condition, issue, or problem for which you are requesting assistance.

For what area(s) of juvenile corrections do you need assistance? (Check all that apply.)

Probation. Nonresidential community-based programs.

Residential placement program. Parole/Aftercare. Other. (Please specify.)

Please check any of the issues or task areas below that apply to your need for assistance.

Planning and forecasting for future needs.

Education.

Assessment of youths' risks and needs.

Treatment.

Classification and case management.

Behavior management.

Graduated sanctions.

Balanced and Restorative Justice.

Crowding of secure custody facilities.

Disproportionate minority confinement.

Security.

Gender issues/female delinquents.

Healthcare.

Mental health issues.

Other. (Please specify.)

What is the timeframe within which technical assistance is needed?

I. Leadership and Coordination

Under whose leadership is this technical assistance being sought?

Name _____

Title _____

Address (if different from agency) _____

Telephone _____ Fax Number _____ E-mail _____

Please describe the following areas regarding this leader:

- Interest and involvement in this area of juvenile corrections.
- Leadership skills and attributes brought to this activity.
- Specific responsibilities to be assumed.

(Continue on the back or use another sheet if other leaders are involved.)

If different from the leader identified above, who will coordinate the technical assistance activities?

Name _____

Title _____

Address (if different from agency) _____

Telephone _____ Fax Number _____ E-mail _____

Please describe the following areas regarding this leader:

- Interest and involvement in this area of juvenile corrections.
- Specific responsibilities to be assumed.

2. Agency Vision, Mission, and Goals

A. Has a vision statement been developed? If so, what is it? If not, please see page 200 for assistance in developing a vision statement.

B. What is the agency's mission statement?

C. What goals and/or objectives already are developed regarding the condition, problem, or issue that has been identified for technical assistance?

Developing a Jurisdictional or Agency Vision

If your agency does not have a vision statement, the following activity may be used to develop one. It is best to do this in a group setting, but it can be done individually.

Ask the participants to list and discuss the legal mandates for the juvenile justice system in the State's Juvenile Code. Discuss the extent to which the jurisdiction or program is meeting these mandates.

Ask participants to imagine the jurisdiction in 5, 10, or 20 years.

Explain that all present problems have been resolved. Juvenile delinquency has been reduced significantly.

When youth do engage in unlawful behavior, the youth, victims, and the community receive responses that empower them. This jurisdiction is perceived as a safe one in which to live. Youth who enter the juvenile justice system leave it feeling more competent than when they entered it. When victims are injured or suffer losses from juvenile crime, the offender is involved in repairing the harm (e.g., paying restitution) to the extent possible.

Ask participants then to think about several statements, such as the following (others may be developed, if needed). Ask them to jot down their thoughts that would complete each statement.

1. If this jurisdiction or program were doing the best possible job of keeping the community safe from juvenile crime, we would _____
2. If this jurisdiction or program were making the best possible response to victims of juvenile crime, we would _____
3. If this jurisdiction or program were helping youth develop competencies to reach their full potential, we would _____
4. If this jurisdiction or program were strengthening families of delinquent youth adequately, we would _____
5. If this jurisdiction or program were planning adequately for juvenile corrections in the next 5 (or more) years, we would _____
6. If this jurisdiction or program were providing culturally competent services for delinquent youth (including ethnic, socioeconomic, and gender groups), we would _____
7. If this agency were responding appropriately to delinquent youth, we would _____

Compile the responses to each sentence from all participants. (This may be done on newsprint or typed on a handout.)

Divide participants into working groups, and ask them to take the responses for one or more of the sentences and fashion them into a statement of the jurisdiction's or program's vision of the future. Combine the statements into one document (on newsprint or a typed list). Ask the entire group to consider and discuss each part for content and consistency. Make changes in keeping with the group consensus on each part.

Compare the vision statement with the agency's mission. Determine whether the two statements are consistent. Make changes as needed in either statement.

Allow ample time for this process. It may occur over a few hours, a few days, or even a few months. It is vital, however, that all stakeholders feel they have input and an opportunity to express their opinions about each part of the vision statement.

Finally, prepare the vision statement, and distribute it widely to all people with an interest in the jurisdiction or program. Use it as a basis for planning and for other decisions related to the jurisdiction or program.

3. Identification of Key Stakeholders

In the left-hand column, identify stakeholders who should be involved in the technical assistance process. In the right-hand column, name those who have agreed to participate or will be asked to participate in technical assistance activities.

Agency Administrators/Managers

- State, county, or local directors of agencies.
- Program managers.

Program Personnel

- Representatives of service-delivery personnel whose job performance and conditions will be affected by the changes to be accomplished through the technical assistance process.

Representatives of Other Service-Delivery Systems Involved With Youth and Families

- Other juvenile justice professionals, such as judges, district attorneys, and defense attorneys.
- Educators.
- Mental health professionals.
- Protective services personnel.
- Leaders from communities of faith.
- Healthcare professionals.
- Substance abuse treatment practitioners.
- Public assistance specialists.
- Employment specialists.
- Organized recreation and leisure program leaders.

Representatives of Elected Officials and Funding Sources

- Local or State elected officials and/or their representatives and department heads.
- Legislators, city council members, and/or county commissioners.
- Officials from private foundations and other funding resources.

Other Stakeholders

- Victims and victims' services agency staff.
- Parents.
- Neighborhood group leaders.
- Other community leaders concerned about youth (e.g., youth group leaders).

4. The Condition, Problem, or Issue for Which Technical Assistance Is Needed

A. Describe, as specifically as possible, the condition, problem, or issue for which technical assistance is needed.

B. How did this problem come to the attention of juvenile justice system personnel?

C. What are the possible consequences if this condition, problem, or issue is not addressed?

D. Summarize any data that support the conclusion that this is a significant condition, problem, or issue (e.g., surveys, needs assessments).

E. What political or organizational factors contribute to the condition, problem, or issue?

- F. What other factors may pose barriers to the solution of this condition, problem, or issue?
- G. What jurisdictional or program statutes, regulations, policies, and procedures address this condition, problem, or issue?
- H. Have there been any previous attempts to address the problem or issue? If so, what were the results of these efforts?
- I. Are any cooperative or collaborative efforts already under way in the jurisdiction/community?

6. Technical Assistance Resources

- A. What jurisdictional or program resources are available for supporting the technical assistance effort?
- B. Have any sources of information, similar programs, or consultants knowledgeable about this condition, problem, or issue been identified? If so, please describe them.
- C. What management information system resources are in place (or planned) to track the implementation and effects of the technical assistance recommendations?
- D. Based on the current assessment, what level of technical assistance is deemed appropriate to address this condition, problem, or issue?
- Limited* (brief assistance to locate information or a resource person that can supply information related to specific questions).
 - Moderate* (information and resource persons that can engage in some ongoing exchange through telephone or written communication).
 - Onsite and/or longer term* (face-to-face contact with consultants and/or staff visits to other programs that have successfully dealt with a similar condition, problem, or issue).

Appendix B

I. Jurisdictional/Program Components and Linkages

A. For each of the following categories, list or describe the primary person or agencies responsible for administering these processes.

ARREST

INTAKE

DETENTION

PROSECUTION

DEFENSE

ADJUDICATION

PROBATION

**COMMUNITY-BASED
NONRESIDENTIAL PROGRAMS**

RESIDENTIAL PLACEMENT

AFTERCARE/PAROLE

Appendix B: Jurisdictional and Program Self-Assessment

- B. List additional juvenile justice system services or programs that are not included on the previous page, such as drug treatment, sex offender treatment, boot camps, group homes, and day treatment. Explain how each relates to the functions and/or agencies identified on the previous page.

- C. The purpose of this activity is to help stakeholders examine and visualize the existing array of services, service systems, and the interactions and lines of communication among them.

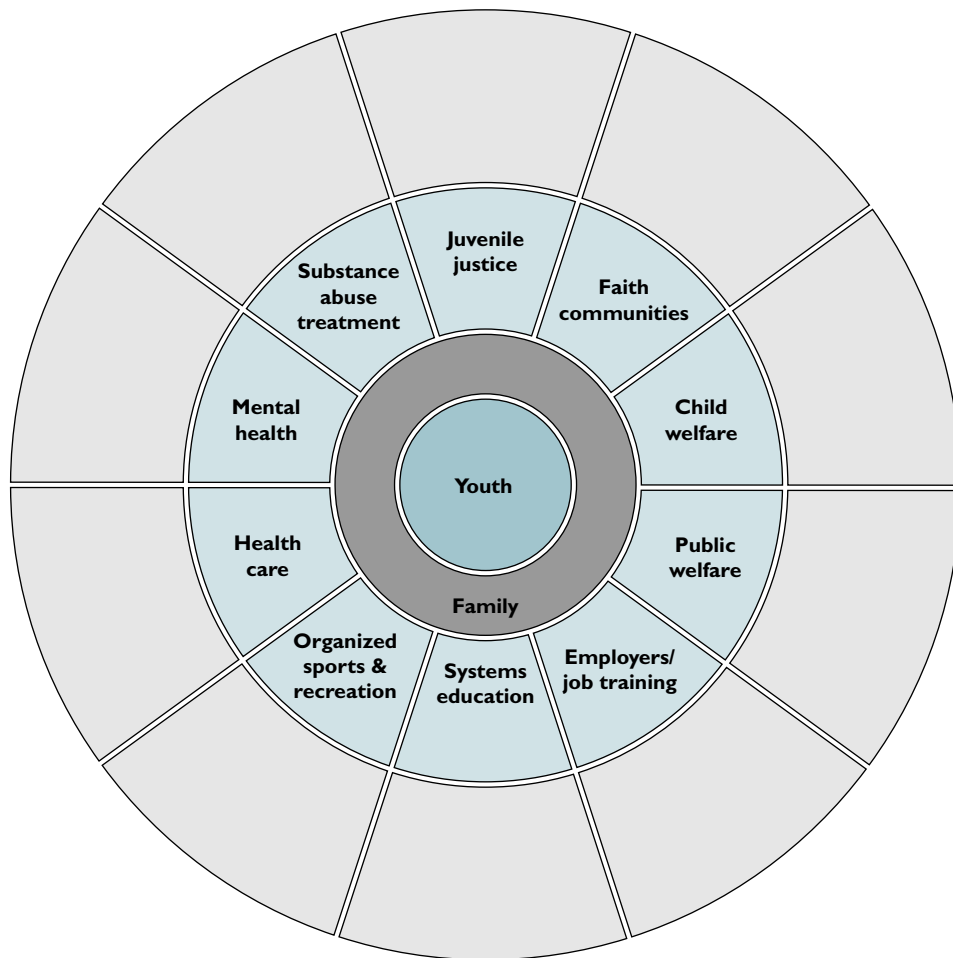
The activity can be done by an individual or a group. Involving other stakeholders in this process is likely to reveal more information and different perspectives than would emerge from the work of one person. The Systems Wheel may be copied for all participants, or larger wheels may be drawn on newsprint. If done in a group setting, a larger version is preferable, and colored markers should be used for better visibility of details.

On the Systems Wheel on the next page, do the following:

1. Draw a solid line from the juvenile justice system to all other systems in the jurisdiction providing services for delinquent youth with which there are formal linkages (between juvenile justice programs and that system), such as letters of agreement, statutory imperatives, contracts for services, and the like.
2. Draw a broken line from the juvenile justice system to all other systems in the jurisdiction providing services for delinquent youth with which there are informal linkages, such as those that will accept referrals from certain programs or personnel but do not have formal agreements to do so.
3. In the outer circle, next to each system, list all the services/programs provided by that system in your jurisdiction.
4. Circle or highlight services needed by delinquent youth but for which there presently are no linkages.
5. Outside the circle, write any services needed by delinquent youth in your jurisdiction for which no services exist in your jurisdiction.



After developing a graphic depiction of the interactions among youth-serving systems in your jurisdiction, consider the following questions:

- How do these patterns of systems interactions affect the condition, problem, or issue for which you need technical assistance?
- What changes, if any, in the systems interactions would improve the condition, problem, or issue for which you need technical assistance?



2. Jurisdictional Case Processing

The purpose of this activity is to help jurisdictions or programs determine their distinctive case processing patterns and compare them with national data regarding similar juvenile justice processes. Use the following chart to indicate the numbers of cases (for the most recent year) that fall in each category.

Detention Decision		Intake Decision	Intake Disposition	Judicial Decision	Judicial Disposition
Detained at arrest*	 Arrest or referrals (for year ____) 	Petitioned cases		Transferred to criminal court	
				Adjudicated	Placed
Probation					
Other					
Dismissed					
Nonadjudicated	Placed				
	Probation				
	Other				
	Dismissed				
Not detained*		Nonpetitioned (diverted cases)		Placed	
				Probation	
				Other	
				Dismissed	

*Although detention occurs following arrest, it is listed to the left in this chart because both detained and nondetained youth cases may be petitioned or not petitioned.

Appendix B: Jurisdictional and Program Self-Assessment

Compare your jurisdiction's case processing information to the national data shown on page 30.

A. How are the patterns similar?

B. What differences in the configurations are noted?

C. How do these patterns affect the condition, problem, or issue for which you need technical assistance?

3. JJDP Act Requirements

Briefly describe your jurisdiction's progress with meeting the following core requirements and/or special provisions of the JJDP Act of 1974, as amended (see page 31, Table 2:c).

A. Deinstitutionalization of status offenders.

B. Separation of adult and juvenile offenders.

C. Jail and lockup removal.

D. Disproportionate minority confinement.

E. Juvenile gangs.

F. Prevention programming.

Are these requirements related to the condition, problem, or issue for which you are seeking technical assistance?

6. Comprehensive Strategy Principles

Briefly describe measures undertaken in your jurisdiction to achieve the following six principles of the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.

A. Strengthen families.

B. Support core social institutions.

C. Promote delinquency prevention.

D. Intervene immediately and effectively when delinquent behavior occurs.

E. Establish a system of graduated sanctions that holds each juvenile offender accountable.

F. Identify and control the small group of serious, violent, and chronic juvenile offenders.

How do these relate to the condition, problem, or issue for which technical assistance is needed?

7. Jurisdictional Juvenile Population

A. What is the total population of your jurisdiction? _____

B. How many and what percentage of that population are juveniles subject to the original jurisdiction of the juvenile court?

Number _____ Percentage _____

C. How many juvenile offenders entered the juvenile justice system during the most recent year?

Category	Number	Percentage
Total arrested for a crime		
Total intakes for status offenses		
Total formally processed		
Total adjudicated delinquent		

D. What was the gender of juvenile offenders who entered the juvenile justice system during the most recent year?

Category	Males		Females	
	Number	Percentage	Number	Percentage
Total arrested for a crime				
Total intakes for status offenses				
Total formally processed				
Total adjudicated delinquent				

Appendix B: Jurisdictional and Program Self-Assessment

E. What were the races of juvenile offenders who entered the juvenile justice system during the most recent year?

Category	White #/(%)	African American #/(%)	Hispanic #/(%)	American Indian #/(%)	Asian American #/(%)	Other #/(%)
Total arrested for a crime						
Total intakes for status offenses						
Total formally processed						
Total adjudicated delinquent						

F. How do these data compare with the national statistics described on pages 35–36? Note similarities and differences, and describe how they affect the condition, problem, or issue for which technical assistance is needed.

8. Jurisdictional Juvenile Offense Patterns

- A. How many youth were arrested for the following violent crimes in your jurisdiction during the most recent year?

Type of Crime	Number of Arrests	Percentage of All Arrests of Juveniles
Robbery		
Forcible rape		
Murder		
Aggravated assault		

- B. How many youth were arrested for the following offenses during the most recent year?

Type of Crime	Number of Arrests	Percentage of All Arrests of Juveniles
Arson		
Vandalism		
Motor vehicle theft		
Burglary		
Larceny/theft		
Stolen property		
Disorderly conduct		
Weapons		
Liquor laws		
Sex offenses		
Other assaults		
Drug abuse		
Gambling		
Vagrancy		
Embezzlement		
Forgery		
Fraud		
Offenses against family		
Drunkenness		
Prostitution		
DUI		

Appendix B: Jurisdictional and Program Self-Assessment

C. The numbers and percentages listed on these tables represent:

_____ All arrests for each offense.

_____ The most serious offense committed for each arrest.

D. How do these data compare with the national statistics described on pages 35–36? Note similarities and differences, and describe how they affect the condition, problem, or issue for which technical assistance is needed.

9. Factors Related to Delinquency

- A. Think about the following problems as they pertain to your jurisdiction or program. How are they related to the issue, problem, or condition for which technical assistance is needed? Rank the problems according to the seriousness of the problem in the community by using a scale of 1 (least problematic) to 5 (most problematic). Use the comments column to describe any area of significance.

Rating (1-5)	Problem Area	Comments
	Availability of drugs	
	Availability of firearms	
	Youth with too much idle time	
	Lack of positive adult supervision	
	Scarcity of positive role models	
	Child abuse and neglect	
	Parents' lack of parenting skills	
	Youth's unmet needs for special education and mental health services	
	Economic deprivation	
	Neighborhood/community organization problems	
	High levels of adult crime	

- B. Describe any other problems in your jurisdiction that seem to cause or be related to juvenile crime.

- C. How do the problems listed under item B relate to the condition, problem, or issue for which technical assistance is needed?

10. Consequences of Delinquency

A. List the most significant human and economic consequences of juvenile delinquency and violence in your jurisdiction for:

1. The youth who commit crimes.

2. The peers of the offending youth.

3. The families of the offending youth.

4. The community/jurisdiction.

B. How are these consequences related to the condition, problem, or issue for which technical assistance is needed?

Appendix C

I. Current Practices

- A. What is the mission or purpose of juvenile justice as identified by your State's juvenile code?

- B. Refer to Table 3:a (page 67), which compares Retributive, Rehabilitation, and Restorative Justice paradigms. To which of these approaches is your present program most similar?

- C. What are the present values, vision, mission, and goals that guide your juvenile corrections program(s)?

- D. What issues, problems, or needs do you want to address by adopting a Balanced and Restorative Justice approach for juvenile corrections?

2. Anticipated Accomplishments

- A. What does your program or jurisdiction hope to accomplish by implementing a Balanced and Restorative Justice approach for juvenile corrections?

3. Involve Key Stakeholders

- A. List the individuals (and their roles) who are already involved in considering this change.

- B. List other individuals (and their roles) who may be affected by or concerned about this change.

- C. List all persons who will be involved in future decisionmaking about this change.

4. Community Involvement

Since community involvement is a vital part of Balanced and Restorative Justice, what measures will you take to inform community members about this approach, the plans that are made, and their opportunities to participate?

5. Focus of Program Change

Will your change to a Balanced and Restorative Justice approach affect the entire jurisdiction, a specific type of juvenile corrections program, a particular agency, or a certain program within an agency? Why have you made this selection?

6. Program Foundations

- A. What values consistent with Balanced and Restorative Justice will form the basis of your program strategies?

- B. What is your vision for implementing a Balanced and Restorative Justice approach?

- C. What is your mission statement for Balanced and Restorative Justice juvenile corrections?

- D. What are your specific program goals for implementing a Balanced and Restorative Justice approach?

- E. How will you operationalize the concepts of:
 - Juvenile accountability?
 - Competency development?
 - Community protection?

7. Development of Balanced and Restorative Justice Approach

Generate plans for your Balanced and Restorative Justice approach that describe:

- A. What will be done.
- B. Who will be involved.
- C. When it will be accomplished.
- D. Where it will take place.
- E. How changes will be accomplished.

8. Specific Balanced and Restorative Justice Activities

In the following table, identify specific agencies or programs, Balanced and Restorative Justice goals, and program activities you will develop for each of the strategies indicated.

Strategies	Agency or Program	Balanced and Restorative Justice Goal(s)	Specific Activities
Family involvement		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community involvement		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Involvement of other community systems and professionals		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Victim-Offender reconciliation or mediation		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community prosecution		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community courts		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Peer courts (youth or teen courts)		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Community corrections		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	
Institutional corrections		<input type="checkbox"/> Accountability. <input type="checkbox"/> Competency development. <input type="checkbox"/> Community protection.	

9. Staff Development and Training

A. What new information and skills must staff acquire to implement the program activities effectively?

B. How will staff receive the training and professional development needed?

10. Resources

A. What jurisdictional or agency resources are needed to implement your plan?

B. What plans do you have for shifting or developing new resources to meet this need?

12. Technical Assistance Plan

Look over responses to the preceding questions.

A. In what areas and for what specific questions do you need technical assistance?

B. Have you identified any potential technical assistance resources?

C. What additional resources or help do you need to obtain the technical assistance required?

Appendix D

1. Identify the general area of planning and/or forecasting activity you want to pursue.

2. Will your activities involve primarily operational or strategic planning? What is the timeframe for your planning (e.g., have a new service operational in 6 months; conduct strategic planning for the next 5 years)?

3. What type of information do you need to engage in forecasting activities for the planning you are doing?

4. Who are the stakeholders to be included in the planning process? What role does each play, and why is he or she important to the process?

5. What activities have you undertaken or will you undertake to achieve consensus on the nature of the problem or need for change?

6. What information will you need for decisionmaking?

- A. Program population statistics and trends.

- B. General population statistics and trends.

- C. Research findings on particular problems, issues, or conditions.

- D. Program examples from other jurisdictions.

- E. Other.

How will you obtain this information?

7. What are your jurisdiction's or agency's:

A. Values?

B. Vision?

C. Mission?

D. Goals?

- 8. What are the program objectives for the problem, issue, or condition under consideration? Be sure objectives specify actions, conditions, and methods to measure them by. Objectives should be attainable.**

9. What strategies will you use to meet your objectives?

I 1. What resources are needed to implement your plan?

I 2. How will you obtain or create these resources?

13. How will you monitor and evaluate the implementation of the plan?

A. What data need to be gathered?

B. How will data be collected?

C. How will you manage storage and retrieval of the data?

D. How will the data be used (e.g., program improvement, public relations)?

14. Describe the technical assistance you need for planning and forecasting.

In the following chart, check each area for which assistance is needed, and write a clear but brief description of the question or problem for which assistance is needed. Indicate whether you feel you need limited, moderate, or onsite/longer term assistance.

Limited technical assistance involves brief assistance to locate information—or a resource person who can supply information—related to specific questions.

Moderate technical assistance includes information needs and an ongoing exchange with knowledgeable resource persons through telephone conversations and correspondence.

Onsite and/or longer term technical assistance is needed for significant issues that require face-to-face contact with consultants.

✓ if TA needed in this area	List the problem, issue, or condition and describe why technical assistance is needed	✓ if limited TA is needed	✓ if moderate TA is needed	✓ if onsite or longer term TA is needed
	<ul style="list-style-type: none"> Stakeholders to be involved. 			
	<ul style="list-style-type: none"> Achieving consensus on the nature of the problem or need for change. 			
	<ul style="list-style-type: none"> Organizing information for decisionmaking. 			

Appendix D: Planning and Forecasting for Juvenile Corrections

✓ if TA needed in this area	List the problem, issue, or condition and describe why technical assistance is needed	✓ if limited TA is needed	✓ if moderate TA is needed	✓ if onsite or longer term TA is needed
	<ul style="list-style-type: none"> Developing or clarifying values, vision, mission, and goals. 			
	<ul style="list-style-type: none"> Designing program objectives. 			
	<ul style="list-style-type: none"> Identifying strategies. 			
	<ul style="list-style-type: none"> Making action plans. 			
	<ul style="list-style-type: none"> Locating or creating resources. 			
	<ul style="list-style-type: none"> Monitoring and evaluation. 			
	<ul style="list-style-type: none"> Other. 			

Appendix E

1. Current Practices

A. How are cases presently assessed, classified, and managed in your program or jurisdiction?

B. What are the benefits of this system?

C. What problems have been encountered?

2. Goals

What does your program or jurisdiction hope to accomplish by developing or changing its case assessment, classification, and management system?

4. Determine Purpose and Goal

A. State the purpose and/or goal for developing or changing your case assessment, classification, and management system.

B. Refer to your mission statement. Is the purpose or goal stated above consistent with your mission statement? If not, what are the differences?

5. System Components

A. In which part(s) of the juvenile corrections system (i.e., detention, community corrections, institutions) do you want to initiate or refine a case assessment, classification, and management system?

B. What outcomes do you hope to achieve by making this program change?

6. Case Assessment Instruments

- A. Do you presently use a case assessment instrument? If so, what are the strengths and weaknesses of this instrument?
- B. What type(s) of instrument do you need to develop or adopt?
- Risk assessment.
 - Placement/custody assessment.
 - Needs assessment.
- C. Looking at the examples of assessment instruments in Attachments A–L (pages 146–157), are any of these suitable for your program or jurisdiction?
- D. Are there any items that need to be added to or deleted from one of these instruments?
- E. If you adopt, modify, or develop an instrument, how will you validate it for your program or jurisdiction?
- F. Who will be responsible for administering and scoring assessment instruments? When and where will they be administered?

8. Case Management

A. How will you assign staff and/or make workload assignments based on your classification system?

B. How will case plans for youth be developed and implemented?

C. How will case plans and services for youth be monitored?

D. How and when will cases be reassessed and classifications and/or case plans revised? Who will have responsibility for this function?

9. Program or Agency Management

A. Will you use information from the case assessment and classification process to accomplish any of the following management tasks?

- Setting priorities among many competing needs.
- Developing workload standards and requirements for staff.
- Evaluating case plans and services provided.
- Planning.
- Budgeting.
- Monitoring.
- Evaluation.

B. If so, who will have responsibility for doing this? When and how will it be done?

10. Resources

A. Will any additional resources (e.g., staff, funding, equipment) be needed to implement this system?

B. If additional resources are needed, how will they be obtained?

C. Will any current resources need to be redistributed to implement this system? If so, how will that be accomplished?

II. Training

A. What staff training will be necessary to implement this system effectively?

B. Who will be responsible for developing and conducting this training? When will it be provided?

C. How will ongoing training needs (for present and future staff) be met?

12. Program Options

A. Are there sufficient program options available to implement your classification system fully?

B. If not, what additional program options are needed?

C. How will this need be met? Are there additional options that can be developed within the agency?
Are there programs that can best be provided by other resources, such as community agencies?

13. Evaluation

A. What process measures will you include in the evaluation?

B. What case factors will be evaluated?

C. What agency functions will be evaluated as they relate to the assessment, classification, and management system?

Appendix F

— Sample —

MEMORANDUM OF AGREEMENT

This Memorandum of Agreement confirms the commitment between the East Falls Juvenile Residential Treatment Center (recipient), the Juvenile Corrections Alliance (provider), and the Lincoln State Juvenile Justice Department (broker) for technical assistance.

Purpose

The East Falls Juvenile Residential Treatment Center submitted an application for technical assistance to the Lincoln State Juvenile Justice Department on May 1, 2001, requesting funding for technical assistance. The agency was recently cited by a State quality control panel for having inadequate services for female juvenile offenders. The agency wants to enhance its services to girls and requests assistance in bringing staff of the Juvenile Corrections Alliance to the agency for a site visit, a postvisit report and recommendations, and followup consultation as needed.

The goals for this technical assistance are to:

- Assess programs and services for female juvenile offenders placed at the East Falls Juvenile Residential Treatment Center.
- Recommend program components and/or policy changes to improve the services provided to female juvenile offenders at this agency.

Schedule

The onsite technical assistance will be provided June 6, 2001, from 9:00 a.m. until 5:00 p.m. and June 7, 2001, from 9:00 a.m. until 12:00 p.m.

Responsibilities

East Falls Juvenile Residential Treatment Center

The responsibilities of the East Falls Juvenile Residential Treatment Center are to:

- Provide information and program materials to the Juvenile Corrections Alliance in preparation for the site visit, including the agency's mission statement and goals, policy and procedures manual, and population data.
- Provide local transportation to the consultants while visiting the site.
- Arrange for the participation of members of the task force working on this issue.
- Arrange for meeting space, audiovisual equipment, and other amenities required for the meetings.
- Provide a notetaker to assist the consultants in recording information during the meetings.
- Develop an action plan for implementing technical assistance recommendations within 3 months of the site visit.
- Respond to an evaluation of the site visit.

Appendix F: Resources for Technical Assistance

Juvenile Corrections Alliance

The responsibilities of the Juvenile Corrections Alliance are to:

- Provide the services of staff member Julia Johnson to conduct a site visit to the East Falls Juvenile Residential Treatment Center.
- Prepare, at least 1 week in advance, an agenda for the meetings and a list of any staff or other persons who should attend.
- Conduct an assessment of the agency's programs and services for female juvenile offenders.
- Make recommendations for improvements in programs and services.
- Prepare a summary report and recommendations document within 3 weeks of the site visit.
- Furnish copies of the report and recommendations to the East Falls Juvenile Residential Treatment Center and the Lincoln State Juvenile Justice Department.
- Respond to limited followup requests for additional information and/or clarification.
- Complete a followup evaluation form regarding the technical assistance activities.
- Conduct all consultation activities in a professional and confidential manner.

Lincoln State Juvenile Justice Department

The responsibilities of the Lincoln State Juvenile Justice Department are to:

- Pay the consultation fees of the Juvenile Corrections Alliance as agreed upon in a separate contract letter.
- Reimburse the Juvenile Corrections Alliance for the travel expenses of the consultant per the contract letter.
- Evaluate the technical assistance.

Contacts

The people responsible for the coordination and implementation of this technical assistance activity for each agency follow:

East Falls Juvenile Residential Treatment Center

David Smith, Director
1220 Broadway
East Falls, LN 00000
000-555-1234

Juvenile Corrections Alliance

Julia Johnson
Research Associate
777 State Highway 10
Springfield, MM 00000
000-555-9876

Lincoln State Juvenile Justice Department

Mary Bradshaw
M Street
Capital City, LN 00000
000-555-5739

The following signatures represent the agreement of all parties to the conditions of this memorandum:

East Falls Juvenile Residential Treatment Center

Date

Juvenile Corrections Alliance

Date

Lincoln State Juvenile Justice Department

Date

— Sample —

TECHNICAL ASSISTANCE DELIVERY PLAN

(To be completed by technical assistance provider)

Technical Assistance Consultant

Name _____

Title _____

Address _____

City/State/ZIP _____

Phone Number _____

Agency/Affiliation (if applicable) _____

Date(s) of Technical Assistance _____

Technical Assistance Recipient

Local Coordinator _____

Title _____

Agency/Organization _____

Address _____

City/State/ZIP _____

Phone Number _____

4. What, if any, problems are anticipated with delivery?

5. What are the anticipated implementation dates of the technical assistance?

6. Anticipated length of preparation time (number of days) _____

7. Total number of days anticipated onsite _____

8. Anticipated length of followup time (number of days for report writing or materials development)

9. Total estimated number of consulting days _____

Technical Assistance Provider

Date

— Sample —

TECHNICAL ASSISTANCE RECIPIENT EVALUATION FORM

Recipient Information

Local Coordinator _____

Title of Coordinator _____

Agency/Organization _____

Address _____

City/State/ZIP _____

Phone Number _____

Project Name _____

Date(s) of Technical Assistance Delivery _____

Technical Assistance Provider(s) _____

Nature of Assistance (Check all that apply)

- Onsite assistance (needs assessment).
- Onsite assistance (materials development).
- Onsite assistance (program/design).
- Training.
- Site visits to exemplary programs.
- Other (please specify). _____

1. What program elements were addressed with this technical assistance activity?

2. Please summarize the problems addressed.

3. Please rate the technical assistance provider on each of the following areas, using a scale of 1 (poor) to 5 (outstanding).

Technical Assistance Provider Qualities	5 = Outstanding	4 = Good	3 = Average	2 = Fair	1 = Poor
1. Flexible in unanticipated situations					
2. Prepared					
3. Sensitive to particular program need(s)					
4. Used time wisely					
5. Focused on program needs					
6. Communicated effectively					
7. Practical					
8. Knowledgeable of subject matter					

8. Do you see any problems with implementation of the recommendations?

9. Please describe any planned or requested followup.

10. Is there any way technical assistance services could be improved?

11. Other comments or suggestions:

Signature of Local Coordinator

Date

— Sample —

TECHNICAL ASSISTANCE PROVIDER'S REPORT

Provider Information

Name _____

Title _____

Address _____

City/State/ZIP _____

Phone Number _____

Agency/Affiliation (if applicable) _____

Date(s) of Technical Assistance _____

Technical Assistance Recipient

Local Coordinator _____

Title _____

Agency/Organization _____

Address _____

City/State/ZIP _____

Phone Number _____

Appendix F: Resources for Technical Assistance

4. What was accomplished (goals attained, problems resolved, and needs met) through the provision of technical assistance?

5. What recommendations were agreed upon?

6. What, if any, obstacles remain?

7. Please describe any planned or requested followup.

8. What documents or reports were prepared? (Indicate titles and include them with the report.)

Technical Assistance Provider

Date

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301-519-5600 (fax)

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Publications From OJJDP

OJJDP produces a variety of publications—Fact Sheets, Bulletins, Summaries, Reports, and the *Juvenile Justice* journal—along with videotapes, including broadcasts from the juvenile justice telecommunications initiative. Through OJJDP's Juvenile Justice Clearinghouse (JJC), these publications and other resources are as close as your phone, fax, computer, or mailbox.

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Type *subscribe juvjust your name*

In addition, JJC, through the National Criminal Justice Reference Service (NCJRS), is the repository for tens of thousands of criminal and juvenile justice publications and resources from around the world. They are abstracted and placed in a database, which is searchable online (www.ncjrs.org/database.htm). You are also welcome to submit materials to JJC for inclusion in the database.

The following list highlights popular and recently published OJJDP documents and videotapes, grouped by topical areas.

The OJJDP Publications List (BC000115) offers a complete list of OJJDP publications and is also available online.

In addition, the OJJDP Fact Sheet Flier (LT000333) offers a complete list of OJJDP Fact Sheets and is available online.

OJJDP also sponsors a teleconference initiative, and a flier (LT116) offers a complete list of videos available from these broadcasts.

Corrections and Detention

Beyond the Walls: Improving Conditions of Confinement for Youth in Custody. 1998, NCJ 164727 (116 pp.).

Disproportionate Minority Confinement: 1997 Update. 1998, NCJ 170606 (12 pp.).

Disproportionate Minority Confinement: Lessons Learned From Five States. 1998, NCJ 173420 (12 pp.).

Juvenile Arrests 1997. 1999, NCJ 173938 (12 pp.).

Reintegration, Supervised Release, and Intensive Aftercare. 1999, NCJ 175715 (24 pp.).

Courts

Guide for Implementing the Balanced and Restorative Justice Model. 1998, NCJ 167887 (112 pp.).

Innovative Approaches to Juvenile Indigent Defense. 1998, NCJ 171151 (8 pp.).

Juvenile Court Statistics 1997. 2000, NCJ 180864 (120 pp.).

Offenders in Juvenile Court, 1997. 2000, NCJ 181204 (16 pp.).

RESTTA National Directory of Restitution and Community Service Programs. 1998, NCJ 166365 (500 pp.), \$33.50.

Trying Juveniles as Adults in Criminal Court: An Analysis of State Transfer Provisions. 1998, NCJ 172836 (112 pp.).

Youth Courts: A National Movement Teleconference (Video). 1998, NCJ 171149 (120 min.), \$17.

Delinquency Prevention

1998 Report to Congress: Juvenile Mentoring Program (JUMP). 1999, NCJ 173424 (65 pp.).

1998 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs. 1999, NCJ 176342 (58 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Report). 1996, NCJ 157106 (200 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Summary). 1996, NCJ 157105 (36 pp.).

Effective Family Strengthening Interventions. 1998, NCJ 171121 (16 pp.).

Juvenile Accountability Incentive Block Grants Strategic Planning Guide. 1999, NCJ 172846 (62 pp.).

Parents Anonymous: Strengthening America's Families. 1999, NCJ 171120 (12 pp.).

Prenatal and Early Childhood Nurse Home Visitation. 1998, NCJ 172875 (8 pp.).

Treatment Foster Care. 1999, NCJ 173421 (12 pp.).

Gangs

1997 National Youth Gang Survey. 1999, NCJ 178891 (82 pp.).

Gang Members on the Move. 1998, NCJ 171153 (12 pp.).

Youth Gangs: An Overview. 1998, NCJ 167249 (20 pp.).

The Youth Gangs, Drugs, and Violence Connection. 1999, NCJ 171152 (12 pp.).

Youth Gangs in America Teleconference (Video). 1997, NCJ 164937 (120 min.), \$17.

General Juvenile Justice

Comprehensive Juvenile Justice in State Legislatures Teleconference (Video). 1998, NCJ 169593 (120 min.), \$17.

Guidelines for the Screening of Persons Working With Children, the Elderly, and Individuals With Disabilities in Need of Support. 1998, NCJ 167248 (52 pp.).

Juvenile Justice, Volume VII, Number 1. 2000, NCJ 178256 (40 pp.).

A Juvenile Justice System for the 21st Century. 1998, NCJ 169726 (8 pp.).

Juvenile Offenders and Victims: 1999 National Report. 1999, NCJ 178257 (232 pp.).

OJJDP Research: Making a Difference for Juveniles. 1999, NCJ 177602 (52 pp.).

Promising Strategies To Reduce Gun Violence. 1999, NCJ 173950 (253 pp.).

Sharing Information: A Guide to the Family Educational Rights and Privacy Act and Participation in Juvenile Justice Programs. 1997, NCJ 163705 (52 pp.).

Missing and Exploited Children

Portable Guides to Investigating Child Abuse (13-title series).

Protecting Children Online Teleconference (Video). 1998, NCJ 170023 (120 min.), \$17.

When Your Child Is Missing: A Family Survival Guide. 1998, NCJ 170022 (96 pp.).

Substance Abuse

The Coach's Playbook Against Drugs. 1998, NCJ 173393 (20 pp.).

Drug Identification and Testing in the Juvenile Justice System. 1998, NCJ 167889 (92 pp.).

Preparing for the Drug Free Years. 1999, NCJ 173408 (12 pp.).

Violence and Victimization

Combating Fear and Restoring Safety in Schools. 1998, NCJ 167888 (16 pp.).

Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. 1995, NCJ 153681 (255 pp.).

Report to Congress on Juvenile Violence Research. 1999, NCJ 176976 (44 pp.).

Serious and Violent Juvenile Offenders. 1998, NCJ 170027 (8 pp.).

Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions Teleconference (Video). 1998, NCJ 171286 (120 min.), \$17.

State Legislative Responses to Violent Juvenile Crime: 1996–97 Update. 1998, NCJ 172835 (16 pp.).

White House Conference on School Safety: Causes and Prevention of Youth Violence Teleconference (Video). 1998, NCJ 173399 (240 min.), \$17.

Youth in Action

Community Cleanup. 1999, NCJ 171690 (6 pp.).

Cross-Age Teaching. 1999, NCJ 171688 (8 pp.).

Make a Friend—Be a Peer Mentor. 1999, NCJ 171691 (8 pp.).

Plan A Special Event! 1999, NCJ 171689 (8 pp.).

Planning a Successful Crime Prevention Project. 1998, NCJ 170024 (28 pp.).

Stand Up and Start a School Crime Watch! 1998, NCJ 171123 (8 pp.).

Two Generations—Partners in Prevention. 1999, NCJ 171687 (8 pp.).

Wipe Out Vandalism and Graffiti. 1998, NCJ 171122 (8 pp.).

Youth Preventing Drug Abuse. 1998, NCJ 171124 (8 pp.).

