



# OJJDP

*Annual Report*  
*1999*

*Office of Juvenile Justice  
and Delinquency Prevention*

# Office of Juvenile Justice and Delinquency Prevention

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

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual 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 how delinquency develops and the best methods for its prevention, intervention, and treatment; 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 replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

**State Relations and Assistance Division** supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

**Information Dissemination Unit** produces and distributes information resources on juvenile justice research, training, 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, IDU develops priorities, publishes solicitations and application kits for funding opportunities, and facilitates the peer review process 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, children who have been abused or neglected, and children exposed to domestic or community violence. CPD program activities include conducting research; providing information, training, and technical assistance on programs to prevent and respond to child victims, witnesses, and their families; developing and demonstrating effective child protection initiatives; and supporting the National Center for Missing and Exploited Children.

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

# *OJJDP Annual Report*

**John J. Wilson, Acting Administrator  
Office of Juvenile Justice and Delinquency Prevention**

July 2000

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*This Report covers activities undertaken by the Office of  
Juvenile Justice and Delinquency Prevention during Fiscal  
Year 1999.*

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

## *Foreword*

America's communities have made considerable progress in recent years in reducing juvenile crime and violence. This reduction is due, in part, to efforts to develop comprehensive approaches to juvenile violence—approaches that combine prevention and early intervention programs with graduated sanctions that hold young offenders accountable at every stage of the juvenile justice system. OJJDP has been promoting this approach for nearly a decade, and we are pleased that our efforts to help States and local communities address juvenile delinquency and violence are paying off, as evidenced by the continuing decline in the number of juvenile arrests, particularly violent crime arrests.

During fiscal year (FY) 1999, OJJDP continued to focus on this comprehensive approach, implementing a variety of programs to help communities better protect children from harm, steer them away from inappropriate behavior, and intervene early and effectively when high risk and delinquent behaviors first occur. These programs address issues of national concern, such as substance abuse, juvenile gang activity, school violence, and gun violence. Other issues addressed include youth violence in Indian Country, children with disabilities, hate crimes, mentoring initiatives, child abuse, and community partnerships to reduce juvenile crime.

To help ensure that OJJDP invests resources in strategies that work, the Office remains committed to funding research, evaluation, and statistical activities that help to determine the scope of juvenile violence and victimization and to identify the most effective approaches to address them. Recognizing that States and communities need reliable data and information about effective programs, OJJDP also remains committed to sharing information with those who need it—practitioners, policymakers, and the public.

*OJJDP Annual Report 1999* highlights the Office's accomplishments in FY 1999 and illustrates comprehensive approaches that have proven effective in bringing about positive change in the lives of troubled children and protecting all citizens. I trust that State and local policymakers and practitioners will find the report's vast array of information helpful as they strive to reduce juvenile crime and child victimization in their communities. Working together, we can secure strong and safe futures for our Nation's children, their families, and their communities.

*John J. Wilson*  
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## *An Introduction to the Office of Juvenile Justice and Delinquency Prevention*

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

Although the nature and extent of delinquency and abuse have changed considerably since OJJDP was created, the Office continues to provide national leadership and to support an array of activities to help States and communities meet many juvenile justice challenges at the local level. These challenges include dealing with the small percentage of juveniles who are serious, violent, and chronic offenders; holding offenders accountable for their unlawful actions; combating alcohol and drug abuse; addressing gang and juvenile gun violence; working to strengthen families; and helping children victimized by crime and child abuse.

The Office funds important research and evaluation efforts, statistical studies, and demonstration pro-

grams; provides technical assistance and training; produces and distributes publications and other products containing reliable information about juvenile justice topics; oversees activities dealing with missing and exploited children; and administers formula, block, and discretionary grant programs.

During fiscal year (FY) 1999, OJJDP supported a variety of activities to help communities prevent delinquency, address school violence, strengthen the juvenile justice system, reduce the victimization of children, improve and support law enforcement efforts, and develop comprehensive strategies. Recognizing the importance of providing up-to-date information to policymakers and the public about the extent and nature of juvenile crime and what works to prevent it, OJJDP also continued to make "getting the word out" a priority.

This annual report describes OJJDP's major accomplishments in these areas during FY 1999 and discusses the philosophy that guided its programming. These activities reflect OJJDP's continuing commitment to focus on programs that have the greatest potential to reduce juvenile delinquency and the victimization of children and to improve the juvenile justice system.



## Chapter 1

# *An Overview of Major Accomplishments*

The latest Federal Bureau of Investigation figures, released in late 1999, indicate that juvenile crime and violence continued a downward trend that began in 1994, bringing a halt to the dramatic annual increases that had alarmed the Nation since 1988. According to the OJJDP publication *Juvenile Arrests 1998*, the total number of juvenile arrests for violent crimes—murder, forcible rape, robbery, and aggravated assault—declined for the fourth consecutive year in 1998. Specifically, serious violence by juveniles dropped 19 percent between 1994 and 1998, compared with a reduction of 6 percent in violence by adults in the same time period. Between 1993 and 1998, juvenile arrests for murder decreased by about 50 percent, with the number of arrests in 1998 (2,100) about 15 percent above the 1987 level.

Despite this encouraging news, critical problems remain. Gangs continue to affect a large number of cities and are beginning to affect more rural and suburban areas than ever before. The problems posed by the use of drugs and alcohol by America's youth continue to demand attention. In 1998, for example, 54 percent of high school seniors reported that they had at least tried illicit drugs, and 50 percent of eighth graders had tried alcohol. Too many children also continue to be victims of child and sexual abuse and violent crimes. According to OJJDP's *Juvenile Offenders and Victims: 1999 National Report*, for example, in one-third of all sexual assaults reported to law enforcement, the victim was younger than age 12.

This mixture of some reassuring and some still troubling statistics serves as a reminder that although great progress has been made in addressing juvenile delinquency and victimization, much more needs to be done. As the Nation moves into the 21st century, reducing juvenile crime, violence, and victimization remains one of the Nation's most crucial challenges, just as it was in the closing decades of the 20th cen-

ture. OJJDP addressed this challenge in FY 1999 by developing and funding an array of research, evaluation, demonstration, training, technical assistance, and dissemination activities that are making a difference for juveniles and helping keep communities safe.

Because policymakers, researchers, educators, law enforcement officers, and members of the public need to know if their responses are effective, OJJDP continues to place great value on its research, evaluation, and statistics programs. The Office funds a number of important research programs and uses what is learned from these programs to design and implement model demonstration programs, replicate successful programs, and provide comprehensive and targeted training and technical assistance to States and local communities.

OJJDP continues to use the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders as the foundation of its programs. The Comprehensive Strategy is a research-based framework that relies on a balanced approach to aggressively address juvenile delinquency and violence by preventing the onset of delinquency, improving the juvenile justice system's ability to respond to juvenile offending, and establishing graduated sanctions that hold offenders accountable at every stage of the juvenile justice system. In FY 1999, OJJDP employed the Comprehensive Strategy to help States and local communities prevent at-risk youth from becoming serious, violent, and chronic juvenile offenders and to help the communities craft practical responses to those who do.

The accomplishments highlighted in this chapter illustrate OJJDP's commitment to helping communities ensure a continuing decline in the juvenile crime rate and protecting juveniles from victimization.

## *Juvenile Court Centennial Initiative*

The juvenile court celebrated its 100th anniversary in 1999, and to help inaugurate the court's second century, OJJDP launched the Juvenile Court Centennial Initiative (JCCI). Designed to celebrate 100 years of a rehabilitative approach to children and youth who get in trouble with the law and to stimulate debate about ways to revitalize and strengthen the juvenile justice system, JCCI is highlighting successful juvenile court graduates and model juvenile justice programs. The initiative is conducting a national search for individuals who have come into contact with the juvenile court and who are now successful adults and has issued a national call for information about model juvenile justice programs. These individuals and programs were recognized at the National Juvenile Justice Summit "How Shall We Respond to the Dreams of Youth?" in Washington, DC, in June 2000. A Declaration for Juvenile Justice for the 21st Century will be developed by delegates to the summit. A national public education campaign is being conducted to raise public awareness of and support for effective solutions to youth crime and the issues facing troubled children and youth. JCCI has developed public service announcements (PSAs), a video, a local organizer's kit, and a media kit to encourage community leaders to initiate local centennial events. JCCI also publishes a bi-monthly online newsletter, which can be found on OJJDP's Web site at [www.ojjdp.ncjrs.org/jcci/inthenews.html](http://www.ojjdp.ncjrs.org/jcci/inthenews.html).

In addition to juvenile justice experts and juvenile court graduates, representatives from more than 75 national organizations are participating in JCCI, including government agencies, law enforcement organizations, healthcare and mental health professions, youth-serving organizations, the faith community, the legal community, the human rights field, and child advocacy groups.

OJJDP is funding JCCI through a consortium composed of Bright Future Ventures, Silver Spring, MD; the Center on Juvenile and Criminal Justice, Washington, DC; the Children and Family Justice

Center, Chicago, IL; Communication Works, San Francisco, CA; and the Youth Law Center, Washington, DC.

OJJDP also commemorated the juvenile court's centennial in an issue of *Juvenile Justice*. Articles in the journal discuss reasons to celebrate the centennial, examine the court's progress, and reflect on the juvenile court's future potential. This issue of the journal (volume VI, number 2) is available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

## *Juvenile Offenders and Victims: 1999 National Report*

Information is one of the most important tools available to fight both juvenile crime and the victimization of children. Without facts, policymakers and others can base solutions only on speculation. A Report released by OJJDP in September 1999 provides the facts needed to help solve the crucial challenges of the new millennium. *Juvenile Offenders and Victims: 1999 National Report* contains a wealth of information, offers insights into juvenile crime and victimization, and provides data on the operations of juvenile justice systems across the country. The Report answers the questions most frequently asked by juvenile justice professionals, policymakers, the media, and concerned citizens and is a valuable source of information. The document is available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

Many new facts in the *National Report* have tremendous implications for both policy and program development. Examples include the following:

- ◆ Females are at greater risk of being murdered in their first year of life and at age 23 than at any other age in their lives.
- ◆ For every two youth (ages 0–19) murdered in 1996, one youth committed suicide.
- ◆ Eighty-eight percent of the more than 3,000 counties in the United States reported no murders by juveniles in 1997.

- ◆ Between 1994 and 1997, the number of murders involving a juvenile perpetrator dropped 39 percent. This decline was attributable entirely to a decline in homicides involving firearms.
- ◆ Serious violent offenses committed by juveniles dropped 33 percent between 1993 and 1997, while violence by adults was down 25 percent.
- ◆ When one youth drops out of high school and enters a life of crime and drug abuse, the cost to society is \$2 million.

The *National Report* contains easy-to-read tables, graphs, and detailed maps and analyses of statistics in clear, nontechnical language. It answers questions about how much crime juveniles are involved in, which kinds of crime they commit, and how often they are victims of crime. It also presents recent trends in juvenile violence and the characteristics of juveniles in custody. The *National Report* includes the most recent updates of information originally presented in *Juvenile Offenders and Victims: A National Report* (the benchmark publication issued in 1995) and also includes findings from important new sources, including the Bureau of Labor Statistics' National Longitudinal Survey of Youth 1997 and OJJDP's national Census of Juveniles in Residential Placement. By the end of December 1999, OJJDP had distributed more than 18,000 copies of the Report.

Because OJJDP realizes how critical it is for practitioners and policymakers to have current information, updates will be placed on OJJDP's Web site as new data become available ([www.ojjdp.ncjrs.org/ojstatbb/index.html](http://www.ojjdp.ncjrs.org/ojstatbb/index.html)). The Office also created a "National Report Notebook" on the Web site, which offers quick access to additional information and direct links to related pages in the Report.

To help make information in the *National Report* even more accessible and usable, OJJDP developed a Bulletin series that provides readers with quick, focused access to some of the most critical findings. Each Bulletin highlights topics of interest to juvenile justice policymakers and extracts relevant *National Report* sections (including selected graphs and tables to present the data). Bulletins published to date in-

clude *Violence After School* (November 1999), *Minorities in the Juvenile Justice System* (December 1999), *Juvenile Justice: A Century of Change* (December 1999), *Challenging the Myths* (February 2000), *Kids and Guns* (March 2000), and *Children As Victims* (May 2000).

In addition, OJJDP will make the *National Report* available on CD-ROM. The disk will allow users to view the 232-page Report in a portable document format. The CD-ROM will provide a comprehensive "educator's kit" that includes statistical information, source documents, and links to government Web sites to obtain more information. The CD-ROM will be available in the summer of 2000.

## MTV Partnership

OJJDP, the U.S. Department of Education's (ED's) Safe and Drug-Free Schools Program, and MTV formed a partnership and launched a campaign in FY 1999 to combat youth-related violence. The campaign includes a series of PSA's, special broadcast programs, and an interactive CD-ROM, *Fight for Your Rights: Take A Stand Against Violence*. The campaign has been reaching out to young people, providing them with solutions—such as peer mentoring, conflict resolution programs, and youth advocacy groups—to reduce violence in their communities.

The CD includes music from popular artists and role-play scenarios. The Recording Industry Association of America donated the material and labor for producing 1 million CD's. Featured artists include Lauryn Hill, Billie Joe of Green Day, the Dave Matthews Band, Everclear, Jennifer Love Hewitt, the Backstreet Boys, Alanis Morissette, Q-Tip of A Tribe Called Quest, Tori Amos, and Adam Yauch of the Beastie Boys.

OJJDP's Juvenile Justice Clearinghouse established a special toll-free number (877-284-1188) for CD requests. The campaign was launched on March 28, 1999, and the Clearinghouse expected to receive 450 calls daily. The actual volume was much greater, fluctuating between 200 and 10,000 calls a day. By the end of December, JJC had distributed more than 400,000 CD's.

With funding and support from OJJDP and ED, MTV developed a 24-page *Action Guide* that is distributed with the CD. The *Action Guide* contains toll-free numbers and Web site addresses of antiviolence groups. The interactive portion of the CD was developed by the National Center for Conflict Resolution in Urbana, IL, under a grant from OJJDP and ED. The CD-ROM walks viewers through a number of videotaped real-life situations that young people often confront and gives them the skills they need to resolve conflicts peacefully. The guide and interactive CD have been promoted on MTV through PSA's and during special programming, grassroots events, special reports, and on-air promotions devoted specifically to the topic of youth violence.

OJJDP and ED also distributed 200,000 more CD's to youth organizations across the country, including afterschool programs, Boys & Girls Clubs, human services organizations, juvenile justice and law enforcement agencies, civic groups, and foundations.

## *Safe Schools/Healthy Students Initiative*

In an unprecedented joint effort, ED and the U.S. Departments of Justice (through OJJDP) and Health and Human Services (HHS) awarded more than \$100 million in grants in FY 1999 to 54 communities to help them make their schools safe and drug free and to promote healthy childhood development. The agencies received 447 applications for this program. In keeping with OJJDP's commitment to use what has been learned from research to design and implement model demonstration programs, the Safe Schools/Healthy Students Initiative is helping urban, rural, suburban, and tribal school districts design and implement communitywide programs that include comprehensive education, mental health, social, law enforcement, and juvenile justice services for youth. Additional funds from the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS) were awarded to fund the hiring of 53 police or school resource officers in schools.

The goal of the initiative is to help students develop the skills and emotional resilience necessary to

### **Safe Schools/Healthy Students Grantees**

#### **Alaska**

Delta/Greely School District, Delta Junction

#### **Arkansas**

Jonesboro Public Schools, Jonesboro

#### **Arizona**

Northern Arizona Academy, Show Low  
Pinon Unified School District #4, Pinon

*COPS funding*

#### **California**

Los Angeles Unified School District, Los Angeles  
Riverside Unified School District, Riverside

*COPS funding*

San Francisco Unified School District, San Francisco

San Luis Obispo County Office of Education,  
San Luis Obispo

#### **Colorado**

School District #1, Denver

#### **Connecticut**

New Haven City School District, New Haven  
Waterbury Department of Education, Waterbury

#### **Delaware**

Christina School District, Newark

*COPS funding*

#### **District of Columbia**

Maya Angelou Public Charter School

#### **Florida**

Pinellas County Schools, Largo

*COPS funding*

The School District of Lee County, Fort Myers

#### **Georgia**

Appling County Board of Education, Baxley

#### **Hawaii**

Hawaii State Department of Education, Mililani

#### **Illinois**

J.S. Morton High School District 201, Cicero

#### **Iowa**

Des Moines Independent Community School  
District, Des Moines

**Kansas**

Hays Unified School District #489, Hays

**Kentucky**

Jefferson County Public Schools, Jefferson County

**Maine**

Washington County Consortium for School Improvement, Washington  
*COPS funding*

**Maryland**

Baltimore City Public School System, Baltimore  
*COPS funding*

**Massachusetts**

Springfield Public Schools, Springfield

**Michigan**

Lansing School District, Lansing

**Minnesota**

Fertile-Beltrama School ISD #599, Fertile

**Missouri**

St. Louis Public Schools, St. Louis

**Montana**

Missoula County Public Schools, Missoula  
*COPS funding*

**New Mexico**

Gallup-McKinley County Schools, Gallup

**New York**

Auburn Enlarged School District, Auburn  
*COPS funding*  
Board of Cooperative Educational Services of Wassau County, Westbury  
Yonkers City Schools, Yonkers  
*COPS funding*

**North Carolina**

Wake County Public School System, Raleigh  
Winston-Salem/Forsyth County Schools, Winston-Salem  
*COPS funding*

**Ohio**

Cleveland Municipal School District, Cleveland  
Columbus City School District, Columbus

**Oklahoma**

Idabel Public Schools, Idabel  
*COPS funding*

**Oregon**

Crook Deschutes Education Service District, Redmond  
School District #1, Portland  
Springfield School District, Springfield

**Pennsylvania**

School District of Philadelphia, Philadelphia  
School District of Pittsburgh, Pittsburgh

**Rhode Island**

Newport Public Schools, Newport

**South Carolina**

Anderson School District Five, Anderson

**Tennessee**

Clinch-Powell Educational Cooperative, Tazewell

**Texas**

Georgetown Independent School District, Georgetown  
*COPS funding*  
Houston Independent School District, Houston

**Utah**

Davis County School District, Davis County  
*COPS funding*

**Virginia**

Norfolk Public Schools, Norfolk

**Washington**

Olympic Educational Service District 114, Bremerton

**West Virginia**

Lincoln County Board of Education, Hamlin  
*COPS funding*

**Wisconsin**

Madison Metropolitan School District, Madison

**Wyoming**

Albany County School District #1, Laramie  
Wyoming Indian Schools, Ethete  
*COPS funding*

promote positive mental health and engage in pro-social behavior, thereby preventing violent behavior and alcohol and other drug use and ensuring that all students targeted by this initiative are able to learn in safe, disciplined, and drug-free environments. To be eligible to receive a grant, school districts were required to submit comprehensive plans that included formal partnerships with law enforcement officials and local mental health authorities in collaboration with families, juvenile justice officials, and community-based organizations.

OJJDP, ED, and HHS also are funding a national evaluation of this initiative. A \$3 million cooperative agreement was awarded to Research Triangle Institute of Research Triangle, NC, to conduct the evaluation; more than 24 applicants competed for this award. The evaluation will document both the process and the outcome of the initiative. It will examine how the community collaboratives were formed and their impact on school safety and healthy student development, and it will include economic analyses, surveillance of core indicators, and intensive outcome analyses. It also will describe the activities conducted at the 54 sites. The evaluation also will explore each of the six individual components of the collaboration: school safety, alcohol and other drug and violence prevention programs, school and community mental health preventive and treatment services, early childhood psychosocial and emotional development programs, education reform, and safe school policies.

## *Tribal Youth Program*

Thirty-four American Indian and Alaska Native tribal communities in 14 States received OJJDP grants in FY 1999 totaling almost \$8 million to prevent and control youth violence and substance abuse. The new Tribal Youth Program (TYP) awards

will support accountability-based sanctions, training for juvenile court judges, strengthening of family bonds, substance abuse counseling, and other programs. While juvenile crime rates have dropped throughout the Nation, they continue to rise in Indian Country. These grants represent an unprecedented Federal investment in tribal communities to prevent juvenile delinquency and reduce youth violence.

Tribes can use their OJJDP grants for the following purposes:

- ◆ Juvenile crime and victimization prevention activities, such as truancy reduction, conflict resolution, and child abuse prevention.
- ◆ Interventions for tribal youth in the juvenile justice system, including improved aftercare services, teen courts, and restitution programs.
- ◆ Juvenile justice system improvements, such as improved probation services, advocacy programs, and gender-specific programming.
- ◆ Substance abuse prevention activities, such as drug and alcohol education, peer and family counseling, and drug testing.

OJJDP selected the 34 grantees through a competitive review process from a pool of 112 applications. Awards range from \$64,875 to \$500,000, depending on the size of the tribal service population. With OJJDP funding, American Indian Development Associates of Albuquerque, NM, is providing training and technical assistance to the grantees. OJJDP also will select, through a competitive review process, up to five of the grantees to participate in a national evaluation of TYP. The program is part of the Indian Country Law Enforcement Improvement Initiative, a joint effort of the U.S. Departments of Justice and the Interior.

### **Tribal Youth Program Grantees**

#### **Alaska**

Bristol Bay Native Association, Dillingham  
Eastern Aleutian Tribes, Inc., Anchorage  
Native Village of St. Michael, St. Michael

#### **Arizona**

AK-CHIN Indian Community, Maricopa  
The Hopi Tribe, Kykotsmovi  
Hualapai Tribe, Peach Springs  
Navajo Nation, Window Rock

#### **California**

Big Valley Rancheria, Lakeport  
Fort Mojave Indian Tribe, Needles  
Santa Ysabel Band of Diegueno Indians, Santa Ysabel  
Toiyabe Indian Health Project, Inc., Bishop  
Trinidad Rancheria, Trinidad  
Yurok Tribe, Eureka

#### **Michigan**

Grand Traverse Band of Ottawa and Chippewa Indians, Suttons Bay  
Hannahville Indian Community, Wilson

#### **Minnesota**

Mille Lacs Band of Ojibwe Indians, Onamia  
Red Lake Band of Chippewa Indians, Red Lake

#### **Nebraska**

Ponca Tribe of Nebraska, Lincoln  
Winnebago Tribe of Nebraska, Winnebago

#### **New Mexico**

Pueblo of Acoma  
Pueblo of Jemez  
Pueblo of Taos

#### **Nevada**

Lovelock Paiute Tribe, Lovelock

#### **North Carolina**

Eastern Band of Cherokee Indians, Cherokee

#### **Oklahoma**

Iowa Tribe of Oklahoma, Perkins  
Kaw Nation, Kaw City

#### **South Dakota**

Yankton Sioux Tribe, Marty

#### **Washington**

Lower Elwha Klallam Tribe, Port Angeles  
Nisqually Indian Tribe, Olympia  
Puyallup Tribe of Indians Administration, Tacoma  
Shoalwater Bay Indian Tribe, Tokeland

#### **Wisconsin**

La Courte Oreilles Band of Lake Superior Chippewa, Hayward  
Stockbridge-Munsee Community, Bowler

#### **Wyoming**

Eastern Shoshone Tribe of the East River, Fort Washakie

## *Chapter 2*

# *Preventing and Intervening in Delinquency*

Developing programs that prevent delinquency or that intervene immediately and effectively when delinquent or status offense behavior first occurs is one of the tenets of the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. Such programs focus on reducing risk factors and on increasing protective factors in children's lives. They offer opportunities for positive youth development and provide juveniles at high risk of delinquency with activities designed to reduce future juvenile offending.

During FY 1999, OJJDP funded a number of programs to prevent or intervene in delinquency. The nurse home visitation program, for example, sends nurses to visit low-income, first-time mothers during their pregnancies. The nurses help women improve their health, making it more likely that their children will be born free of neurological problems. A program that is assessing alcohol, drug, and mental health disorders among juvenile detainees and another examining children with attention deficit/hyperactivity disorder will provide information to help juvenile justice practitioners intervene with these juveniles. Recognizing the importance the family plays in a child's life, OJJDP also has developed a family strengthening series of publications (see page 48). The Bulletins discuss the effectiveness of family intervention programs.

Programs that provide positive opportunities for youth are also important, and OJJDP funded several during FY 1999. One of these, an afterschool demonstration program, provides a curriculum of hands-on science and reading projects and supervised recreation for elementary school students. Other OJJDP delinquency prevention and intervention efforts include arts programs for at-risk youth and youth in detention and correctional facilities, programs that provide opportunities for positive

development and promote public awareness of effective solutions to juvenile crime, and programs to reduce truancy. This chapter highlights several of these initiatives, which represent the types of activities OJJDP is funding to help prevent and intervene in delinquency.

### *Arts Programs*

Two new initiatives, jointly funded by OJJDP and the National Endowment for the Arts (NEA), are helping nine communities use arts-based programs to steer at-risk youth away from crime and delinquency and to help reintegrate juvenile offenders into their communities.

The Arts and At-Risk Youth initiative is funding afterschool and summer arts programs in three communities. The programs combine the arts with job training and conflict resolution skills and will provide summer jobs or paid internships to help participating youth put into practice the skills they are learning. By integrating the arts with life experiences, the programs will help at-risk youth gain valuable insights into their own abilities and the possibilities that await them in the world of work if they continue to attend school, study, and graduate. The goal of the Arts and At-Risk Youth initiative is to prevent and reduce the incidence of juvenile delinquency, crime, and other problem behaviors (e.g., substance abuse, teen pregnancy, truancy, and dropping out of school) in at-risk youth ages 14 to 17. Grants for this program were awarded to the Community Film Workshop, Chicago, IL; the Arts and Humanities Council, Tulsa, OK; and the Village of Arts and Humanities, Philadelphia, PA. In addition to NEA, the U.S. Departments of Labor and Education also provided funding support for the Arts and At-Risk Youth initiative, and OJJDP and NEA have formed a partnership with the Institute



for Civil Society, Boston, MA, to provide training and technical assistance for the three sites.

The Arts Programs for Juvenile Offenders in Detention and Corrections initiative is helping six juvenile detention and correctional facilities work with arts professionals in their communities to develop programs to help youth develop arts skills they can use after release. Three of the sites — Gainesville, TX; Riviera Beach, FL; and Rochester, NY — received grants to create new programs, while the other three — Bronx, NY; Seattle, WA; and Whittier, CA — received funds to improve existing programs.

In addition to providing juvenile offenders in detention and correctional facilities with arts programming, the grantees will develop collaborative arts programs for youth returning to their communities.

## *Children With Disabilities Initiatives*

Recognizing that children with disabilities have special needs, OJJDP supported two initiatives in 1999 that address the needs of these children.

OJJDP and the U.S. Department of Education's Office of Special Education and Rehabilitative Services established the National Center on Education, Disability, and Justice (EDJJ) at the University of Maryland in College Park, MD. EDJJ will provide guidance and assistance to States, schools, justice programs, families, and communities to design, implement, and evaluate comprehensive educational programs, based on research-validated practices, for students with disabilities who are in the juvenile justice system.

The second initiative, the Children With Disabilities Web site, was developed by OJJDP and other members of the Coordinating Council on Juvenile Justice and Delinquency Prevention. OJJDP provides support to the Council, which coordinates all Federal juvenile delinquency prevention programs, Federal programs and activities that detain or care for unaccompanied juveniles, and those related to missing and exploited children.

The Children With Disabilities Web site was developed as part of the Council's effort to promote a national agenda for children and to foster positive youth development. The Web site ([www.childrenwithdisabilities.ncjrs.org](http://www.childrenwithdisabilities.ncjrs.org)) includes a calendar of events, research and statistics, and other information about Federal, State, local, and national resources and Federal grants and funding opportunities. The Web site also includes a Youth to Youth page, which contains activities, games, a moderated online bulletin board where children can share their experiences with other children, and a Highlights page, which presents the latest news and information about children with disabilities and identifies new features and resources on the Web site.

## *Coordinating Council on Juvenile Justice and Delinquency Prevention*

The Coordinating Council on Juvenile Justice and Delinquency Prevention works to identify and develop policies, objectives, and priorities for Federal programs and activities pertaining to juvenile delinquency and missing and exploited children. The Attorney General is chair and the OJJDP Administrator is vice chair of this OJJDP-supported Council. During FY 1999, OJJDP and the other Federal agencies represented on the Council continued to implement *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*, which the Council published and widely disseminated in 1996. The *Action Plan* calls for coordinated Federal efforts to help States and communities do the following:

- ◆ Provide immediate intervention and appropriate sanctions and treatment for delinquent youth.
- ◆ Prosecute certain serious, violent, and chronic juvenile offenders in criminal court.
- ◆ Reduce youth involvement with guns, drugs, and gangs.
- ◆ Provide opportunities for children and youth.

- ◆ Break the cycle of violence by addressing youth victimization, abuse, and neglect.
- ◆ Strengthen and mobilize communities.
- ◆ Support the development of innovative approaches to research and evaluation.
- ◆ Implement an aggressive public outreach campaign on effective strategies to combat juvenile violence.

During FY 1999, the Council focused on three of these objectives: reducing youth involvement with guns, drugs, and gangs; providing opportunities for children and youth, including those with disabilities; and breaking the cycle of violence by addressing youth victimization, abuse, and neglect. For example, consistent with the *Action Plan's* emphasis on providing opportunities for children and youth, including those with disabilities, OJJDP and the U.S. Department of Education (ED) established the National Center on Education, Disability, and Justice and created a Web site to make a wide array of resources available to children with disabilities and their parents (see page 12). The Safe Schools/Healthy Students Initiative described earlier (see page 6) reflects the Council's emphasis on the need to collaborate and coordinate at Federal, State, and community levels. Under this initiative, ED and the U.S. Departments of Health and Human Services and Justice developed a single, streamlined application process that allowed local education agencies to apply to a single Federal source, OJJDP, for funding for an array of services to help keep youth safe and healthy. The Council also continued to support the work of the Interagency Working Group on the Link Between Child Maltreatment and Juvenile Delinquency. This group's accomplishments are described on pages 33–34.

## *Hate Crime Prevention Curriculum*

OJJDP has been helping educators and others address the issue of hate crime since 1993 when it

awarded a grant to the Education Development Center (EDC) of Newton, MA, to develop *Healing the Hate: A National Hate Crime Prevention Curriculum for Middle Schools*. Through an interagency agreement with the U.S. Department of Education, OJJDP expanded the grant to provide training and technical assistance to youth, educators, juvenile justice and law enforcement professionals, representatives of local public/private community agencies and organizations, and the faith community. During FY 1999, EDC produced a Spanish-language version of the curriculum, established partnerships with other national organizations involved in hate crime prevention, and developed a hate crime prevention Web site ([www.edc.org/HHD/hatecrime/idl.htm](http://www.edc.org/HHD/hatecrime/idl.htm)).

## *Juvenile Mentoring Program*

OJJDP's Juvenile Mentoring Program (JUMP) supports one-to-one mentoring programs for youth at risk of educational failure, dropping out of school, or involvement in delinquent activities, including gang participation and drug abuse. During FY 1999, OJJDP funded 162 JUMP projects in more than 40 States. These programs represent a cross-section of the Nation and include rural, urban, and suburban areas. One project is on an American Indian reservation, and numerous others serve American Indian youth. The mentors in these programs also represent a cross-section of the population and come from all walks of life. They include law enforcement officers, college students, senior citizens, military persons, business leaders, doctors, lawyers, government employees, and teachers.

To help strengthen the quality of the mentoring programs funded under JUMP, OJJDP launched the National Mentoring Center in 1999 at Northwest Regional Educational Laboratory in Portland, OR. The Center provides training and technical assistance to mentoring programs through a variety of services, resources, and conferences. Although the Center works primarily with JUMP sites, it also reaches out to other mentoring organizations, corporations, and school districts around the country. Information about the Center is available by telephone

(800-547-6339, extension 135) or through its Web site ([www.nwrel.org/mentoring](http://www.nwrel.org/mentoring)).

OJJDP also continued conducting a national evaluation of JUMP during FY 1999. Conducted by Information Technology International (ITI) of Potomac, MD, the evaluation will continue through 2001 and will provide information about the characteristics of effective mentoring projects, youth being served, and volunteer mentors. All mentoring projects funded by OJJDP under JUMP must agree to participate in the national evaluation. During FY 1999, ITI also developed a workbook to help grantees evaluate their own efforts.

## *Mental Health Strategy*

Understanding the mental health needs of at-risk youth and juvenile offenders is crucial to improving the quality of services and treatment they receive and preventing their future involvement in the juvenile justice system. Consequently, OJJDP has developed a mental health strategy that includes funding and coordinating activities with several other Federal agencies. This strategy has allowed OJJDP to participate in numerous collaborative efforts to improve community-based services for juveniles, address the needs of juveniles with co-occurring disorders, and increase family involvement in providing mental health services to juveniles. To help increase knowledge and provide information about the prevalence of mental health problems among at-risk youth and those in the juvenile justice system, OJJDP is supporting several initiatives. A longitudinal study of 1,800 youth in Cook County's Juvenile Detention Facility in Chicago, IL, is yielding important information about the prevalence of mental disorders and substance abuse among detained juveniles. An updated report from the GAINS Center for People With Co-Occurring Disorders in the Juvenile Justice System in Delmar, NY, will provide critical information about minority underrepresentation in treatment services, legal issues affecting youth with mental disorders in the juvenile justice system, and innovative collaborative approaches to meeting the needs of this population.

OJJDP also is supporting the National Institute of Mental Health in its 10-year longitudinal research study of children with attention deficit/hyperactivity disorder. In addition, OJJDP's Study Group on Very Young Offenders is examining the mental health needs of very young children who engage in delinquent and criminal behavior.

OJJDP also is helping to determine practices that are effective in identifying, assessing, and treating youth with mental health and substance abuse disorders. OJJDP is funding a training and technical assistance effort by the Federation of Families for Children's Mental Health of Alexandria, VA, to encourage families to participate in local mental health planning activities. The Office also is supporting the development of model programs that meet the mental health needs of underserved populations, including American Indians and girls, and the development of a comprehensive service delivery model to address the mental health needs of youth at every point in the juvenile justice system.

## *National Youth Network*

The National Youth Network (NYN), established in 1997, consists of young people (ages 14 to 21) representing key national and local nonprofit, community-based, school, and juvenile justice organizations. The youth meet regularly to discuss ways their organizations can team up to involve more young people in preventing and solving youth problems. NYN is implemented and administered under the Teens, Crime, and the Community program, sponsored by the National Crime Prevention Council (NCPC) of Washington, DC. OJJDP and a collaboration of youth-serving organizations serve as official sponsors of all activities. Network youth are organized into four working committees: public policy, public relations, events, and publications. Each committee is supported by OJJDP staff who volunteer to help the youth. The committees meet by conference call monthly. Because the youth are usually in school during the day, it is not unusual for OJJDP staff to participate in conference calls during the evenings and on weekends.

During FY 1999, network youth made presentations on a number of issues facing their peers, including gun violence, underage drinking, and violence prevention, to a variety of audiences ranging from Members of Congress to members of national organizations to those attending State and local conferences. At U.S. Attorney General Janet Reno's request, NYN members participated in a press conference she called to discuss the Federal Government's response to youth violence following the school shootings in Littleton, CO.

OJJDP and NYN, in collaboration with NCPC, also produced and distributed a number of Youth in Action (YIA) Bulletins and Fact Sheets. These documents are written by and for youth and provide information about activities that young people have planned and implemented to prevent crime and make their communities safer and healthier. Documents produced in FY 1999 discussed community cleanup activities, peer mentoring, cross-age teaching, school crime watch initiatives, and ways to combat vandalism and graffiti. (For a list of YIA Bulletins and Fact Sheets, see the "Youth in Action Publications," page 59.)

## *Truancy Reduction Demonstration Program*

To help prevent and reduce truancy, OJJDP awarded grants to eight communities in FY 1999 to help them develop comprehensive approaches that involve schools, police, parents, and others in pre-

venting truancy and intervening early with youth who start skipping school. Grants were awarded to:

- ◆ Housing Authority of Contra Costa County, Martinez, CA.
- ◆ Clarke County School District, Athens, GA.
- ◆ University of Hawaii, Honolulu, HI.
- ◆ City of Houston, Mayor's Anti-Gang Office, Houston, TX.
- ◆ The City of Jacksonville, FL.
- ◆ King County Superior Court, Seattle, WA.
- ◆ Suffolk County Probation Department, Yaphank, NY.
- ◆ Safe Streets Campaign, Tacoma, WA.

The grantees will implement truancy reduction strategies that include prevention (e.g., public awareness campaigns), intervention (e.g., improved enforcement of compulsory attendance laws), and coordination activities (e.g., fostering collaboration between schools, police departments, probation departments, and so forth). Five of the sites are participating in the U.S. Department of Justice's Weed and Seed program, which supports communitywide efforts to "weed out" violent crime, gang activity, drug trafficking, and drug use. The Weed and Seed Office and the U.S. Department of Education joined OJJDP in supporting this program. OJJDP also awarded a grant to the Colorado Foundation for Families and Children of Denver, CO, to conduct a national evaluation of the program.

## Chapter 3

# Addressing School Violence

Highly publicized acts of violence in and around schools have led to national anxiety about the safety of children at school. Publicity about these acts often fuels the public's perception that the Nation's schools are unsafe. Although these incidents are indeed tragic, data indicate that students are safer at school than away from school and commit fewer crimes during school hours than after the school day ends. According to data from OJJDP's *Juvenile Offenders and Victims: 1999 National Report*, the vast majority of high school students do not report being threatened by students with weapons or being injured with a weapon on school property. Fighting, however, is a fairly common problem, with nearly 4 in 10 high school students reporting they had been in 1 or more physical fights. In addition to providing this type of reliable data about school violence, OJJDP also funded a number of programs during FY 1999 to help schools and communities work together to address fighting and violence and to help students develop the problem-solving skills they need to remain safe at school. One such program, the Safe Schools/Healthy Students Initiative, is described earlier on page 6. This chapter provides other examples of these programs.

### *Hamilton Fish National Institute on School and Community Violence*

OJJDP has been supporting the Hamilton Fish National Institute on School and Community Violence in Washington, DC, since it was founded in 1997 to evaluate the effectiveness of school violence prevention methods and to develop more effective violence prevention strategies. The Institute's goal is to determine what works and what can be replicated to reduce violence in America's schools

and their immediate communities. The Institute works with a consortium of seven universities whose key staff have expertise in adolescent violence, criminology, law enforcement, substance abuse, juvenile justice, gangs, public health, education, behavior disorders, social skills development, and prevention programs. OJJDP's grantee, The George Washington University in Washington, DC, develops and tests violence prevention strategies in collaboration with Eastern Kentucky University, Florida State University, Morehouse School of Medicine, Syracuse University, University of Oregon, and University of Wisconsin-Milwaukee.

### *National Center for Conflict Resolution Education*

Since 1995, OJJDP has been funding the National Center for Conflict Resolution Education in Urbana, IL. The Center works to integrate conflict resolution education (CRE) programming into all levels of education in schools, juvenile facilities, and youth-serving organizations. In FY 1999, OJJDP entered into a partnership with the U.S. Department of Education to expand and enhance this project. The Center provides onsite training and technical assistance and resource materials for teams from schools, communities, and juvenile facilities. Two of the Center's major resources are *Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings* and an enhanced, interactive CD-ROM that teaches conflict resolution skills by presenting real-life situations that young people confront. (To order the *Guide*, see page 48, under "How To Access Information From JJC.") The Center also works with State agencies to establish State training institutes and to help local schools implement successful CRE programs for youth.

## *National Resource Center for Safe Schools*

OJJDP and the U.S. Department of Education (ED) have been working together since 1984 to promote safe schools. In 1998, ED's Safe and Drug-Free Schools Program and OJJDP established the National Resource Center for Safe Schools (NRCSS) at the Northwest Regional Educational Laboratory (NWREL) in Portland, OR. NRCSS provides up-to-date information on how to prevent violence and promote strong, positive bonds among young people, families, communities, schools, and law enforcement agencies. It helps schools and communities develop comprehensive safe school plans, offers information about effective problem-solving strategies, compiles research, and documents evaluations and needs assessments. NRCSS also provides intensive training and technical assistance to address a broad range of issues, including hate crimes, gang activities, sexual harassment, and bullying.

During FY 1999, NRCSS convened a meeting of all State school safety centers and produced a "School Safety Electronic Resources Toolkit," an electronic collection of reports, fact sheets, guides, and newsletters from OJJDP, the National Institute of Justice, ED, the Hamilton Fish National Institute on School and Community Violence, and NWREL. The CD-ROM and other information about NRCSS are available by calling 800-268-2275 or by accessing its Web site ([www.safetyzone.org](http://www.safetyzone.org)).

## *Publications Addressing School Violence*

OJJDP published several Bulletins during FY 1999 that address school violence. *Preventing Violence the Problem-Solving Way* describes how schools and parents can help children learn to avoid antisocial behavior. The Bulletin describes a school-based program that teaches preschool and kindergarten students problem-solving skills and ways to apply them in different situations. The Bulletin also discusses a program that shows parents how to teach these skills to their children.

*Youth Out of the Education Mainstream: A North Carolina Profile* describes an initiative by the Center for the Prevention of School Violence in Raleigh, NC, that focuses on at-risk youth who are truants or drop-outs; are fearful of attending school, suspended, or expelled; or are in need of help reintegrating back into mainstream schools from juvenile detention and correctional settings. Several of OJJDP's Youth in Action Bulletins and Fact Sheets also address school violence, including *Stand Up and Start a School Crime Watch*, *Youth Crime Watch of America*, and *Hands Without Guns* (which describes a public health and education campaign of the Educational Fund to End Handgun Violence). To order these publications, see page 48, under "How To Access Information From JJC."

## *Chapter 4*

# *Strengthening the Juvenile Justice System*

Developing and funding programs that help communities and States strengthen their juvenile justice systems has long been one of OJJDP's priorities. In keeping with the philosophy of the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, the Office believes a strong juvenile justice system must hold youth accountable for their behavior and at the same time provide appropriate rehabilitation services for youth—services that involve both social control and treatment. During FY 1999, OJJDP focused on providing information, training, and technical assistance and on evaluating programs that do just that. Community Assessment Centers, for example, help jurisdictions provide more efficient services at the “front end” of the juvenile justice system when a youth first comes to the attention of juvenile justice officials. The Intensive Community-Based Aftercare Program emphasizes the importance of identifying high-risk juvenile offenders and helping them make a gradual transition from secure confinement back into the community.

Knowing how well a program works is important too, and OJJDP continued to fund a number of evaluations during FY 1999. For example, the Office is evaluating the effectiveness of education and training programs for youthful offenders, intensive community-based aftercare programs, and teen courts, also known as youth courts (see page 31).

OJJDP also continued to provide information and assistance targeted at specific issues in the juvenile justice system. For example, OJJDP is funding a longitudinal study of 2,500 inner-city girls (ages 6 to 8 at the beginning of the study) that will examine the development of conduct disorder in girls. The findings will help to identify effective means for prevention and provide direction for juvenile justice responses to delinquent girls. OJJDP funding also is helping 32 facilities, including 2 State

systems, implement performance-based standards in their juvenile correction and detention facilities. In addition, the Office is providing training and technical assistance to help American Indian tribes and Alaska Native communities develop comprehensive, systemwide approaches to reduce juvenile delinquency.

The activities highlighted in this chapter, including several formula grants programs, illustrate the types of programs OJJDP is supporting to help strengthen the Nation's juvenile justice system.

## *Balanced and Restorative Justice*

OJJDP continues to support the Balanced and Restorative Justice (BARJ) project, which promotes increased use of restitution, community service, and specific youth development programs as ways to hold juvenile offenders accountable to victims and protect the community. During FY 1999, OJJDP's grantee, Florida Atlantic University of Fort Lauderdale, FL, continued to develop materials and provide training and technical assistance to States and local jurisdictions committed to implementing this balanced approach. These products include monographs that discuss competency and restorative relationships, conferencing and mediation, community involvement, and organizational assessments of BARJ. Training activities included an international conference on restorative justice for juveniles and specialized roundtables and forums for judges and State reformative justice teams on implementation of BARJ and on the changing roles of juvenile justice staff under BARJ. The grantee also presented the first BARJ Training of Trainers course, which illustrates OJJDP's commitment to developing a cadre of trainers proficient in training juvenile justice managers and line

staff in accountability-based corrections interventions consistent with the BARJ model.

Future plans call for encouraging judges, prosecutors, private corporations, and foundations to promote the BARJ concept and for possibly introducing the program into higher education.

## *Community Assessment Centers*

Many communities are searching for more effective and efficient methods to identify and intervene with juveniles at risk of becoming serious, violent, and chronic offenders. Research has demonstrated that delinquent youth often face multiple risk factors and that as risk factors accumulate, higher levels of delinquency and other problem behaviors result. Consequently, youth with these problems are often involved with several different systems (e.g., juvenile justice, mental health, or alcohol and other drug treatment) that may not communicate adequately with one another. OJJDP's Community Assessment Center (CAC) program is helping four communities — Denver and Jefferson County, CO, and Orlando and Lee County, FL — test the efficacy of the CAC concept in addressing these problems. CAC's provide a 24-hour centralized point of intake and assessment for juveniles who have come into contact or are likely to come into contact with the juvenile justice system.

The main purpose of a CAC is to facilitate earlier and more efficient prevention and intervention service delivery at the front end of the juvenile justice system. OJJDP's CAC model has four key elements that, when implemented properly, have the potential to impact the lives of youth positively and divert them from the path of serious, violent, and chronic delinquency. These four elements are a single point of entry, immediate and comprehensive assessments, a management information system, and integrated case management. During FY 1999, Denver and Orlando began developing fully operational CAC's, Lee County began to design and implement a comprehensive management information system that will serve as the backbone of the future assessment center, and Jefferson County conducted an intensive

review of existing assessment tools and enhanced the case management process. The National Council on Crime and Delinquency of San Francisco, CA, also continued to conduct an intensive process and outcome evaluation of each of the sites. An OJJDP Bulletin, *The Community Assessment Center Concept*, describes this program and is available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

## *Formula Grants Program*

A major portion of OJJDP's annual appropriation supports the Formula Grants program, authorized by the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended. It provides funds directly to States, U.S. territories, and the District of Columbia to help them implement comprehensive State juvenile justice plans based on detailed studies of needs in their jurisdictions. (The term "States" as used throughout the remainder of this discussion refers to the 50 States, the District of Columbia, and 5 U.S. territories: American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the Virgin Islands.) During FY 1999, Congress appropriated \$89 million for the Formula Grants program; of this, \$77,555,599 was available for direct awards to States. Allocations ranged from \$640,000 (Washington, DC) to \$8.6 million (California).

To participate in the Formula Grants program, a State must meet 25 statutory requirements, including 4 core requirements, of the JJDP Act. The four core requirements are:

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



Under OJJDP's leadership, States are making tremendous strides in meeting these requirements. Most of the 54 States participating in the Formula Grants program (South Dakota and Wyoming are not participating) are now in full compliance or in full compliance with *de minimis* exceptions with the first three requirements. Most States are also making satisfactory progress in meeting the fourth requirement—to undertake efforts to reduce disproportionate minority confinement—which was added as a core requirement when the JJDP Act was amended in 1992. Most States have completed the initial identification and assessment phase for this provision and are implementing the intervention phase. Four States have determined, after completing the identification phase, that they have no DMC problem.

The JJDP Act requires each State to have one full-time juvenile justice specialist to administer the State's Formula Grants program and to address juvenile justice issues. During FY 1999, OJJDP continued to work closely with the juvenile justice specialists. To improve program implementation, OJJDP instituted a series of conference calls, which provided an opportunity for the specialists to talk with one another and discuss programs that work, promising initiatives, challenges they have faced, and solutions to juvenile justice issues. OJJDP hosted 15 calls during the past year. Three of the calls addressed the statutorily required Three-Year Plans in which States describe juvenile justice trends, needs, strategies, and programs in their jurisdictions. The remaining calls were region specific. The topics were selected by the specialists and ranged from implementing the new JAIBG program to working with tribal governments on their juvenile justice needs. Feedback from the calls was positive, and OJJDP plans to continue them in FY 2000.

A recent Fact Sheet, *OJJDP Formula Grants Program*, describes this program and is available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC"). Details of individual States' compliance with the core requirements of the JJDP Act are presented in the charts on pages 22–26.

## Juvenile Accountability Incentive Block Grants Program

The Juvenile Accountability Incentive Block Grants (JAIBG) program is helping to strengthen the juvenile justice system by encouraging States and local jurisdictions to implement accountability-based reforms. Under the program, OJJDP awards block grants to States, which in turn are awarded to local jurisdictions, and funds research, demonstration, evaluation, training, and technical assistance activities.

During FY 1999, 56 eligible jurisdictions (50 States, 5 U.S. territories, and the District of Columbia—hereinafter referred to as "States") received JAIBG awards. The grants can be used to fund programs in 12 purpose areas, including construction of juvenile detention and corrections facilities; accountability-based sanctions programs; hiring prosecutors, public defenders, and judges; and assisting the juvenile justice system in becoming more effective and efficient in holding juvenile offenders accountable. The 12 purpose areas are listed and described on page 27.

OJJDP awards the block grants to States that, absent a waiver, are required to distribute at least 75 percent of the grant award to local jurisdictions.

Many jurisdictions are pooling their resources to implement larger local programs. An initiative in Dallas County, TX, illustrates how a State can collaborate with county and city governments. To improve communication among agencies involved in juvenile justice (e.g., law enforcement, prosecutor's offices, courts, probation offices, child protective services, schools, and social services), 17 of the 19 jurisdictions eligible for funding in Dallas County formed the Dallas County JAIBG Collaboration. The nucleus of this group was the Governor's Community Corrections Juvenile Justice Task Force. The collaboration in turn formed a Juvenile Crime Enforcement Coalition (JCEC), which is required of States and local governments receiving JAIBG funds. JCEC's are responsible for developing plans to prevent and reduce juvenile delinquency in their

**Core Requirements Compliance Summary Totals\***  
(as of September 30, 1999)

	<u>Number of Jurisdictions</u>
<b><u>Deinstitutionalization of Status Offenders (DSO)</u></b>	
Full compliance—zero violations	10
Full compliance— <i>de minimis</i> exceptions	41
Not in compliance	1
Not participating	2
Funds withheld pending additional compliance data	2
<b><u>Separation of Juvenile and Adult Offenders</u></b>	
Full compliance—zero violations	42
Full compliance—exception provision	10
Not participating	2
Funds withheld pending additional compliance data	2
<b><u>Jail and Lockup Removal</u></b>	
Full compliance—zero violations	13
Full compliance— <i>de minimis</i> exceptions	37
Not in compliance	2
Not participating	2
Funds withheld pending additional compliance data	2
<b><u>Disproportionate Minority Confinement (DMC)</u></b>	
Completed identification and assessment phase, implementing intervention phase	41
Completed identification and assessment phase, revising intervention plan	1
Completed identification phase—no DMC problem exists in State	4
Completed identification phase, exempt from DMC requirement	3
Not participating	2
Conducting the identification phase	2
DMC status under review	3
<small>* States' eligibility to receive FY 1999 formula grants was initially determined on the basis of 1997 monitoring reports for compliance with JJDP Act core requirements regarding DSO, separation, and jail and lockup removal and on the basis of information in FY 1999 Formula Grants program comprehensive plans for compliance with the DMC core requirement.</small>	

## State Compliance Based on 1997 Reports

	DEINSTITUTIONALIZATION OF STATUS OFFENDERS (DSO) Sec. 223(a)(12)(A)				
	Full compliance—zero violations	Full compliance— <i>de minimis</i> exceptions (1)	Not in compliance	Not participating	Funds withheld pending additional compliance data
<b>Formula Grant Participants</b> (as of September 30, 1999)					
Alabama		◆			
Alaska		◆			
Arizona		◆			
Arkansas		◆			
California		◆			
Colorado		◆			
Connecticut	◆				
Delaware		◆			
District of Columbia					◆
Florida		◆			
Georgia		◆			
Hawaii		◆			
Idaho		◆			
Illinois		◆			
Indiana		◆			
Iowa		◆			
Kansas		◆			
Kentucky		◆			
Louisiana		◆			
Maine	◆				
Maryland		◆			
Massachusetts		◆			
Michigan		◆			
Minnesota		◆			
Mississippi		◆			
Missouri		◆			
Montana	◆				
Nebraska		◆			
Nevada		◆			

	DEINSTITUTIONALIZATION OF STATUS OFFENDERS (DSO) Sec. 223(a)(12)(A)				
	Full compliance—zero violations	Full compliance— <i>de minimis</i> exceptions (1)	Not in compliance	Not participating	Funds withheld pending additional compliance data
<b>Formula Grant Participants</b> (as of September 30, 1999)					
New Hampshire		◆			
New Jersey					◆
New Mexico		◆			
New York	◆				
North Carolina		◆			
North Dakota		◆			
Ohio		◆			
Oklahoma	◆				
Oregon		◆			
Pennsylvania		◆			
Rhode Island		◆			
South Carolina			◆		
South Dakota				◆	
Tennessee		◆			
Texas		◆			
Utah		◆			
Vermont		◆			
Virginia		◆			
Washington		◆			
West Virginia		◆			
Wisconsin		◆			
Wyoming				◆	
American Samoa	◆				
Guam	◆				
N. Mariana Islands	◆				
Puerto Rico	◆				
Virgin Islands	◆				
<b>TOTALS</b>	<b>10</b>	<b>41</b>	<b>1</b>	<b>2</b>	<b>2</b>

(1) Fewer than 29.4 violations per 100,000 persons under age 18 in the State.

## State Compliance Based on 1997 Reports

	SEPARATION OF JUVENILE AND ADULT OFFENDERS Sec. 223(a)(13)			
	Full compliance— zero violations	Full compliance— exception provision (2)	Not participating	Funds withheld pending additional compliance data
<b>Formula Grant Participants</b> (as of September 30, 1999)				
Alabama	◆			
Alaska		◆		
Arizona	◆			
Arkansas	◆			
California	◆			
Colorado	◆			
Connecticut	◆			
Delaware	◆			
District of Columbia				◆
Florida	◆			
Georgia		◆		
Hawaii		◆		
Idaho	◆			
Illinois	◆			
Indiana	◆			
Iowa		◆		
Kansas	◆			
Kentucky	◆			
Louisiana	◆			
Maine	◆			
Maryland	◆			
Massachusetts	◆			
Michigan	◆			
Minnesota	◆			
Mississippi		◆		
Missouri	◆			
Montana	◆			
Nebraska	◆			
Nevada	◆			
New Hampshire	◆			
New Jersey				◆

	SEPARATION OF JUVENILE AND ADULT OFFENDERS Sec. 223(a)(13)			
	Full compliance— zero violations	Full compliance— exception provision (2)	Not participating	Funds withheld pending additional compliance data
<b>Formula Grant Participants</b> (as of September 30, 1999)				
New Mexico	◆			
New York		◆		
North Carolina	◆			
North Dakota	◆			
Ohio	◆			
Oklahoma	◆			
Oregon	◆			
Pennsylvania	◆			
Rhode Island	◆			
South Carolina	◆			
South Dakota			◆	
Tennessee		◆		
Texas		◆		
Utah	◆			
Vermont	◆			
Virginia		◆		
Washington	◆			
West Virginia		◆		
Wisconsin	◆			
Wyoming			◆	
American Samoa	◆			
Guam	◆			
N. Mariana Islands	◆			
Puerto Rico	◆			
Virgin Islands	◆			
<b>TOTALS</b>	<b>42</b>	<b>10</b>	<b>2</b>	<b>2</b>

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

## State Compliance Based on 1997 Reports

Formula Grant Participants (as of September 30, 1999)	JAIL AND LOCKUP REMOVAL Sec. 223(a)(14)				
	Full compliance— zero violations	Full compliance— <i>de minimis</i> exceptions (3)	Not in compliance	Not participating	Funds withheld pending additional compliance data
Alabama	◆				
Alaska		◆			
Arizona		◆			
Arkansas		◆			
California	◆				
Colorado		◆			
Connecticut		◆			
Delaware		◆			
District of Columbia					◆
Florida		◆			
Georgia		◆			
Hawaii		◆			
Idaho	◆				
Illinois		◆			
Indiana		◆			
Iowa		◆			
Kansas		◆			
Kentucky			◆		
Louisiana		◆			
Maine			◆		
Maryland		◆			
Massachusetts		◆			
Michigan		◆			
Minnesota		◆			
Mississippi		◆			
Missouri		◆			
Montana		◆			
Nebraska		◆			
Nevada	◆				

Formula Grant Participants (as of September 30, 1999)	JAIL AND LOCKUP REMOVAL Sec. 223(a)(14)				
	Full compliance— zero violations	Full compliance— <i>de minimis</i> exceptions (3)	Not in compliance	Not participating	Funds withheld pending additional compliance data
New Hampshire		◆			
New Jersey					◆
New Mexico		◆			
New York		◆			
North Carolina	◆				
North Dakota		◆			
Ohio		◆			
Oklahoma		◆			
Oregon	◆				
Pennsylvania		◆			
Rhode Island		◆			
South Carolina	◆				
South Dakota				◆	
Tennessee		◆			
Texas		◆			
Utah		◆			
Vermont	◆				
Virginia		◆			
Washington		◆			
West Virginia		◆			
Wisconsin		◆			
Wyoming				◆	
American Samoa	◆				
Guam	◆				
N. Mariana Islands	◆				
Puerto Rico	◆				
Virgin Islands	◆				
<b>TOTALS</b>	<b>13</b>	<b>37</b>	<b>2</b>	<b>2</b>	<b>2</b>

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

## State Compliance

### Based on FY 1999 Formula Grants Program Comprehensive Plan

Formula Grant Participants (as of September 30, 1999)	DISPROPORTIONATE MINORITY CONFINEMENT (DMC) Sec. 223(a)(23)						
	Completed identification and assessment/implementing intervention phase	Completed identification and assessment/revising intervention plan	Completed identification phase—no DMC problem in the State	Completed identification phase—exempt from DMC requirement	Not participating	Conducting the identification phase	DMC status under review
	Alabama						
Alaska	◆						
Arizona	◆						
Arkansas	◆						
California		◆					
Colorado	◆						
Connecticut	◆						
Delaware	◆						
District of Columbia							◆
Florida	◆						
Georgia	◆						
Hawaii	◆						
Idaho	◆						
Illinois	◆						
Indiana	◆						
Iowa	◆						
Kansas	◆						
Kentucky						◆	
Louisiana	◆						
Maine*				◆			
Maryland	◆						
Massachusetts	◆						
Michigan	◆						
Minnesota	◆						
Mississippi	◆						
Missouri	◆						
Montana	◆						
Nebraska	◆						
Nevada	◆						
New Hampshire						◆	

Formula Grant Participants (as of September 30, 1999)	DISPROPORTIONATE MINORITY CONFINEMENT (DMC) Sec. 223(a)(23)						
	Completed identification and assessment/implementing intervention phase	Completed identification and assessment/revising intervention plan	Completed identification phase—no DMC problem in the State	Completed identification phase—exempt from DMC requirement	Not participating	Conducting the identification phase	DMC status under review
	New Jersey						
New Mexico	◆						
New York	◆						
North Carolina	◆						
North Dakota	◆						
Ohio	◆						
Oklahoma	◆						
Oregon	◆						
Pennsylvania	◆						
Rhode Island	◆						
South Carolina	◆						
South Dakota						◆	
Tennessee	◆						
Texas	◆						
Utah	◆						
Vermont*				◆			
Virginia	◆						
Washington	◆						
West Virginia	◆						
Wisconsin	◆						
Wyoming						◆	
American Samoa			◆				
Guam			◆				
N. Mariana Islands			◆				
Puerto Rico*				◆			
Virgin Islands			◆				
<b>TOTALS</b>	<b>41</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>3</b>

\*Maine and Vermont are exempt from the DMC requirement because their minority juvenile population does not exceed 1 percent of the total State population. Puerto Rico has been exempted from reporting racial statistics because of the homogeneity of its population.

## JAIBG Program Purpose Areas

- **Purpose Area 1:** Building, expanding, renovating, or operating temporary or permanent juvenile correction or detention facilities, including training of personnel.
- **Purpose Area 2:** Developing and administering accountability-based sanctions for juvenile offenders.
- **Purpose Area 3:** Hiring additional juvenile judges, probation officers, and court-appointed defenders and funding pretrial services for juveniles, to ensure the smooth and expeditious administration of the juvenile justice system.
- **Purpose Area 4:** Hiring additional prosecutors so that more cases involving violent juvenile offenders can be prosecuted and backlogs reduced.
- **Purpose Area 5:** Providing funding to enable prosecutors to address more effectively problems related to drugs, gangs, and youth violence.
- **Purpose Area 6:** Providing funding for technology, equipment, and training to assist prosecutors in identifying violent juvenile offenders and expediting their prosecution.
- **Purpose Area 7:** Providing funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and in reducing recidivism.
- **Purpose Area 8:** Establishing court-based juvenile justice programs that target young firearms offenders through the creation of juvenile gun courts for the adjudication and prosecution of these offenders.
- **Purpose Area 9:** Establishing drug court programs to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to integrate administration of other sanctions and services.
- **Purpose Area 10:** Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts.
- **Purpose Area 11:** Establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies or programs that are designed (in cooperation with law enforcement officials) to protect students and school personnel from problems related to drugs, gangs, and youth violence.
- **Purpose Area 12:** Implementing a policy of controlled substance testing for appropriate categories of youth in the juvenile justice system.

jurisdictions. In Dallas, the JCEC pooled \$1.24 million in first-year JAIBG funding and linked together the judicial, corrections, and law enforcement systems. Second-year funding will be used to add education and social service providers to the coalition.

To help States and local jurisdictions implement JAIBG programs, OJJDP provides training and technical assistance through the JAIBG National Training and Technical Assistance Alliance. OJJDP

provides funds to the 14 organizations that make up the alliance, and Development Services Group, Inc., of Bethesda, MD, coordinates the alliance, which has responded to more than 1,000 requests for training and provided 155 training activities attended by more than 5,000 participants. The majority of requests have focused on five purpose areas: building or operating juvenile detention or correctional facilities, developing accountability programs, providing

technology and training for prosecutors, obtaining funding to improve juvenile courts and probation, and implementing drug testing programs. Information about JAIBG training and technical assistance is available by calling 877-GO-JAIBG.

OJJDP also is publishing a series of JAIBG Bulletins designed to present up-to-date information about each of the program purpose areas to juvenile justice policymakers, researchers, and practitioners. Bulletins published through December 1999 (by purpose areas) include the following: *Developing and Administering Accountability-Based Sanctions for Juveniles* (Purpose Area 2); *Workload Measurement for Juvenile Justice System Personnel: Practices and Needs* (Purpose Area 3); *Enhancing Prosecutors' Ability To Combat and Prevent Juvenile Crime in Their Jurisdictions* (Purpose Areas 4 and 6); *Enabling Prosecutors To Address Drug, Gang, and Youth Violence* (Purpose Area 5); and *Focus on Accountability: Best Practices for Juvenile Court and Probation* (Purpose Area 7). The Bulletins are available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

OJJDP also awards JAIBG funds to support research, demonstration, and evaluation projects. These funds provide for a range of State and local support activities, including demonstrations of accountability programs and services and examinations of strategies and programs that target juvenile offenders.

## State Challenge Activities

OJJDP has been administering the State Challenge Activities Program since 1992, when it was enacted by Congress to encourage States to address problems or issues in 1 or more of 10 specific program areas. The 10 State Challenge Activities address basic juvenile justice system services, access to counsel, community-based alternatives, violent juvenile offender facilities, gender bias policies and programs, State ombudsman offices, deinstitutionalization of status offenders and nonoffenders, alternatives to suspension and expulsion, aftercare services, and State agency coordination/case review systems.

These 10 activities are described in more detail on page 29.

Only those States participating in the Formula Grants program are eligible to receive State Challenge grants. In FY 1999, 52 States received State Challenge allocations. During this time, most States addressed at least two activities, eight States addressed three activities, and one State addressed four activities. The Challenge Activities most often addressed during FY 1999 were community-based alternatives (20 States), alternatives to suspension and expulsion (20 States), and gender bias policies and programs (18 States). Challenge Activities least addressed in FY 1999 were violent juvenile offender facilities (one State) and State ombudsman offices (three States). These two activities have been the least frequently chosen in each year since FY 1995. Related charts summarizing State Challenge Activities appear on page 30.

An OJJDP Bulletin, *System Change Through State Challenge Activities: Approaches and Products*, describes how the Challenge Activities relate to system change, provides examples of effective approaches to achieving system change, and provides a compendium of resources. It is available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

## Statistical Information

Policymakers and practitioners must have accurate, reliable information on which to base their decisions. OJJDP regularly provides such information. During FY 1999, the OJJDP-funded National Center for Juvenile Justice (NCJJ) in Pittsburgh, PA, produced a number of statistical reports. In addition to *Juvenile Offenders and Victims: 1999 National Report* (discussed on pages 4–5), NCJJ documents in FY 1999 addressed residential placement of adjudicated youth, the use of detention in delinquency cases, waived delinquency cases, and juvenile arrest rates.

OJJDP also supports several longitudinal surveys, including the National Longitudinal Survey of Youth 1997, which is collecting data on youth ages



## State Challenge Activities

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

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

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

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

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

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

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

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

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

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

12 to 26, and the Program of Research on the Causes and Correlates of Delinquency, which has been gathering data on the same three samples of youth since 1986. In addition, OJJDP is funding a new census of all juveniles in both public and private residential facilities and a survey of juvenile probation officers, which will lead directly to national estimates of the number of juveniles on probation.

## Training and Technical Assistance

High-quality training and technical assistance, which promote best practices and state-of-the-art methods of addressing juvenile crime and victimization, are crucial in helping the Nation reduce juvenile crime and improve the juvenile justice system.

## FY 1999 Challenge Activities by State

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

**Note:** District of Columbia—on hold; South Dakota and Wyoming—ineligible because States are not participating in Formula Grants program; Virgin Islands—did not request funds.

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

## 1999 State Challenge Activity Summary

CHALLENGE ACTIVITY	NUMBER OF STATES CHOOSING THE ACTIVITY IN 1999
A Basic System Services	15
B Access to Counsel	6
C Community-Based Alternatives	20
D Violent Juvenile Offender Facilities	1
E Gender Bias Policies and Programs	18
F State Ombudsman	3
G Deinstitutionalization of Status Offenders and Nonoffenders	5
H Alternatives to Suspension and Expulsion	20
I Aftercare Services	16
J State Agency Coordination/Case Review System	4

During FY 1999, OJJDP continued to fund more than 100 training and technical assistance projects that assist thousands of law enforcement personnel, juvenile justice practitioners, State and local policymakers, and members of community-based organizations. These projects address prevention, intervention, and corrections and cover an array of topics, including exploited, abducted, and missing children; community-based alternatives; disproportionate minority confinement; female offenders; gangs; legislation; American Indian juvenile justice systems; and schools.

The Center for the Study of Prevention and Violence in Boulder, CO, for example, has identified 10 exemplary prevention and intervention programs called Blueprints and is providing training and technical assistance to help 50 sites each implement 1 of the 10 programs. The technical assistance includes training, site visits to troubleshoot problems, telephone consultations, and process evaluations to monitor the quality of implementation. The National Center for Juvenile Justice in Pittsburgh, PA, provides technical assistance to juvenile court personnel on a variety of topics, including case-flow management, judicial administration, fundamental skills for juvenile probation and court administrators, and implementation of the BARJ concept (see page 19). The American Correctional Association (ACA) of Lanham, MD, works with juvenile corrections and detention agencies and personnel. ACA produces documents, conducts workshops, and develops training materials to help improve the administration of juvenile justice, corrections, and detention.

To better coordinate these activities, OJJDP funds a National Training and Technical Assistance Center, operated by Caliber Associates of Fairfax, VA. The Center produces an annual catalog of OJJDP's training and technical assistance resources and keeps a database of these resources. The catalog is available on the Center's Web site ([www.nttac.org](http://www.nttac.org)).

## Youth Courts

Youth court programs have become an integral component of the juvenile justice system in communities across the Nation and have expanded rapidly in the past 5 years. More than 650 such programs currently exist, with hundreds of jurisdictions ready to develop new programs. While jurisdictions may call their programs by different names—youth court, teen court, or peer court—the philosophy guiding the programs is the same: Hold juvenile offenders accountable for their actions, educate youth about the judicial and legal systems, and empower youth to be active in their communities. To create a central point of contact for youth court programs, OJJDP awarded a grant in FY 1999 to the American Probation and Parole Association in Lexington, KY, to establish the National Youth Court Center (NYCC). The Center provides training, technical assistance, and resource materials to youth courts. NYCC maintains a searchable database of information about active and developing youth court programs; nearly 500 youth courts have submitted comprehensive information for the database. NYCC also established a youth court Web site ([www.youthcourt.net](http://www.youthcourt.net)), which is updated frequently and contains a current list of youth court programs, downloadable resource information, training announcements, and links to other helpful Web sites. An OJJDP Fact Sheet, *National Youth Court Center*, describes the Center and is available from the Juvenile Justice Clearinghouse (see page 48, under “How To Access Information From JJC”).

OJJDP is also funding an evaluation of youth or teen courts, conducted by The Urban Institute of Washington, DC. The Urban Institute mailed out questionnaires to every known teen court program in the country between October and December 1998. Of the 335 teen court programs that responded to the initial survey, more than two-thirds indicated that, at the time of the survey, they had

existed for less than 5 years; of these, 20 percent had been operating for less than 1 year. The survey also found that most teen courts have relatively small caseloads. Forty-eight percent of the programs indicated that they received less than 100 referrals per

year. Findings from the survey are summarized in an OJJDP Fact Sheet, *Teen Courts in the United States: A Profile of Current Programs*, which is available from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

## Chapter 5

# Reducing the Victimization of Children

Although much attention is focused on juvenile offending, juveniles are also victimized at an alarming rate. According to data in OJJDP's *Juvenile Offenders and Victims: 1999 National Report* drawn from the National Crime Victimization Survey (NCVS), juveniles ages 12 to 17 are nearly twice as likely as adults to be victims of serious violent crimes and three times as likely to be victims of simple assault. Unfortunately, most victimizations of juveniles are not reported to police. According to NCVS, only 28 percent of violent crimes against children are reported to law enforcement compared with 48 percent of violent crimes committed against adults.

Many children also suffer neglect and physical and sexual abuse, often at the hands of people they trust the most—their caretakers. The number of children identified as abused or neglected almost doubled between 1986 and 1993. In 1993, the majority of these children were victimized by their birth parents and were twice as likely to suffer neglect as abuse. Besides the emotional and physical pain such abuse causes, OJJDP-funded research has found clear links between early childhood victimization and later violent or problem behavior, such as school violence, drug abuse, and adult criminality.

In addition, many children also are the victims of family and nonfamily abductions. Others run away from home or are identified as “throwaways”—children who are abandoned, who are forced from their homes by parents or guardians and not allowed to return, or who come and go totally unsupervised.

The advent of the information age has exposed children to another insidious type of abuse: online sexual exploitation. Industry experts estimate that more than 10 million children currently go online and predict that within 2 years that number will reach 45 million. The Internet has become both a

worldwide classroom, providing almost limitless opportunities to learn, and a dangerous new schoolyard for predators seeking children to victimize.

OJJDP funded a number of programs during FY 1999 to help reduce the victimization of children. They include initiatives that encourage communities and the juvenile justice system to respond more effectively to child abuse and neglect; research programs to provide critical data; and training, technical assistance, and information to help policymakers and practitioners. Several of these initiatives are described in this chapter.

## Child Maltreatment Working Group

The Coordinating Council on Juvenile Justice and Delinquency Prevention (described on pages 12–13) established the Interagency Working Group on the Link Between Child Maltreatment and Juvenile Delinquency in 1998 to encourage State and local agencies to work together to address child maltreatment and prevent delinquency. Members of the working group include child development experts, juvenile and family court judges, law enforcement officials, foundation officers, and representatives from Federal agencies and public and private organizations. With the assistance of the Child Welfare League of America, the working group convened State forums in Alaska, California, Indiana, and South Carolina. The forums brought together State legislators and representatives from child welfare, law enforcement, juvenile justice, and public health and mental health agencies. Participants explored ways to foster collaboration among agencies, increase public awareness of the link between child abuse and juvenile delinquency, identify promising

strategies for prevention and intervention, and promote local, community-based assessment, planning, and implementation of effective practices.

The South Carolina forum exemplifies the collaborative approach that the Coordinating Council strives to promote. This forum brought together more than 300 leaders, including directors of 8 Cabinet and State agencies, United Way executives, school personnel, law enforcement officers, corporate leaders, and mental health professionals. Led by the Governor, participants discussed policy and practice related to child abuse, education, and juvenile delinquency. The priorities identified at the forum reflect a shift at the State level toward increased emphasis on long-term, comprehensive, and collaborative strategies to address the needs of children and youth.

To help State policymakers address the prevention of child maltreatment and delinquency, the working group also supported the development of "Presentation Talking Points on the Link Between Child Maltreatment and Delinquency." The talking points discuss a variety of topics, including violence and victimization from a child's perspective, the relationship between child maltreatment and delinquency, ways to break the link between maltreatment and delinquency, and suggestions to overcome obstacles that prevent collaboration. The talking points are available on OJJDP's Web site ([www.ojjdp.ncjrs.org/council/child.htm](http://www.ojjdp.ncjrs.org/council/child.htm)). Individuals may customize the talking points to address the concerns of different audiences.

## *Children's Advocacy Centers*

Children's Advocacy Centers (CAC's) are child-focused, child-friendly programs that bring together teams of investigators, prosecutors, medical personnel, and social and mental health workers to work on child abuse cases. During FY 1999, OJJDP continued to fund the National Children's Alliance (NCA), formerly the National Network of Children's Advocacy Centers, of Washington, DC, and four Regional Children's Advocacy Centers

(RCAC's), which encourage and help other communities to establish centers. The RCAC's are Midwest RCAC, St. Paul, MN; Northeast RCAC, Philadelphia, PA; Southern RCAC, Rainbow City, AL; and Western RCAC, Pueblo, CO. To find out which States the regional centers serve, contact NCA at 800-239-9950 or visit NCA's Web site ([www.nca-online.org](http://www.nca-online.org)). Also during FY 1999, NCA produced *For Families*, a videotape that looks at family violence from the vantage point of 3 families of survivors; provided training and technical assistance to new CAC's across the country; received an average of 375 calls per month requesting information about CAC's; and approved 54 centers, including 2 American Indian centers, for NCA membership.

## *Internet Crimes Against Children Initiatives*

To combat the emerging threat of offenders' using the Internet or other online technology to sexually exploit children, OJJDP awarded grants in FY 1998 to 10 State and local law enforcement agencies to help them develop and implement regional multijurisdictional, multiagency task forces to prevent and respond to these crimes. During FY 1999, the Internet Crimes Against Children (ICAC) Task Force worked with representatives from OJJDP, the Federal Bureau of Investigation, the U.S. Customs Service, the U.S. Postal Inspection Service, and the National Center for Missing and Exploited Children (NCMEC) to develop investigative and operational standards for the ICAC Task Force Program. These standards are designed to coordinate investigations, foster information sharing, ensure the probative quality of undercover operations, and facilitate interagency case referrals through standardization of investigative practices. The 10 jurisdictions participating in the ICAC program are:

- ◆ Bedford County (VA) Sheriff's Office.
- ◆ Broward County (FL) Sheriff's Office.
- ◆ Colorado Springs (CO) Police Department.
- ◆ Dallas (TX) Police Department.

- ◆ Illinois State Police.
- ◆ New York State Division of Criminal Justice Services.
- ◆ Portsmouth (NH) Police Department.
- ◆ Sacramento County (CA) Sheriff's Office.
- ◆ South Carolina Office of the Attorney General.
- ◆ Wisconsin Department of Justice.

OJJDP, in cooperation with the National School Boards Association and NCMEC, also sponsored a national videoconference entitled *Online Safety for Children: A Primer for Parents and Teachers*. The videoconference was designed to raise awareness of Internet safety, encourage the development of safe online practices, and identify strategies for preventing Internet crimes against children.

NCMEC also plays a critical role in making cyberspace a safer place for children. In FY 1999, more than 700 law enforcement personnel, ranging from executives to frontline personnel, participated in NCMEC-sponsored Protecting Children Online courses. NCMEC's CyberTipline ([www.cybertipline.com](http://www.cybertipline.com)) received more than 8,500 leads from children, parents, and other individuals concerned about the safety of children on the Internet. Some of these leads resulted in the arrest of individuals using the Internet to identify children for sexual molestation, and others led to the recovery of children enticed from home by sex offenders.

OJJDP also published a Portable Guide (described on page 36) that discusses the use of computers in the sexual exploitation of children.

## *Model Courts Program*

The National Council of Juvenile and Family Court Judges' (NCJFCJ's) Model Courts Program helps courts improve how they handle child abuse and neglect cases. The program ensures that children spend less time in foster care and that dependency courts resolve cases earlier while maintaining the

adequate protections these children deserve and need. With OJJDP funding support, NCJFCJ now oversees 24 model courts in 22 States. The Model Courts Program is nationally recognized as the leading innovation in dependency court reform.

## *National Center for Missing and Exploited Children*

NCMEC is a national resource center and clearinghouse dedicated to missing and exploited children and their families. Located in Alexandria, VA, NCMEC operates a 24-hour toll-free hotline (800-843-5678), provides training and technical assistance, and produces and distributes publications. In FY 1999, NCMEC's hotline received more than 115,000 calls ranging from citizens reporting information concerning missing children to requests from parents and law enforcement for information and publications. NCMEC also assisted in the recovery of hundreds of children, disseminated millions of photographs of missing children, and distributed nearly 2.5 million publications. (NCMEC's efforts to protect children from online sexual exploitation are discussed on page 34 and this page.)

## *National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children*

The second National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMART 2) is a followup to the first national study, which was conducted in 1988 and the results of which were published in 1990. The study is being conducted for OJJDP by the Institute for Survey Research at Temple University in Philadelphia, PA; the Family Research Laboratory at the University of New Hampshire, Durham, NH; and Westat, Inc., of Rockville, MD. Researchers are conducting telephone surveys of approximately 23,000 households to estimate how many children are missing on an annual basis and of approximately 10,000 randomly selected youth to understand what happens during

missing children episodes. Researchers also are interviewing law enforcement agencies to determine the annual frequency of child abductions and directors of residential facilities and institutions to determine how many residents run away. A related survey of community professionals has yielded data on throwaway children, which researchers are analyzing. NISMART 2 is summarized in a new OJJDP Bulletin, *Second Comprehensive Study of Missing Children*, available from the Juvenile Justice Clearinghouse (see page 48 under "How To Access Information From JJC").

## Portable Guides

OJJDP has published two new Portable Guides to Investigating Child Abuse, publications that fit in the glove compartments of patrol cars or other easily accessible locations. The Guides provide concise guidelines on investigating child abuse, neglect, and exploitation cases. *Forming a Multidisciplinary Team To Investigate Child Abuse* discusses how to form such a team, problems that may arise, and national organizations that can provide assistance. *Use of Computers in the Sexual Exploitation of Children* provides information about the sexual behavior patterns of preferential sex offenders and their use of computer technology and offers effective investigative strategies law enforcement can use to combat the sexual exploitation of children. (For ordering information, see page 48 under "How To Access Information From JJC.")

## Safe Kids/Safe Streets Program

In FY 1999, OJJDP and several other Office of Justice Programs agencies continued to support a multiyear demonstration program that is helping five communities develop coordinated responses to child abuse and neglect. The Safe Kids/Safe Streets: Community Approaches to Reducing Abuse and Neglect and Preventing Delinquency program was designed to help communities break the cycle of early childhood victimization and later criminality and to reduce child abuse and neglect and the child fatalities that often result. Communities receiving grants from OJJDP are Chittenden County, VT;

Huntsville, AL; Kansas City, MO; the Sault Sainte-Marie Tribe of Chippewa Indians, MI; and Toledo, OH. OJJDP also awarded a grant to Westat, Inc., of Rockville, MD, to evaluate the program.

## Safe Start Initiative

OJJDP initiated a major new effort during FY 1999 to help communities intervene early to protect children exposed to violence from further violence and to provide them with the treatment they need to recover. The Safe Start Initiative is based in part on the Child Development-Community Policing (CD-CP) Program developed by Yale University and the New Haven (CT) Police Department with OJJDP support. The CD-CP program helps police officers and mental health professionals work together to help children who are victims of or witnesses to violent crimes.

The large number of applications OJJDP received for this program (208) indicates that many communities are interested in developing programs that help reduce the victimization of children. OJJDP selected nine sites to participate in the Safe Start Initiative. The sites—Baltimore, MD; Bridgeport, CT; Chatham County, NC; Chicago, IL; Pinellas County, FL; Rochester, NY; San Francisco, CA; Spokane, WA; and Washington County, ME—will create agency partnerships to prevent and reduce the impact of family and community violence on young children. The grantees will first conduct a thorough review of existing community services and determine the gaps that need to be filled. Based on this review, each site will develop a 5-year comprehensive response to community violence. The response will include services from law enforcement, mental health and medical professions, and child protective service providers. The National Center for Children Exposed to Violence in New Haven, CT, will provide training and technical assistance to the Safe Start sites. Caliber Associates of Fairfax, VA, is conducting a national evaluation of the initiative.

In addition to these nine sites, OJJDP also awarded grants to Miami, FL; New Orleans, LA; and Newark, NJ, to help them develop specific



improvements to services for children exposed to violence.

### *Training and Technical Assistance*

OJJDP also funds a number of training and technical assistance projects to help communities and practitioners respond more effectively to the victimization of children. For example, the Jimmy Ryce Law Enforcement Training Center in Fairfax, VA, offers training courses to improve law enforcement investigations of missing children cases. Through a cooperative agreement with OJJDP, Fox Valley Techni-

cal College of Appleton, WI, also sponsors a variety of training and technical assistance services. During FY 1999, more than 4,500 individuals representing law enforcement, prosecutor's offices, social services, and health and family services participated in these activities. The courses focus on investigative techniques, interview strategies, comprehensive response planning, media relations, lead and case management, and other topics related to missing and exploited children's cases. More detailed information about OJJDP's training and technical assistance activities is available from the National Training and Technical Assistance Center in Fairfax, VA ([www.nttac.org](http://www.nttac.org)).

## Chapter 6

# Enhancing Public Safety and Law Enforcement

Although juvenile crime and violence continue to decline, protecting the public from serious, violent, and chronic juvenile offenders and helping law enforcement officers improve their responses to these youth remain priorities at OJJDP. The Office is especially concerned about juvenile gun violence. *Juvenile Offenders and Victims: 1999 National Report* illustrates the devastating impact that the availability of guns has had on the lives and well-being of American youth. While other types of homicide remained constant, the number of juveniles killed with a firearm increased greatly between 1987 and 1993. According to the *National Report*, this increase was all firearm related, as was the subsequent decline. Violent youth gangs remain a concern as well, although the number of law enforcement agencies reporting active youth gangs continues to decline. OJJDP continued to fund several programs during FY 1999 to help communities and law enforcement address these two critical issues. The Office also remains concerned about underage drinking and continued to help communities enforce underage drinking laws and develop programs to educate adults and youth about those laws. OJJDP also supported a variety of training and technical assistance programs to help law enforcement enhance its responses to juvenile crime and victimization. This chapter highlights several of OJJDP's major initiatives that help keep the public safe and respond appropriately to serious, violent juvenile offenders.

### Enforcing the Underage Drinking Laws Program

The Enforcing the Underage Drinking Laws (EUDL) Program (formerly called the Combating Underage Drinking program) is a multifaceted effort that includes block grants, discretionary programs, training and technical assistance, and an evaluation compo-

nent. Block grants awarded under the EUDL Program are helping 14 communities, 50 States, and the District of Columbia to strengthen law enforcement's responses to underage drinking. Congress created EUDL to help States develop comprehensive and coordinated initiatives to enforce State laws that prohibit the sale of alcoholic beverages to minors (individuals under age 21) and to prevent the purchase or consumption of alcoholic beverages by minors. OJJDP awarded FY 1999 block grants of \$360,000 to each State and the District of Columbia to develop activities in one or more of the following three priority areas identified by Congress:

- ◆ **Enforcement:** 45 States are implementing enforcement activities that address alcohol retailers, third-party providers, youth, and impaired driving laws.
- ◆ **Education:** 40 States are initiating education activities, such as mass media campaigns or campaigns designed to educate parents, youth, retailers, prosecutors, judges, and the community about underage drinking laws.
- ◆ **Innovation:** 18 States are designing programs or activities that have not been undertaken by other States. These include addressing underage drinking in college communities, establishing tiplines to report problem retailers or underage drinking parties, reviewing State statutes related to underage drinking, and helping youth learn how advertisements seek to manipulate their audiences.

OJJDP's training and technical assistance efforts are designed to involve youth, State coordinators, local and State coalitions, and law enforcement personnel. EUDL funding from OJJDP, for example, is helping Mothers Against Drunk Driving (MADD) expand the Youth in Action campaign into 14 communities: Austin, TX; Bismark, ND; Boston, MA;

Charleston, WV; Las Vegas, NV; Long Island, NY; Menasha, WI; Nashville, TN; New Haven, CT; Omaha, NE; Providence, RI; St. Paul, MN; Tampa, FL; and Vero Beach, FL. This campaign encourages youth groups to team up with law enforcement agencies to combat illegal alcohol sales to minors, conduct merchant compliance stings, curb the sale or distribution of fake ID's on the Internet, and raise public awareness about parental liability issues related to serving alcohol to minors.

OJJDP awarded a cooperative agreement to the Pacific Institute for Research and Evaluation (PIRE) of Rockville, MD, to design and deliver a training and technical assistance program in support of EUDL. PIRE established the Underage Drinking Enforcement Training Center ([www.pire.org/udetc](http://www.pire.org/udetc)) to help States receiving EUDL funding focus their efforts on prevention, intervention, and enforcement issues. During FY 1999, PIRE held a National Leadership Conference attended by more than 300 State and local coalition leaders, high-level law enforcement officers, youth leaders, and State coordinators. The conference provided information about effective enforcement strategies, needs assessment, coalition building, evaluation, media advocacy, and youth development. At the conference, PIRE organized a national media event at which OJJDP and MADD released a new study showing that the costs of underage drinking in America total more than \$58 billion annually. The event was covered by more than 35 media organizations.

In response to needs identified at the conference, PIRE developed and produced documents that address strategies to reduce underage alcohol use, the cost of underage drinking, media advocacy, youth surveys, tips for developing cohesive program plans, and other topics. The documents are available on the Center's Web site. PIRE also sponsors monthly audio teleconferences and training sessions to help communities. Each audio teleconference focuses on a specific issue and features a national expert and speakers from States that have been successful in implementing strategies that address the issue. The training sessions provide guidance and assistance to States and communities on developing comprehensive approaches to combat underage drinking.

PIRE also has developed training that deals with policy and law enforcement issues. The policy training emphasizes policy development at the local level and provides practical guidance in assessing and applying existing laws and policies, improving and strengthening these regulations, and gaining support for legal changes. The policy training also focuses on the need for community-based, effective policies and the steps needed to implement them. The law enforcement training addresses the practical challenges law enforcement personnel often face when attempting to enforce laws against underage drinking. The training addresses such topics as enforcing underage drinking laws on college campuses, dealing with false identification, working with merchants to reduce sales to minors, reducing third-party sales, adopting techniques to prevent and break up underage parties, and reducing impaired driving.

OJJDP also is funding a national evaluation of the EUDL Program, conducted by a multidisciplinary team at Wake Forest University School of Medicine of Winston-Salem, NC. The evaluation is designed to provide timely, scientifically sound data on the process of implementing the program and its effects on levels of law enforcement activities, legislative and other policy changes aimed at youth alcohol use, and youth alcohol consumption and alcohol-related problems in local communities. The national evaluation will determine which State and local programmatic activities are being supported and evaluate the impact of the program in a sample of communities.

## *OJJDP Gang Initiatives*

The proliferation of gang problems over the past two decades led OJJDP to develop a comprehensive, coordinated response to America's gang problem. This response includes several programs. In FY 1995, OJJDP awarded funds to five jurisdictions (Bloomington, IL; Mesa, AZ; Riverside, CA; San Antonio, TX; and Tucson, AZ) to help them reduce gang violence by implementing the Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression Program. The program includes five key strategies: mobilizing communities, providing youth opportunities,

suppressing gang violence, providing social interactions and street outreach, and facilitating organizational change and development. After funding the sites for 4 years, OJJDP decided in FY 1999 to continue funding two of the sites. Although all five jurisdictions served as promising demonstration sites, OJJDP awarded additional funding to Mesa and Riverside based on their strong prospects for sustaining the comprehensive approach, program performance, preliminary evaluation data, and evidence that they were developing promising strategies. The University of Chicago is conducting an evaluation of the program and has helped each of the five sites establish realistic and measurable objectives, document program implementation, and measure the impact of the comprehensive model.

OJJDP also supports the Boys & Girls Clubs of America program Gang Prevention Through Targeted Outreach, which helps local Boys & Girls Clubs prevent youth from entering gangs, intervene with gang members in the early stages of gang involvement, and divert youth from gang activities into more constructive programs. This program reflects OJJDP's ongoing collaboration with the Boys & Girls Clubs of America to reduce problems of juvenile delinquency and violence. Boys & Girls Clubs of America provides training and technical assistance to local gang prevention and intervention sites, including SafeFutures and OJJDP Comprehensive Gang Model sites, clubs, and organizations. In FY 1999, the Boys & Girls Clubs added as many as 30 gang prevention sites, 5 gang intervention sites, and at least 2 "targeted reintegration" sites in which clubs provide services to youth returning to the community from juvenile correctional facilities to prevent them from going back to gangs and violence. Public/Private Ventures of Philadelphia, PA, is evaluating the program for OJJDP.

The National Youth Gang Center (NYGC), located at the Institute for Intergovernmental Research in Tallahassee, FL, is a one-stop shop for information and data about gangs and effective responses to them. Established in 1995, NYGC analyzes State and local gang legislation, reviews gang literature, compiles and analyzes data about gangs, identifies effective gang program strategies, provides technical

assistance, and helps coordinate the National Youth Gang Consortium, which includes Federal agencies with responsibilities in this area. For information about NYGC, phone 850-385-0600 or visit [www.iir.com/nycg](http://www.iir.com/nycg). Web site features include information about gang-related legislation broken down by subject and State and an electronic mailing list. The GANGINFO listserv has almost 600 subscribers and provides a forum for professionals to exchange information about youth gangs.

NYGC also conducts annual surveys of police and sheriffs departments to determine the extent of the Nation's gang problem. A summary of the 1997 National Youth Gang Survey and preliminary findings from the 1998 survey were released in 1999. Survey results for both years indicate that the number of agencies reporting active youth gangs and the estimated number of gangs and gang members in the United States have decreased slightly. For copies of the *1997 Youth Gang Survey* and *Highlights of the 1998 National Youth Gang Survey*, see the "How To Access Information From JJC" section on page 48. Other gang-related publications, including OJJDP's Youth Gang Series of Bulletins (see page 50), are available through the Juvenile Justice Clearinghouse.

NYGC also coordinated OJJDP's second national youth gang symposium in 1999. More than 1,200 individuals attended the meeting, which was designed to help practitioners put research into practice. The symposium was attended by school personnel and resource officers, researchers, policymakers, law enforcement officials, and representatives from community-based and youth-serving organizations.

NYGC also is providing technical assistance to four rural communities (Elk City, OK; Glenn County, CA; Longview, WA; and Mount Vernon, IL) that, with OJJDP funding, are conducting comprehensive assessments of their local youth gang problems.

## *Partnerships To Reduce Juvenile Gun Violence*

As part of its commitment to address the continuing problem of youth violence, OJJDP is helping three

communities (Baton Rouge, LA; Oakland, CA; and Syracuse, NY) implement the Partnerships To Reduce Juvenile Gun Violence program. The goal of the program is to increase the effectiveness of existing strategies by enhancing and coordinating prevention, intervention, and suppression efforts and strengthening the links among community residents, law enforcement personnel, and juvenile justice system professionals. The program is designed to help reduce youth's illegal access to guns and address the reasons they carry and use guns in violent exchanges.

Although the implementation of gun violence reduction strategies has varied across the three partnerships, each has successfully developed suppression, intervention, and prevention strategies and has made policy and procedural changes in participating public and private agencies. Their local police departments—in cooperation with the U.S. Bureau of Alcohol, Tobacco and Firearms; State and county law enforcement agencies; and community organizations—have removed many illegal guns from the streets. They have accomplished this through gun tracing, targeted enforcement operations by police, and community-supported silent witness programs that encourage residents to report the presence of illegal guns.

All three partnerships also have implemented intensive intervention strategies that target at-risk youth and provide them with intervention and case management services. The partnerships also have implemented integrated strategies that focus on preventing youth gun violence. These strategies include activities to increase citizen crime reporting and enhance relationships between police and communities. In addition, public and private agencies in each community have made changes in their policies and procedures to support the partnerships' efforts. For example, all three partnerships have developed agreements with local police departments, prosecutor's offices, and probation agencies to share juvenile records. COSMOS Corporation of Bethesda, MD, is evaluating this program.

## *Promising Strategies To Reduce Gun Violence*

At the direction of Attorney General Janet Reno, a U.S. Department of Justice workgroup reviewed existing gun violence reduction efforts to identify key programs and strategies. In February 1999, OJJDP published *Promising Strategies To Reduce Gun Violence*, the culmination of the workgroup's efforts. The Report describes 60 programs and strategies that were selected from a national survey of more than 400 local programs. *Promising Strategies* is designed as a "toolbox" to provide law enforcement personnel, State and local elected officials, prosecutors, judges, members of community organizations, and other policymakers with practical information about a range of strategies to reduce gun violence. It includes a blueprint for communities to develop their own comprehensive, strategic plans and a wealth of practical information on demonstrated and promising strategies and programs. It is also intended to help communities learn from each other's successes.

The Report profiles communities that have successfully implemented comprehensive plans that address multiple risk factors associated with the illegal use of firearms and strategies. The Report also profiles programs that focus on three interventions: interrupting sources of illegal guns, deterring illegal possession and carrying of guns, and responding to illegal gun use.

Each profile includes information about program goals, groups and areas targeted by the program, evaluation information, length of time the program has operated, the way in which the program works, and contact information. The Report also describes a number of Federal and non-Federal programs that provide research, technical assistance, and educational resources to help communities reduce gun violence. *Promising Strategies* was prepared by COSMOS Corporation of Bethesda, MD, as part of its evaluation of the Partnerships To Reduce Juvenile Gun Violence initiative. (For ordering information, see page 48 under "How To Access Information From JJC.")

## *Chapter 7*

# *Comprehensive Community-Based Initiatives*

America's communities have made great progress in recent years in reducing juvenile crime and victimization. This progress is due, in part, to their strong efforts to develop comprehensive, community-based programs that combine prevention and early intervention programs with graduated sanctions that hold young offenders accountable at every stage of the juvenile justice system. For the past several years, OJJDP has developed and funded a number of programs to support communities in these efforts. In addition to programs discussed earlier that are helping communities address gang and gun violence (see pages 40–42), OJJDP funded more than 200 community-based coalitions in FY 1999 and is helping them develop programs to reduce and prevent youth substance abuse. Youth, parents, members of the media, schools, and law enforcement make up these coalitions, which are funded under the Drug-Free Communities Support Program. Hundreds of communities across the Nation also have received OJJDP grants under the Title V Community Prevention Grants program and are developing community-based responses to juvenile delinquency and crime. This chapter highlights several OJJDP programs that are helping communities implement the types of comprehensive responses necessary to reduce delinquency and keep the public safe.

### *Community Prevention Grants Program*

The Title V Community Prevention Grants program (Title V) promotes the use of comprehensive strategies to address juvenile victimization and delinquency. Enacted by Congress in 1992 to encourage communities to design and implement community-based programs to prevent juvenile delinquency, Title V is the only Federal funding source dedicated solely to delinquency prevention. The program's annual appro-

priation has increased substantially from \$13 million in 1994 to \$20 million annually from 1995 to 1998 to \$45 million in FY 1999.

OJJDP awards Title V grants to States based on the size of their juvenile population. The States, in turn, award the funds to qualified units of local government (i.e., a city, county, town, borough, parish, village, or Indian tribe that performs law enforcement functions) to design and implement delinquency prevention plans that meet their local needs. Since 1994, 885 communities in 49 States, the District of Columbia, and 4 U.S. territories (American Samoa, Guam, Puerto Rico, and the Northern Marianas Islands) have received Title V subgrants. The term "States" as used throughout the remainder of this discussion refers to States, the District of Columbia, and the U.S. territories.

Because a State or local government is required to provide a 50-percent cash or in-kind match for each grant, the level of community ownership and investment in these programs is impressive and has contributed to the success of the Title V program. Many communities have contributed more than 90 percent of the cost of the program. Several States have provided additional funding to support Title V programs as well. In FY 1999, 14 States allocated more than \$3 million in State funds and close to \$700,000 of their Federal funds to communities receiving Title V funds. In addition, many States have funneled additional Federal and State funds to help incorporate the Title V program model into other grant programs.

Another reason for the program's success is the requirement that each community appoint a prevention policy board (PPB) made up of local representatives from social services; child welfare, health, and mental health agencies; law enforcement; private industry; religious institutions; and civic organizations. The board assesses the risk factors that are

putting children in their community at risk and the protective factors that are helping keep them safe, then develops a comprehensive system of strategies that meets the needs of both the children and the community.

OJJDP's extensive training and technical assistance, provided by Developmental Research and Programs, Inc., of Seattle, WA, also has contributed to the success of the program. A core component of this assistance is "Communities That Care," a curriculum that provides a risk- and protection-focused approach to community planning. In FY 1999, OJJDP began distributing "Promising Approaches," a segment of the curriculum that helps community teams match prevention approaches to their unique community risk and protective factor profiles. Many State and community leaders have reported that "Promising Approaches" has helped fill a gap that existed previously between training on collecting community data and training on developing effective delinquency prevention plans.

Title V's emphasis on assessing local needs and building comprehensive prevention plans around this assessment requires that communities significantly change how they think about prevention, planning, and bringing about community change. Now in its sixth year, there is evidence that Title V has stimulated communities to change the way they do business.

Communities are asking nontraditional players to become involved in designing prevention activities, which provides a broader perspective and greater access to resources. In Mansfield, OH, for example, when the PPB decided to conduct a community survey as part of its risk and resource assessment, community police officers on the board offered to distribute the survey door-to-door. Many communities are asking parents and youth to join PPB's; this has been instrumental in bringing parents, youth, and service professionals closer together. Members of the business community, often excluded in the past from community prevention planning, also have proved to be an invaluable resource, donating financial advice, equipment, furniture, money, and other items and services.

Title V has helped communities focus on making systemwide changes rather than simply developing new programs. York, ME, for example, is working to improve the delivery of services across a five-town area. The efforts are paying off, and agencies that were not interested in working together before are now anxious to collaborate. Other communities are developing and implementing projects to change the laws, norms, and policies that guide acceptable community behavior. Holland, MI, for example, is focusing on changing the community's long-time acceptance of alcohol use by building on an existing public service campaign focused on drug and alcohol use.

The Title V program also is helping communities do a better job of leveraging resources and maximizing their return on limited Federal funds. The Title V planning process helped the PPB in Eloy, AZ, for example, to identify every prevention initiative the board was sponsoring and put the community in a position to seek—and receive—other major grants, including a Drug-Free Communities Support Program grant. A rigorous evaluation component allowed Monmouth County, NJ, to document the success of its Title V program efforts, which included reductions in both detentions and suspensions in the local elementary and middle schools. The community used these evaluation results when requesting additional funding from State and Federal sources.

As part of its commitment to ensure the effectiveness of its programs, OJJDP is funding an evaluation of the Title V program in six States: Hawaii, Michigan, Nebraska, Pennsylvania, Vermont, and Virginia. The evaluation will help identify critical success factors for community planning, assessment, and implementation of delinquency prevention strategies; assess the impact of Federal dollars; and gather and disseminate information on what works in delinquency prevention. The evaluation is being conducted by Caliber, Inc., of Fairfax, VA.

The accomplishments of the Title V program are discussed in greater detail in OJJDP's *1999 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs*. The Report is available from the

Juvenile Justice Clearinghouse (see page 48, under “How To Access Information From JJC”).

## *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*

OJJDP developed the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders to provide communities with a strategic yet practical response to juvenile delinquency and to help prevent juveniles from becoming serious, violent, and chronic juvenile offenders. Derived from extensive research, the Comprehensive Strategy calls for forming local planning teams to assess factors that put youth at risk of delinquency, determine available resources, establish effective prevention programs, and develop appropriate and graduated sanctions for juvenile offenders. In 1995, OJJDP published the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* and since then has distributed more than 30,000 copies.

In 1996, OJJDP launched a national training and technical assistance initiative to test the theoretical framework of the Comprehensive Strategy in three communities—Lee and Duval Counties, FL, and San Diego County, CA. These pilot sites began applying the process and principles set forth in the Comprehensive Strategy while developing comprehensive strategic plans to address juvenile delinquency. Although it is still too soon to assess the long-term impact on juvenile crime and delinquency, each site has benefited from the Comprehensive Strategy planning process and has made progress in implementing a comprehensive continuum of prevention and graduated sanctions services to reduce juvenile crime and delinquency in the community. In addition, the communities are finding that having systematically developed, data-driven strategic plans is putting them in a better position to leverage Federal, State, local, and foundation funds to achieve their strategic goals.

In 1997 and 1998, OJJDP expanded the training and technical assistance initiative to eight States—Florida, Iowa, Maryland, Ohio, Oregon, Rhode Island, Texas, and Wisconsin. During FY 1999, the eight States continued to develop and/or implement their local comprehensive plans. A sampling of these plans is available on OJJDP’s Web site at [www.ojjdp.ncjrs.org/strategy/pubs.html](http://www.ojjdp.ncjrs.org/strategy/pubs.html). OJJDP continued to provide technical assistance, information, and guidance workshops to other States and sites interested in developing a Comprehensive Strategy. In FY 2000, OJJDP began a process evaluation of the Comprehensive Strategy through its management evaluation contract with Caliber Associates of Fairfax, VA.

The three pilot sites’ experiences are described fully in an OJJDP Bulletin, *The Comprehensive Strategy: Lessons Learned From the Pilot Sites*. The Bulletin and the *Guide* are available from the Juvenile Justice Clearinghouse (see page 48, under “How To Access Information From JJC”).

## *SafeFutures: Partnerships To Reduce Youth Violence and Delinquency*

OJJDP has been supporting the SafeFutures: Partnerships To Reduce Youth Violence and Delinquency program since 1995. The program emphasizes the importance of providing a continuum of care at all developmental stages for juveniles who are at risk of delinquency. Since 1995, OJJDP has awarded annual grants of up to \$1.4 million each year to Boston, MA; Contra Costa County, CA; Fort Belknap, MT; Imperial County, CA; St. Louis, MO; and Seattle, WA. The sites are developing comprehensive plans that provide appropriate prevention, intervention, and treatment services and graduated sanctions for at-risk and delinquent youth.

During FY 1999, the sites focused on refining this continuum-of-care approach by better integrating and coordinating services in their communities.



Imperial County, for example, is implementing a coordinated system of care for youth and families that includes providing comprehensive assessment and case planning, linking resources and services, monitoring service delivery and outcomes, and advocating on behalf of children and families. Several sites also made significant progress with systems change activities, such as implementing permanent changes in policy and resource allocations. Boston, for example, reallocated city funds to maintain and expand afterschool programs and aftercare services

for youth who have been in secure confinement. After conducting an assessment of the community's gang problem, Contra Costa County refocused city and county resources to target the most violent gangs.

OJJDP committed a cadre of training and technical assistance resources to SafeFutures and is funding a national evaluation to determine the success of the initiative and track lessons learned at each of the six sites. The Urban Institute of Washington, DC, is conducting the evaluation.

## *Chapter 8*

### *Getting the Word Out*

Sharing information—about research, statistics, and programs that work—with practitioners, policy-makers, and the public has been a priority at OJJDP for the past several years, including FY 1999. To help expand its audiences, OJJDP used a variety of formats to “get the word out” about effective programs and new initiatives. These formats included advertising campaigns, electronic products (such as CD-ROM’s, listservs, and Web sites), print publications, and satellite videoconferences. OJJDP’s dissemination efforts in FY 1999 addressed a number of key national issues, including family intervention programs, juveniles in the criminal justice system, school safety and violence, and youth gangs. This chapter highlights several of these activities, illustrating OJJDP’s efforts to keep the juvenile justice field informed about its work.

#### *Investing in Youth for a Safer Future: A Public Education Campaign*

OJJDP and the Bureau of Justice Assistance have been supporting the National Crime Prevention Council’s public advertising campaign Investing in Youth for a Safer Future since 1997. The goal of the campaign is to motivate young people and adults to get involved and support effective solutions to crime. Members of the Advertising Council, Inc., volunteered their time and creative talents to develop a series of public service announcements (PSA’s) for television, radio, magazines, and billboards. The PSA’s include two toll-free numbers for teens and adults. Teens can call 800-722-TEENS to receive a free brochure that lists ideas and resources for getting involved in crime prevention activities. Adults can call 800-WE-PREVENT to receive a free booklet about effective programs and other activities

that can help provide support for crime prevention in their communities. Spanish-language versions of the ads are also being produced.

#### *Juvenile Justice Clearinghouse*

OJJDP’s primary vehicle for disseminating information is the Juvenile Justice Clearinghouse in Rockville, MD. The Clearinghouse is a “one-stop shop” that offers toll-free telephone and online access to a wealth of information, provides reference services and referrals, represents OJJDP at national conferences, and produces and distributes OJJDP publications. The Clearinghouse is a component of the National Criminal Justice Reference Service.

The Clearinghouse’s online endeavors were particularly successful in FY 1999 and included a redesign of OJJDP’s informative Web site ([www.ojjdp.ncjrs.org](http://www.ojjdp.ncjrs.org)). The site features juvenile justice facts and figures, grants and funding information from OJJDP and other agencies, a calendar of upcoming OJJDP-sponsored and youth-focused conferences, and publications. The site also includes mini-Web pages for a number of important OJJDP initiatives, including the Coordinating Council on Juvenile Justice and Delinquency Prevention, Drug-Free Communities Support Program, Juvenile Mentoring Program, Juvenile Accountability Incentive Block Grants Program, and Program of Research on the Causes and Correlates of Delinquency. The Clearinghouse also created topical Web pages related to gangs, guns, and school violence. The Web site remained extremely popular last year and was accessed more than 416,000 times (a 160-percent increase from FY 1998).

The Clearinghouse also oversees JUVJUST, an electronic mailing list of more than 4,500 subscribers. JUVJUST alerts subscribers to new documents,

funding opportunities, and other OJJDP news. Subscribers received 131 postings from OJJDP in FY 1999. (To subscribe to JUVJUST, go to the Web page, select "About OJJDP," then select "Keep Informed," and follow the instructions.)

The Clearinghouse also provided support for two high-profile activities in 1999: the antiviolence campaign sponsored by MTV (described on pages 5–6) and Attorney General Janet Reno's appearance on *Larry King Live*, a television show on which she discussed school violence. The Clearinghouse answered calls from viewers requesting two OJJDP publications the Attorney General discussed on the show: *Early Warning, Timely Response: A Guide to Safe Schools* and *Sharing Information: A Guide to the Family Education Rights and Privacy Act and Participation in Juvenile Justice Programs*. The Clearinghouse received more than 4,000 calls and online orders for the publications as a result of the Attorney General's appearance on the show.

The Clearinghouse also produces many of OJJDP's publications, including research and statistical reports, OJJDP Bulletins and Fact Sheets, and the OJJDP journal *Juvenile Justice*. During FY 1999, the Clearinghouse produced 117 OJJDP documents, a 65-percent increase from FY 1998, and distributed more than 4 million documents, a 50-percent increase from the prior year. Some of these publications are described below.

The Clearinghouse also responded to almost 60,000 requests (a 27-percent increase from FY 1998) received on its toll-free number.

### *How To Access Information From JJC*

Phone: 800-638-8736

Fax: 301-519-5600

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

Web site: www.ojjdp.ncjrs.org

www.ncjrs.org/puborder (to order publications)

## *Major Publications*

OJJDP produced a number of major new publications in FY 1999 that addressed critical issues in the forefront of juvenile justice. One of these new publications, *Juvenile Offenders and Victims: 1999 National Report* (described on pages 4–5), provides the crucial facts and analyses policymakers and practitioners need to effectively address juvenile crime and victimization. Other publications mentioned earlier in this Report include Bulletins addressing school violence (see page 18), Portable Guides to Investigating Child Abuse to help law enforcement address child abuse and the exploitation of children (see page 36), and *Promising Strategies To Reduce Gun Violence* (see page 42). Additional highlights of OJJDP's FY 1999 publication efforts include a Report on OJJDP research and several new publications in the Family Strengthening and Youth Gang Series of Bulletins. The publications described below are all available from the Juvenile Justice Clearinghouse (see instructions at the bottom of this page, under "How To Access Information From JJC"). A complete list of OJJDP publications released in FY 1999 appears in the appendix.

### *Family Strengthening Series of Bulletins*

It is widely accepted that increases in delinquency and violence over the past decade are rooted in a number of interrelated social problems—child abuse and neglect, alcohol and drug abuse, youth conflict and aggression, and early sexual involvement—that may originate within the family unit. As such, a key principle of OJJDP's delinquency prevention strategy is to help strengthen the family and provide resources to families and communities. To do this, the Office developed the Family Strengthening Series, which discusses the effectiveness of family intervention programs. Bulletins published under this series in FY 1999 include the following:

- ◆ *Effective Family Strengthening Interventions* summarizes research on the crucial role of the family in preventing juvenile delinquency, the principles of effective family strengthening interventions to

prevent juvenile delinquency and child abuse, and OJJDP's Strengthening America's Families Initiative, a training and technology transfer program that has identified 25 effective family strengthening programs from around the Nation.

- ◆ *Parents Anonymous<sup>SM</sup>: Strengthening Families* describes Parents Anonymous, Inc., a national child abuse prevention organization that teaches parents how to ask for help, use appropriate community resources, and build supportive, positive peer relationships for themselves and their children. The Bulletin discusses the organizational structure and various components of the program, including parent leaders, professionally trained facilitators, volunteers, specialized children's programs, public awareness campaigns, and help-lines. It also describes the populations the program serves, a typical Parents Anonymous<sup>SM</sup> meeting, and barriers that keep many families from seeking and using the help that is available. In addition, the Bulletin highlights two examples of Parents Anonymous<sup>SM</sup> programs: one serving Hispanic families in East Los Angeles and another serving American Indian families in Montana.
- ◆ *Preparing for the Drug Free Years* describes the Preparing for the Drug Free Years (PDFY) parenting program and summarizes results of studies of the program. The goal of PDFY is to empower parents of children ages 8 to 14 to reduce the risks that their children will abuse drugs and alcohol or develop other common adolescent problems. PDFY teaches parents how to reduce critical risk factors and enhance protective factors that are especially important during the late elementary and middle school years.
- ◆ *Preventing Violence the Problem-Solving Way* examines the effectiveness of parents teaching interpersonal cognitive problem-solving (ICPS) skills to their children (see page 18).
- ◆ *Treatment Foster Care* describes an alternative to corrections and group care facilities. The Treatment Foster Care (TFC) program places juvenile

offenders who require residential treatment with foster families who are trained to provide close supervision, fair limits, consistent consequences, and a supportive relationship. The TFC model has proved to be relatively effective when compared with other community-based treatment models. Placement in TFC provides juvenile delinquents with a relatively nonrestrictive experience and promotes learning and adjustment in a family setting, increasing the possibility of future progress.

## *Juvenile Justice Journal*

OJJDP also publishes *Juvenile Justice*, a journal dedicated to exploring a range of topics about juvenile delinquency and prevention programs. OJJDP produced two issues during FY 1999. One of these issues (volume V, number 2) addresses the problem of juvenile drug abuse and includes an interview with the Director of the Center for Substance Abuse Prevention and articles about juvenile drug courts and environmental approaches to reducing underage drinking. The second issue (volume VI, number 1) focuses on the increasing involvement of female offenders in the juvenile justice system and programs that are addressing the needs of these juveniles. OJJDP also published an issue in FY 2000 (volume VI, number 2) that addresses the 100th anniversary of the juvenile court (see page 4).

## *OJJDP Research: Making a Difference for Juveniles*

To know where the Nation's juveniles are headed, policymakers and practitioners need to be fully informed about where they are and where they have been. Most important, they need to know if current efforts are working to keep youth from becoming involved in negative behaviors. To help the Nation learn this, OJJDP oversees a wide-ranging program of research, comprehensive evaluations, data collection, and analyses focusing on juvenile crime, delinquency, and victimization. *OJJDP Research: Making a Difference for Juveniles* describes key research initiatives undertaken by OJJDP from 1996

through 1998 and presents key findings from these initiatives. The Report summarizes critical research about serious and violent juvenile offenders, the causes and correlates of delinquency, school violence, gangs, and juvenile detention. It summarizes what has been learned about these topics, explains what the findings mean, highlights how OJJDP is using research to address community needs and support communitywide responses to juvenile crime, and provides a selective bibliography for readers interested in more information.

## *Youth Gang Series of Bulletins*

As noted earlier in this Report (see pages 40–41), OJJDP is funding several programs to help communities address youth gang violence. As part of this effort, the Office developed the Youth Gang Series, which delves into many of the key issues related to youth gangs. Bulletins published under this series in FY 1999 include the following:

- ◆ *Gang Members on the Move* explores how key terms such as “gang,” “gang proliferation,” and “gang migration” are defined; how and whether gang migration affects gang proliferation; and what trends are reported in research literature. The increase in gang migration in recent years has generated the need for the issue to be assessed based on empirical evidence. This Bulletin provides information to help communities that are attempting to address gang-related problems gain a clear understanding of patterns of gang migration and an accurate assessment of local, or indigenous, gang membership.
- ◆ *Gang Membership, Delinquent Peers, and Delinquent Behavior* describes the findings of OJJDP-funded longitudinal research involving juveniles in Rochester, NY, and Seattle, WA. Researchers examined whether gang membership contributes to delinquency above and beyond the influence of associating with delinquent peers. Data from both studies provide strong and consistent evidence that being a gang member increases the rate of involvement in a variety of deviant behaviors over and above the impact of having delinquent peers.

According to the Bulletin, gang membership significantly predicts delinquency, even when controlling for other predictors of both delinquency and gang membership.

- ◆ *The Youth Gangs, Drugs, and Violence Connection* analyzes the relationships among youth gangs, drugs, and violent crime. The Bulletin examines whether drug trafficking is a primary activity of youth gangs and a main cause of violence in youth gangs or only a correlate and also looks at other causes of gang violence. The authors conclude that few data exist to support the popular image of gang migration for the explicit purpose of establishing drug trafficking operations in distant locations and that interstate drug trafficking is mainly the province of adult criminal organizations.

## *Reducing Youth Violence: A Comprehensive Approach (CD-ROM)*

In FY 1999, OJJDP released a multimedia CD-ROM that provides juvenile justice practitioners, researchers, and policymakers with publications, technical assistance resources, and a wealth of information about successful prevention and intervention programs for troubled youth. The CD-ROM, *Reducing Youth Violence: A Comprehensive Approach*, includes the following:

- ◆ More than 20 minutes of narration, video, tutorial, and animation files.
- ◆ More than 8,000 pages of information from 48 successful programs.
- ◆ A total of 132 technical assistance resource listings.
- ◆ The full text of more than 200 publications from OJJDP (12,000 pages of text).
- ◆ Abstracts and ordering information for another 485 publications.
- ◆ More than 2,000 graphs, tables, and charts.

- ◆ More than 150 links to Web sites and e-mail addresses.

Information on the CD-ROM, which would require more than 45 reams of paper if printed out, is easily accessible and clearly organized around 5 key topics: breaking the cycle of violence; creating opportunities for youth; mobilizing communities; reducing gangs, guns, and drugs; and strengthening the juvenile justice system. Each topic is divided into subcategories to help users find more specific information regarding the particular topics of interest.

The disk comes with easy-to-use installation instructions, and the company that produced the disk for OJJDP, Imagen Multimedia Corporation, has established a Web site ([www.ojjdp.com](http://www.ojjdp.com)) for users who may require additional assistance or information. Minimum computer requirements and system specifications are printed on the CD-ROM cover. The disk also includes a search function that allows users with Internet access to connect directly to many of the organizations described on the CD-ROM. This CD-ROM is available for free from the Juvenile Justice Clearinghouse (see page 48, under "How To Access Information From JJC").

## *Satellite Videoconferencing*

OJJDP has been using satellite telecommunications for several years to effectively and efficiently provide training and information to juvenile justice practitioners. Satellite videoconferencing is a cost-effective way to deliver consistent training and information to individuals who live in geographically diverse areas. Through FY 1999, OJJDP and its grantee, Eastern Kentucky University of Richmond, KY, have produced 20 videoconferences on a number of topics, including conditions of confinement in juvenile corrections and detention facilities; community collaboration; effective programs for serious, violent, and chronic juvenile offenders; youth-oriented community policing; juvenile boot camps; and conflict resolution for youth.

OJJDP held four successful videoconferences during FY 1999. Each videoconference reached an average of 607 sites and 18,000 viewers.

*Juveniles in the Criminal Justice System* examined trends in prosecuting juveniles as if they were adult criminal offenders, presented recent research on the impact of these changes on the justice system and incarcerated youth, and discussed implications for the future. Panelists included a researcher, juvenile court judge, State's attorney, State representative, and State director of public safety and corrections.

*What About Girls? Females and the Juvenile Justice System* focused on issues regarding gender-specific services for females. Nationally recognized experts and service providers discussed programs for juvenile females that States and local jurisdictions could begin using immediately. The telecast highlighted the PACE Center for Girls of Jacksonville, FL; an initiative of the Pulaski County Juvenile Court of Little Rock, AR; and the Harriet Tubman Residential Center of Auburn, NY.

OJJDP also sponsored two videoconferences that addressed school safety. The first, produced in partnership with the Safe and Drug-Free Schools Program of the U.S. Department of Education, provided satellite coverage of the White House Conference on School Safety hosted by President Clinton on October 15, 1998. The day-long conference included a policy address by the President, panel discussions, and an audience participation session that explored best practices and model school safety strategies. The goals of the conference included building on the existing body of knowledge about young people and aggressive or violent behavior, learning from experts about safety and discipline in schools, sharing best practices and exploring new solutions, and developing strategies to put these safety models in place in schools and communities.

*Promising Practices for Safe and Effective Schools* was broadcast live from Safe and Effective Schools for All Students: What Works, a national invitational

meeting sponsored by the U.S. Departments of Education, Health and Human Services, Justice, and others. Six-person teams from each State were invited to exchange information and strategies promoting safe and effective schools. Former First Lady Rosalynn Carter gave opening remarks at the conference.

Copies of these and other past videoconferences are available for purchase from the Juvenile Justice Clearinghouse. To order, call 800-638-8736 or go to OJJDP's Web site ([www.ojjdp.ncjrs.org](http://www.ojjdp.ncjrs.org)), select "Calendar of Events," then "Other OJJDP Conference and Training Resources," then "Teleconference Series."

## Summary and Conclusion

OJJDP recognizes that although juvenile crime and violence are continuing to decline, many problems still need to be addressed. Juvenile gang and gun violence remain critical issues. The use of alcohol and drugs continues to demand the attention of communities and law enforcement agencies. Many children are victimized, both physically and sexually, and now face a new threat: online exploitation. OJJDP addressed these and many other issues in FY 1999 by funding an array of research, evaluation, demonstration, training, and technical assistance projects. To ensure that information about these and other activities reaches a broad audience, OJJDP continues to make sharing information a priority.

The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders continued to guide much of OJJDP's work during FY 1999, as it has for the past several years. The Comprehensive Strategy is a research-based framework that calls for addressing juvenile delinquency and crime by using community-based prevention programs that reduce risk factors and provide buffering protective factors. Tenets of the Comprehensive Strategy run through many of the programs OJJDP supported in FY 1999, programs designed to help communities prevent delinquency, address school violence, strengthen the juvenile justice system, reduce the victimization of children, improve and support law enforcement efforts, and develop comprehensive strategies.

OJJDP had many accomplishments during FY 1999, including implementation of two major new programs. The Safe Schools/Healthy Students Initiative, a joint effort with the U.S. Departments of Education and Health and Human Services, is helping 54 communities implement communitywide programs to make their schools safe and drug free and to promote healthy childhood development. The Tribal Youth Program is helping 34 American Indian and Alaska Native tribal communities develop programs to prevent and control youth violence and substance abuse. OJJDP also released a major new

Report in FY 1999: *Juvenile Offenders and Victims: 1999 National Report* provides a wealth of reliable information about juvenile crime, victimization, and the operations of juvenile justice systems across the Nation.

OJJDP also supported a number of programs in FY 1999 to help prevent delinquency or intervene when delinquent or status offense behavior first occurs. The Office initiated two new arts programs that are helping nine communities use the arts to steer at-risk youth away from crime and delinquency and reintegrate juvenile offenders into their communities. OJJDP also supported three education-related initiatives. The Juvenile Mentoring Program is funding one-to-one mentoring programs in 40 States for youth at risk of educational failure. The Truancy Reduction Demonstration Program is helping eight communities develop comprehensive approaches to prevent truancy and intervene early with youth who start skipping school. Another initiative is helping educators address the issue of hate crimes.

School violence remains a national concern, and OJJDP funded a number of programs during FY 1999 to help schools and communities address this issue. The National Resource Center for Safe Schools provides information and training and technical assistance on a broad range of school-related issues, including hate crimes, gang activities, sexual harassment, and bullying. The National Center for Conflict Resolution Education is helping to integrate conflict resolution education programs into schools, juvenile facilities, and youth-serving organizations. The Hamilton Fish National Institute on School and Community Violence is evaluating the effectiveness of school violence prevention methods and developing effective violence prevention strategies. OJJDP also published several Bulletins during FY 1999 that address school violence.

The Office continued to develop and fund programs to help communities and States strengthen their



juvenile justice systems. The Balanced and Restorative Justice project promotes programs that restore the rights of victims, hold juvenile offenders accountable to victims, and protect communities. The Community Assessment Centers (CAC) program is helping four communities implement OJJDP's CAC model, which has four key elements: a single point of entry, immediate and comprehensive assessments, a management information system, and integrated case management. Several OJJDP formula and block grants programs also are designed to help strengthen the juvenile justice system. The Formula Grants program helps States, U.S. territories, and the District of Columbia (hereinafter referred to as States) meet four core statutory requirements and implement comprehensive strategies based on detailed studies of needs in their jurisdictions. The Juvenile Accountability Incentive Block Grants program helps States and local jurisdictions implement accountability-based reforms in 12 program purpose areas. The State Challenge Activities program encourages States to address problems or issues in 1 or more of 10 specific program areas. The Office also continued to fund more than 100 training and technical assistance projects to help practitioners and policymakers address juvenile crime and victimization.

Recognizing that many children are victimized, OJJDP supported several programs to help reduce the victimization of children. The Safe Kids/Safe Streets: Community Approaches to Reducing Abuse and Neglect and Preventing Delinquency program is helping five communities develop coordinated responses to child abuse and neglect. The Safe Start Initiative is helping nine sites intervene early to protect children exposed to violence from further violence and to provide them with the treatment they need to recover. OJJDP also continued to fund the National Center for Missing and Exploited Children (NCMEC), which has assisted in the recovery of hundreds of children, and a national research study that is gathering data about missing, runaway, and throwaway children. To help protect children from online exploitation, OJJDP is helping 10 jurisdictions develop multijurisdictional, multiagency task forces to prevent and respond to Internet crimes.

OJJDP and NCMEC also provided training and technical assistance and published several documents addressing the victimization of children.

OJJDP sponsored several initiatives in FY 1999 to enhance public safety and help law enforcement agencies respond to serious, violent, and chronic juvenile offenders. Several of these initiatives address the Nation's gang problem, including one that is helping five jurisdictions implement a comprehensive, communitywide response to gangs. OJJDP also funded the National Youth Gang Center and a gang prevention program operated by the Boys & Girls Clubs of America. Juvenile gun violence remains a national concern, and OJJDP is helping three communities implement partnerships to reduce this violence. The Office also published a Report that describes 60 promising strategies to reduce gun violence. The Enforcing the Underage Drinking Laws Program is helping States strengthen law enforcement's responses to underage drinking.

OJJDP continued to help communities develop comprehensive, community-based programs to reduce juvenile delinquency and victimization and keep the public safe. The Office is providing training and technical assistance to help eight States implement the Comprehensive Strategy. The Title V Community Prevention Grants Program provides grants to States to design and implement community-based delinquency prevention plans that meet their local needs. The Office also is helping six communities develop comprehensive plans that provide a continuum of care for juveniles at risk of delinquency under the SafeFutures: Partnerships To Reduce Youth Violence and Delinquency program.

Sharing information about research, statistics, and programs that work remains an OJJDP priority, and during FY 1999, OJJDP used a variety of formats to do this. The Office published more than 100 documents, sponsored several satellite videoconferences, made key information available on CD-ROM's, and continued to support and enhance its online activities. New publications released in FY 1999 addressed a variety of topics, including family strengthening, juvenile gangs, OJJDP research, drug abuse, and gender issues.

The activities supported in FY 1999 exemplify the type of programming the Office believes is necessary to ensure that juvenile delinquency and crime continue to decline. The Office built its FY 1999 programming around the continuum of activity called for in the Comprehensive Strategy. As such, OJJDP used the results of its research, evaluation, and statistical endeavors to design and implement model demonstration programs, replicate successful programs,

and provide comprehensive and targeted training and technical assistance. Many of these activities emphasize the need for communities and jurisdictions to work together to design programs that target local needs, coordinate resources, and involve a variety of agencies and citizens. The activities highlighted in this Report demonstrate how OJJDP is using its national leadership role to strengthen the Nation's response to juvenile delinquency and victimization.

## Appendix

### OJJDP Publications Produced in FY 1999

The following publications are available through OJJDP's Juvenile Justice Clearinghouse (JJC). For ordering information, see page 48, "How To Access Information From JJC."

*Blueprints: A Violence Prevention Initiative* (Fact Sheet), FS-99110

*Causes and Correlates of Delinquency Program* (Fact Sheet), FS-99100

*The Coach's Playbook Against Drugs* (Portable Guide), NCJ 173393

*Community Assessment Centers* (Fact Sheet), FS-99111

*Community Policing and Youth* (Bulletin), NCJ 178233

*Costs and Benefits of Early Childhood Intervention* (Fact Sheet), FS-9994

*Delinquency Cases in Juvenile Courts, 1996* (Fact Sheet), FS-99109

*Delinquency Cases Waived to Criminal Court, 1987-1996* (Fact Sheet), FS-9999

*Detention in Delinquency Cases, 1987-1996* (Fact Sheet), FS-99115

*Detention Diversion Advocacy: An Evaluation* (Bulletin), NCJ 171155

*Developing and Administering Accountability-Based Sanctions for Juveniles* (JAIBG Bulletin), NCJ 177612

*Disproportionate Minority Confinement: Lessons Learned From Five States* (Bulletin), NCJ 173420

*Effective Family Strengthening Interventions* (Family Strengthening Series Bulletin), NCJ 171121

*Employment and Training for Court-Involved Youth: An Overview* (Fact Sheet), FS-99102

*Enforcing the Underage Drinking Laws Program* (Fact Sheet), FS-99107

*Families and Schools Together* (Fact Sheet), FS-9888

*Focus on Accountability: Best Practices for Juvenile Court and Probation* (JAIBG Bulletin), NCJ 177611

*Forming a Multidisciplinary Team To Investigate Child Abuse* (Portable Guide), NCJ 170020

*Gang Members on the Move* (Youth Gang Series Bulletin), NCJ 171153

*Gang Membership, Delinquent Peers, and Delinquent Behavior* (Youth Gang Series Bulletin), NCJ 171119

*A Guide to Combating Juvenile DUI* (Fact Sheet), FS-99114

*Guide for Implementing the Balanced and Restorative Justice Model* (Report), NCJ 167887

*Guidelines for Screening Care Providers* (Fact Sheet), FS-9992

*Highlights of the 1996 National Youth Gang Survey* (Fact Sheet), FS-9886

*Highlights of the 1997 National Youth Gang Survey* (Fact Sheet), FS-9997

*Highlights of Findings From the Denver Youth Survey* (Fact Sheet), FS-99106

*Highlights of Findings From the Pittsburgh Youth Study* (Fact Sheet), FS-9995

*Highlights of Findings From the Rochester Youth Development Study* (Fact Sheet), FS-99103

*Implementing the OJJDP Comprehensive Gang Model* (Fact Sheet), FS-99112

*Innovative Approaches to Juvenile Indigent Defense* (Bulletin), NCJ 171151

*Investing in Youth for a Safer Future* (Fact Sheet), FS-9998

*Job Training for Juveniles: Project CRAFT* (Fact Sheet), FS-99116

*Juvenile Accountability Incentive Block Grants: Strategic Planning Guide* (Summary), NCJ 172846

*Juvenile Arrests 1997* (Bulletin), NCJ 173938

*Juvenile Arson, 1997* (Fact Sheet), FS-9991

*Juvenile Court Processing of Delinquency Cases, 1986-1995* (Fact Sheet), FS-99101

*Juvenile Court Processing of Delinquency Cases, 1987-1996* (Fact Sheet), FS-99104

*Juvenile Court Statistics 1996* (Report), NCJ 168963

*Juvenile Mentoring Program 1998 Report to Congress* (Report), NCJ 173424

*Juvenile Offenders in Residential Placement, 1997* (Fact Sheet), FS-9996

*Juvenile Offenders and Victims: 1999 National Report* (Report), NCJ 178257

*Juvenile Vandalism, 1996* (Fact Sheet), FS-9885

*Model Courts Serve Abused and Neglected Children* (Fact Sheet), FS-9990

*1996 National Youth Gang Survey* (Summary), NCJ 173964

*Offenders in Juvenile Court, 1996* (Bulletin), NCJ 175719

*OJJDP Annual Report (1998)* (Report), NCJ 178892

*OJJDP Research: Making a Difference for Juveniles* (Report), NCJ 177602

*Parents Anonymous<sup>SM</sup>: Strengthening Families* (Family Strengthening Series Bulletin), NCJ 171120

*Prenatal and Early Childhood Nurse Home Visitation* (Bulletin), NCJ 172875

*Preparing for the Drug Free Years* (Family Strengthening Series Bulletin), NCJ 173408

*Preventing Violence the Problem-Solving Way* (Family Strengthening Series Bulletin), NCJ 172847

*Promising Strategies To Reduce Gun Violence* (Report), NCJ 173950

*Reintegration, Supervised Release, and Intensive Aftercare* (Bulletin), NCJ 175715

*1998 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs* (Report), NCJ 176342

*Report to Congress on Juvenile Violence Research* (Report), NCJ 176976

*Residential Placement of Adjudicated Youth, 1987-1996* (Fact Sheet), FS-99117

*School and Community Interventions To Prevent Serious and Violent Offending* (Bulletin) NCJ 177624

*State Legislative Responses to Violent Juvenile Crime: 1996-97 Update* (Bulletin), NCJ 172835

*Strategies To Reduce Gun Violence* (Fact Sheet), FS-9993

*A Study of Juvenile Transfers to Criminal Court in Florida* (Fact Sheet), FS-99113

*Title V: Community Prevention Grants Program* (Fact Sheet), FS-9889

*Training and Technical Assistance for Indian Nation Juvenile Justice Systems* (Fact Sheet), FS-99105

*Treatment Foster Care* (Bulletin), NCJ 173421

*Tribal Youth Program* (Fact Sheet), FS-99108

*Trying Juveniles as Adults in Criminal Court: An Analysis of State Transfer Provisions* (Report), NCJ 172836

*Use of Computers in the Sexual Exploitation of Children* (Portable Guide), NCJ 170021

*The Youngest Offenders, 1996* (Fact Sheet), FS-9887

*The Youth Gangs, Drugs, and Violence Connection* (Youth Gang Series Bulletin), NCJ 171152

*Youth Out of the Education Mainstream: A North Carolina Profile* (Bulletin), NCJ 176343

## ***Juvenile Justice Journal***

Volume V, Number 2, December 1998, NCJ 173425: Focuses on juvenile drug and alcohol abuse.

Volume VI, Number 1, October 1999, NCJ 178254: Focuses on the role of gender in juvenile justice matters.

## ***Youth in Action Publications***

*Community Cleanup* (Bulletin), NCJ 171690

*Cross-Age Teaching* (Bulletin), NCJ 171688

*Hands Without Guns* (Fact Sheet), YFS-9903

*Make a Friend—Be a Peer Mentor* (Bulletin), NCJ 171691

*Meetings—Make Them Work!* (Bulletin), NCJ 171692

*Plan A Special Event!* (Bulletin), NCJ 171689

*Stand Up and Start a School Crime Watch!* (Bulletin), NCJ 171123

*Teens, Crime, and the Community* (Fact Sheet), YFS-9904

*Two Generations—Partners in Prevention* (Bulletin), NCJ 171687

*Wipe Out Vandalism and Graffiti* (Bulletin), NCJ 171122

*Youth Crime Watch of America* (Fact Sheet), YFS-9902

*Youth Preventing Drug Abuse* (Bulletin), NCJ 171124

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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.

## Phone:

800-638-8736  
(Monday–Friday, 8:30 a.m.–7 p.m. ET)

## Fax:

410-792-4358 (to order publications)  
301-519-5600 (to ask questions)

## Online:

### OJJDP Home Page:

[www.ojjdp.ncjrs.org](http://www.ojjdp.ncjrs.org)

### To Order Materials:

[www.ncjrs.org/puborder](http://www.ncjrs.org/puborder)

### E-Mail:

[askncjrs@ncjrs.org](mailto:askncjrs@ncjrs.org) (to ask questions about materials)

## Mail:

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

Fact Sheets and Bulletins are also available through fax-on-demand.

## Fax-on-Demand:

800-638-8736, select option 1, select option 2, and listen for instructions.

To ensure timely notice of new publications, subscribe to JUVJUST, OJJDP's electronic mailing list.

## JUVJUST Mailing List:

E-mail to [listproc@ncjrs.org](mailto:listproc@ncjrs.org)  
Leave the subject line blank  
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](http://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 1996.* 1999, NCJ 168963 (113 pp.).

*Offenders in Juvenile Court, 1996.* 1999, NCJ 175719 (12 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.).

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