



2002 Report to Congress

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



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

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Title V Community Prevention Grants Program

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Office of Juvenile Justice and Delinquency Prevention**

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Foreword

Since 1994, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has assisted more than 1,400 communities in their efforts to improve the lives of youth and their families through its Title V Community Prevention Grants Program.

Established by Congress in its 1992 amendments to the Juvenile Justice and Delinquency Prevention Act of 1974, the Title V Program provides communities the framework, tools, and funding they need to prevent delinquency and help youth become productive, responsible adults. By involving communities in the development of coordinated delinquency prevention and early intervention services, the program sustains comprehensive strategies that address the risk and protective factors associated with delinquency.

As described in this *2002 Report to Congress*, effective prevention efforts incorporate the following elements:

Research-based strategies. Research on hundreds of delinquency prevention programs has identified a number of effective strategies to reduce risk factors for delinquent behavior and enhance protective factors. Accordingly, OJJDP encourages grantees to consider research-based strategies for their prevention initiatives.

Targeting and matching. Effective prevention programming benefits from the use of selective targeting, in which communities identify their most prevalent risk factors for the population to be served. Appropriate research-based strategies can then be implemented to address those factors.

Sustainability. Research suggests that longevity and stability are critical to program success. Given limited federal resources and short grant timelines, sustainability planning is vital to helping communities maintain their initiatives beyond the initial funding period.

This Report shows how the above elements contribute to effective delinquency prevention activities. It also describes the accomplishments and insights of states and communities implementing Title V initiatives and looks to the next steps in delinquency prevention.

For nearly a decade, America's youth have benefitted from the determination of local communities and the commitment of concerned and caring citizens working through the Community Prevention Grants Program. OJJDP looks forward to continuing its collaboration with federal, state, and local partners to secure a better future for our nation's youth.

J. Robert Flores

Administrator

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Introduction

Finding that “it is more effective in both human and fiscal terms to prevent delinquency than to attempt to control or change it after the fact,” Congress established Incentive Grants for Local Delinquency Prevention Programs in Subchapter V of its 1992 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974.¹ The Title V Community Prevention Grants Program, as it is now known,² provides communities with funding and a guiding framework for developing and implementing comprehensive juvenile delinquency prevention plans.

This is the ninth report prepared in fulfillment of the requirements of Section 504(4) of Title V, which directs the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to submit an annual report to both the Committee on Education and the Workforce in the U.S. House of Representatives and the Committee on the Judiciary in the U.S. Senate. Section 504(4) specifies that the annual report shall:

- ◆ Describe the activities and accomplishments of grant activities funded under Title V.
- ◆ Describe the procedures followed to disseminate grant activity products and research findings.
- ◆ Describe the activities conducted to develop policy and to coordinate federal agency and interagency efforts related to delinquency prevention.
- ◆ Identify successful approaches and recommend activities to be conducted under Title V in the future.

The *2002 Report to Congress* begins with a look at the conceptual framework of the Community Prevention Grants Program, including the importance of delinquency prevention, the research on risk and protective factors, and current knowledge about “what works” in delinquency prevention. The second chapter provides an overview of the structure of the Program and an update on federal Title V allocations and state subgrant awards for 2002. The third chapter highlights the experience of Title V communities nationwide in using the research base to implement, evaluate, and sustain their programs. The report concludes with OJJDP’s recommendations for program modifications that will enhance the positive impact of the Community Prevention Grants Program.

¹Public Law 93-415: 42 U.S.C. § 5601 et seq. The JJDP Act was again reauthorized in 2002 (Public Law 107-273).

²In this Report, the Title V Community Prevention Grants Program is variously referred to as “the Community Prevention Grants Program,” “Title V,” and “the Program.”

The Conceptual Framework of Title V

The Community Prevention Grants Program is grounded in more than three decades of research that documents the correlation between conduct problems in early childhood and the development and onset of delinquency, including serious and violent offending.³ This chapter presents data that underscore the importance of preventing delinquency and discusses the research on risk and protective factors that is the basis of Title V delinquency prevention planning and programming. The final section of the chapter highlights current knowledge about “what works” in delinquency prevention.

The Importance of Delinquency Prevention

Research indicates that young people are committing fewer crimes and using drugs and alcohol less frequently. Total arrests of youth younger than age 18 declined 20 percent from 1997 to 2001 (Snyder, 2003).⁴ During the same period, juvenile arrests for property crimes (such as burglary and arson) decreased 29 percent, juvenile arrests for violent crimes (such as murder and rape) decreased 21 percent, and juvenile arrests for murder declined 47 percent (Snyder, 2003). A national survey reports that

³An annotated bibliography of research relevant to Title V with links to the publications listed is available on the Title V Web site: ojjdp.ncjrs.org/titlev/pub.html. See also the Publications section of OJJDP’s Web site: www.ojp.usdoj.gov/ojjdp.

⁴Note that the number of arrests is not equivalent to the number of people arrested because an unknown number of individuals are arrested more than once in a year. Similarly, arrest statistics do not represent counts of crimes committed by arrested individuals because a series of crimes committed by one individual may culminate in a single arrest or a single crime may result in the arrest of more than one person. The latter situation is relatively common in delinquency cases because juveniles are more likely than adults to commit crimes in groups. (See Snyder, 2003.)

illicit drug use among 8th, 10th, and 12th graders declined between 1997 and 2002 (Johnston, O’Malley, and Bachman, 2002). The decline was almost 5 percent among 8th graders, almost 3 percent among 10th graders, and slightly more than 1 percent among 12th graders. The same study shows that between 1997 and 2002, self-reported alcohol use declined by 6.8 percent among 8th graders, 5.1 percent among 10th graders, and 3.3 percent among 12th graders.

Nevertheless, there were 2.3 million arrests of youth younger than age 18 in 2001, constituting 17 percent of all arrests in the United States that year (Snyder, 2003). Juvenile delinquency is still a major public safety issue, and one whose monetary costs are considerable (Menard, 2002; Snyder and Sickmund, 1999). Beyond the obvious expenses of investigating delinquent and criminal acts and processing and punishing the offenders, the costs of delinquency extend to:

- ◆ Health services such as emergency medical treatment for both victims and offenders, long-term expenses related to traumatic injuries, mental health services to address victims’ emotional trauma, and drug treatment for offenders.
- ◆ Victims’ lost wages, property losses, and ongoing expenses to reduce the risk of further victimization (e.g., home alarm systems).
- ◆ Jury awards to compensate victims for pain and suffering (excluding punitive damages).
- ◆ Productivity losses resulting from confinement (offenders) and long-term physical injury (victims and offenders).

The victim-related costs associated with a single chronic juvenile offender have been estimated at

\$62,000 to \$250,000 over a 4-year period. The criminal justice system costs for the same chronic juvenile offender added an estimated \$21,000 to \$84,000 over the course of 4 years. A single juvenile substance abuser was estimated to cost society between \$150,000 and \$360,000, and a single high school dropout, \$243,000 to \$388,000 (Snyder and Sickmund, 1999).

A growing body of evidence demonstrates that delinquency prevention programs are effective in reducing the number of youth who engage in juvenile crime and other problem behaviors (see “Research-Based Prevention Programs,” page 6). Prevention has also been shown to be cost effective. In its recent report on youth violence, the U.S. Office of the Surgeon General (2001) cites research demonstrating that model early childhood intervention programs can actually save the government up to three times their cost when delinquency prevention and other benefits are considered and that model community-based programs targeted to adolescents return \$11 to \$22 for each dollar spent.⁵

The Role of Risk and Protective Factors

Effective delinquency prevention planning begins with an understanding of risk and protective factors. These are, respectively, the conditions, attitudes, and behaviors that can predispose children to later involvement in delinquency and those that can buffer negative influences and help build resilience in youth (Loeber, Farrington, and Petechuk, 2003; Wasserman et al., 2003; Hill, Lui, and Hawkins, 2001; Hawkins et al., 2000; Wasserman, Miller, and Cothorn, 2000; Lipsey and Derzon, 1998; Kelley et al., 1997; Tolan and Guerra, 1994). The risk- and protection-focused approach to prevention is the cornerstone of the Title V Community Prevention Grants Program. Since 1994, it has helped guide the efforts of communities nationwide to reduce delinquency and other related youth problem behaviors.

⁵Model programs meet the following criteria: demonstration of significant deterrent effects on violence or serious delinquency, or on a major risk factor for violence, in a study with a rigorous experimental design (experimental or quasi-experimental); replication with demonstrated effects; and sustainability of effects.

The effects of risk factors are multiplicative and interactive. The probability that youth will engage in delinquent behavior increases with the number of risk factors to which they are exposed (Herrenkohl et al., 2000; Farrington, 1997; Thornberry, Huizinga, and Loeber, 1995). Youth exposed to five or more risk factors are more likely, at least in the short term, to be involved in delinquent behavior than are youth with fewer than five risk factors.

Protective factors mitigate the effects of risk factors. Some children who are exposed to significant risk factors but also have the benefit of protective factors can move into adolescence and early adulthood without engaging in delinquent behavior. When protective factors are absent or limited, children exposed to risk factors are more likely to experience emotional, psychological, and behavioral challenges that can lead to delinquent behavior, although predicting the specific problems that may emerge (e.g., substance abuse, mental health issues, teen pregnancy) is difficult. This is true even for youth who may have resisted negative behavior in the past (Global Youth Network of the United National Office on Drugs and Crime, n.d.). The next two sections describe in greater detail risk and protective factors and their role in delinquency.

Risk Factors

Two of the leading researchers in the field, Hawkins and Catalano, observed that “In order to prevent a problem, we must find out what factors increase the chance of that problem’s occurrence and then find ways to reduce these ‘risk factors’” (1992, p. 8). Risk factors have been identified in five domains: community, school, family, peer group, and individual. Examples of factors in each domain include the following (Brewer et al., 1995, citing numerous studies):

- ◆ **Community:** Availability of firearms, disorganized neighborhoods with high rates of crime and violence, and impoverished neighborhoods.
- ◆ **School:** Lack of commitment to school and early academic failure.
- ◆ **Family:** Family conflict and family management problems, such as parents failing to set clear

expectations for children or failing to supervise children properly.

- ◆ **Peer group:** Association with peers who engage in delinquent behavior.
- ◆ **Individual:** Alienation and rebelliousness among youth who do not feel they are part of society or bound by its rules.

Because the development of juvenile problem behaviors can be influenced by risk factors across several domains, interventions directed at preventing one problem can often help address another problem. Although not every child exposed to a risk factor will eventually commit delinquent acts, risk factors are powerful aids to identifying populations with a high potential for becoming delinquent or violent (U.S. Office of the Surgeon General, 2001).

The effect of risk factors can vary according to an individual's developmental stage (Herrenkohl et al., 2001; U.S. Office of the Surgeon General, 2001; Hawkins et al., 2000). Factors that represent risk at one developmental stage are not necessarily risks at a different stage. For example, delinquent behavior and youth violence have different trajectories (e.g., early emergence versus late onset) (U.S. Office of the Surgeon General, 2001; Chung et al., 2002). Youth who exhibit violent behavior in early or middle adolescence may not have been violent as children. The developmental stage at which delinquent behaviors first emerge has important implications for future behavior. Research suggests that youth who exhibit violent behavior in childhood are more likely to become serious, chronic offenders than are youth who begin to behave violently at a later stage (U.S. Office of the Surgeon General, 2001).

Evidence also exists of a relationship between risk factors and racial groups, although the relationship is not clear. The National Longitudinal Study of Adolescent Health found that while some risk factors are more prevalent among certain demographic groups (such as minority males), demographic characteristics in and of themselves are not useful predictors of adolescents' future behavior (Blum, Beuhring, and Rinehart, 2000). The study also showed that risk factors for delinquency and violence varied within demographic groups. For example, frequent

parental drinking was a risk factor for future alcohol use for white and black females but not for Hispanic females or for males of any race. Clearly, the relationship between risk factors and race needs further exploration, especially for its implications in program planning. If risk factors vary among racial groups, then appropriate research-based strategies must be identified for each group.

Additional evidence suggests that risk factors affect girls and boys differently. For example, interpersonal relationships play an important role in girls' delinquent behavior. While homicides that boys commit usually occur in conjunction with another crime, homicides that girls commit typically involve a relational conflict, such as an argument or physical fight. Moreover, the victims of homicides that girls commit tend to be members of the girls' own families. These differences underscore the fact that risk factors are not the same for everyone, including different subgroups, and that knowing which risk factors exist for specific groups in a community is important to developing successful delinquency prevention programs (Blum, Beuhring, and Rinehart, 2000).

Protective Factors

Protective factors help explain why some children who are exposed to risk factors display problem behaviors, while others who are exposed to similar situations do not. Protective factors are usually associated with prosocial relationships and healthy bonding with parents, peers, school, or the community. According to Hawkins and Catalano, "When people feel bonded to society, or to a social unit like the family or school, they want to live according to its standards and norms" (1992, p. 15).

Protective factors can be quite powerful in their ability to offset risk factors. Thornberry and colleagues (1995) found that certain protective factors can affect even youth at the highest risk for delinquency (defined as those having five or more family-based risk factors). These protective factors include doing well in school, intending to continue one's education, being highly attached to one's parents, and associating with prosocial peers. Although each protective factor alone had little effect, the researchers found that 82 percent of high-risk youth who had

nine or more protective factors did not engage in serious delinquent behavior (Thornberry, Huizinga, and Loeber, 1995).

Two predominant theories exist regarding protective factors. The first theory views protective factors as the opposite of risk factors. For example, while a lack of commitment to school is a risk factor, a strong commitment to school is a protective factor. Similarly, having friends who engage in delinquent behavior is a risk factor, and having friends who engage in prosocial activities is a protective factor.

The second theory considers protective factors to be “characteristics or conditions that interact with risk factors to reduce their influence on violent behavior” (Garmezy, 1985, as cited in U.S. Office of the Surgeon General, 2001, chap. 4, p. 8; Rutter, 1985; Stattin and Magnusson, 1996). For example, a child’s supportive relationship with a parent is a protective factor. Although this relationship cannot directly alter an existing risk factor such as poverty, it may help the child overcome some of the negative influences associated with exposure to risk. This theory is more widely accepted in the field, is supported by more empirical evidence than the former theory, and has been proven repeatedly in explorations of delinquent behavior. It underlies the Title V Community Prevention Grants Program model as well as other prevention models, including those designed to reduce substance use and teen pregnancy.

What Works in Prevention

The body of research on risk and protective factors is complemented by research that evaluates the effectiveness of delinquency prevention programs in reducing risk factors and increasing protective factors. The community initiatives most likely to succeed in preventing delinquency are those that draw on both bodies of research, namely, those that first identify the primary risk factors affecting the community and then selectively target these with a proven program model matched to the community’s needs. Accordingly, OJJDP requires its Title V subgrantees to choose research-based strategies when developing their prevention initiatives. Success also is enhanced when communities consider at the outset the sustainability of their program. These factors are explored in detail in the following sections.

Research-Based Prevention Programs

OJJDP and other federal agencies have sponsored research examining the effectiveness of delinquency prevention programs. These studies have rigorously evaluated numerous programs to determine their outcomes for specific populations and settings. This information is readily available in print and online. Following are some prominent examples:

- ◆ **Blueprints for Violence Prevention:** OJJDP is a sponsor of the Blueprints initiative, which reviews programs to determine their effectiveness in reducing adolescent violent crime, aggression, delinquency, and substance abuse. To date, the initiative has evaluated more than 600 prevention and intervention programs against a strict research-based standard of effectiveness and identified 11 as model programs and an additional 21 as promising programs. Exhibit 1 lists four examples of Blueprints model programs. Information about the evaluation criteria and each of the model and promising programs is available on the Blueprints Web site, www.colorado.edu/cspv/blueprints/index.html.
- ◆ **Strengthening America’s Families: Effective Family Programs for Prevention of Delinquency:** Sponsored by OJJDP and the Center for Substance Abuse Prevention (CSAP), this project examines prevention strategies on 14 dimensions. Based on the ratings they receive, strategies are defined as “exemplary” (well-defined programs that have shown consistent positive findings across rigorous evaluations), “model” (programs that have consistent integrity ratings), or “promising” (programs that have mixed integrity ratings but demonstrate high integrity ratings in at least three or four categories). Program ratings are available on the project’s Web site, www.strengtheningfamilies.org.
- ◆ **Promising and Effective Programs (PEP) Guide:** The *PEP Guide*, an element of OJJDP’s Title V training program, provides information about effective prevention programs to help Title V communities select research-based prevention strategies (a requirement for subgrantees). The *PEP Guide* is discussed in greater detail below (page 17).

◆ *Youth Violence: A Report of the Surgeon General:* Published in 2001, this report includes both a list of model and promising delinquency prevention programs and a list of programs shown not to work. The report defines model programs as those that have been evaluated using a rigorous experimental design, shown evidence of significant deterrent effects, and proven successful when replicated at multiple sites or in clinical trials. The complete report, as well as instructions for ordering a printed copy, can be accessed

online at www.surgeongeneral.gov/library/youthviolence.

◆ *Exemplary and Promising Safe, Disciplined, and Drug-Free Schools Programs 2001:* Published by the U.S. Department of Education, this compendium provides descriptions of 42 programs, 9 of which are designated as exemplary and 33 as promising. The complete report, as well as instructions for ordering a printed copy, can be accessed online at www.ed.gov/admins/lead/safety/exemplary01/index.html.

Exhibit 1: Four Blueprints for Violence Prevention Initiative Model Programs

Big Brothers Big Sisters of America

Big Brothers Big Sisters of America (BBBSA), which matches youth ages 10 to 16 from single-parent homes with adult mentors, has provided adult support and friendship to youth for nearly a century. An evaluation of BBBSA has shown that youth who participated in the program's activities were 46 percent less likely than youth in a control group to initiate drug use during the study, 27 percent less likely to initiate alcohol use, one-third less likely to hit someone, and rated better than control youth in academic behavior, attitudes, and performance.

Life Skills Training

Life Skills Training (LST) is a primary prevention strategy designed to prevent or reduce gateway drug use (i.e., tobacco, alcohol, and marijuana). It targets middle school and junior high school students and is primarily implemented in school classrooms by teachers. Program evaluations have shown that participation in LST reduces alcohol, tobacco, and marijuana use by 50 to 75 percent. Long-term followup studies show reductions of up to 66 percent in the use of multiple drugs and 25 percent in pack-a-day smoking, as well as decreased use of inhalants, narcotics, and hallucinogens.

Midwestern Prevention Project

The Midwestern Prevention Project (MPP) is a comprehensive, community-based, multifaceted program to prevent adolescent drug abuse. MPP strives to help youth recognize the tremendous social pressures to use drugs and provides training in skills to avoid drug use and drug use situations. Students initially learn these skills in a school program, and they are reinforced through program components that involve parents, the media, and community organizations. Evaluations of MPP have shown reductions of up to 40 percent in daily smoking in program youth as compared with control youth, similar reductions in marijuana use, reductions in alcohol use maintained through grade 12, and increased parent-child communication.

Bullying Prevention Program

The Bullying Prevention Program targets students in elementary, middle, and junior high schools and incorporates three core components: school, classroom, and individual. The program has been shown to substantially reduce boys' and girls' reports of bullying and victimization; significantly reduce students' reports of general antisocial behavior such as vandalism, fighting, theft, and truancy; and significantly improve the "school climate" of the class as reflected in students' reports of improved order and discipline, more positive social relationships, and a more positive attitude toward schoolwork and school.

- ◆ ***Preventing Drug Use Among Children and Adolescents: A Research-Based Guide for Parents, Educators, and Community Leaders, Second Edition:*** This report, published by the National Institute on Drug Abuse, presents information on risk factors for drug abuse, discusses community planning for drug abuse prevention, and gives examples of research-based drug abuse prevention programs. The complete report, also known as the Redbook, is available online at www.drugabuse.gov/pdf/prevention/RedBook.pdf.
- ◆ ***Preventing Crime: What Works, What Doesn't, What's Promising:*** This National Institute of Justice report to Congress presents the results of a rigorous analysis of more than 500 crime prevention programs. The researchers found a number of successful and promising program models, including home visitation programs targeted at low-income parents, preschool projects for at-risk children, mentoring efforts aimed at youth from single-parent homes, and instructional programs for a variety of at-risk youth. The complete report is available online at www.ncjrs.org/docfiles/wholedoc.doc. For an abbreviated summary of the report's findings (Sherman et al., 1998), see www.ojp.usdoj.gov/nij/pubs-sum/171676.htm.
- ◆ **SAMHSA Model Programs:** This online compendium (modelprograms.samhsa.gov) is sponsored by CSAP, Substance Abuse and Mental Health Services Administration (SAMHSA). The programs have been tested in communities, schools, social services organizations, and workplaces across the country and proven effective in preventing or reducing substance abuse and other related high-risk behaviors.

Each of the resources listed above uses its own assessment criteria—sound research design, theoretical base, evidence of a prevention or deterrent effect, integrity, and ability to be replicated—to determine whether programs should be considered effective, model, or promising. Although definitions vary according to source, effective programs typically have demonstrated strong and consistent results and promising programs have shown some positive outcomes.

In addition to promoting the use of research-based strategies, these resources promote the importance of evaluation. Much of the literature on the implementation of research-based strategies includes recommendations on how to evaluate their effectiveness. Evaluation not only demonstrates program effectiveness but also illustrates the context in which that success was demonstrated (i.e., the target population, settings, and how the program was implemented). Evaluation findings can help communities appropriately plan, implement, and monitor their programs by providing information about which programs are most likely to work for them, how to implement the program to get the expected results, and what aspects of the program to monitor to ensure program quality. This process saves both time and money and helps prevent the frustration that can result from investing energy in a program that ultimately does not work. Evaluation also may offer policymakers information about the outcomes, including cost benefit, they should expect from various programs, which, in turn, can guide their funding decisions. Finally, positive evaluation results lend credibility that can contribute to program sustainability.

Targeting and Matching

The Title V model embraces the principle of selective targeting, which requires grantees to identify the most prevalent risk factors in the community or the target population. This task is generally accomplished by conducting a comprehensive needs assessment to identify the full range of risk and protective factors present in the community and then prioritizing the most prevalent risk factors. Once a community has identified its high-priority risk factors, it can match its program strategy to these specific needs. For example, if community representatives identify and prioritize family management problems, then they must implement a strategy with demonstrated effectiveness in reducing such problems. If the identified risk factor and the chosen strategy are mismatched, the community is not likely to succeed in reducing the targeted risk factor. Targeting research-based strategies to specific risk factors increases the likelihood that communities will achieve their prevention goals.

Prevention strategies also should be tailored to the target population being served, so that risk factors are addressed at the appropriate developmental stage. For example, afterschool tutoring programs may be successful with older youth but may be too advanced for primary and preschool children, for whom in-school learning works best. Similarly, because peer relationships are important during adolescence, prevention strategies for adolescents may be more successful if they target peer interactions in addition to family issues (Wasserman, Miller, and Cothorn, 2000).

Finally, it is important to recognize that the ability of any prevention strategy to reduce certain risk factors is limited, especially with regard to program scope and resources (Lipsey and Derzon, 1998). For example, extreme economic deprivation may be a priority risk factor in a community, but the ability to affect it may be beyond the scope and resources of the community and its chosen prevention strategy.

Sustainability

Research suggests that longevity and stability are also critical to program success (U.S. Department of Education, 1998). The programs commonly rated as effective or as models are those that are long-term and comprehensive. With regard to youth violence, for example, beneficial effects can diminish quickly

after youth leave a treatment setting to return to their home environment. Therefore, long-term, stable programs are needed (U.S. Office of the Surgeon General, 2001). Sustainability is also crucial in the context of family strengthening approaches because short-term interventions with high-risk or in-crisis families do not result in the kind of functional changes within the family that allow for long-term solutions (Kumpfer, 1999).

OJJDP reinforces the importance of sustainability in the training and technical assistance it provides as part of the Title V Program (see pages 16–19). Given limited federal resources and short grant timelines, communities must address sustainability if they expect to meet their prevention objectives and maintain their initiatives beyond the initial funding period. Institutionalization of a prevention effort typically reflects community commitment and local control. Through institutionalization of sustainable and evidence-based prevention initiatives, communities can realize long-term goals such as building healthy opportunities for youth, reducing risk factors, and preventing problem behaviors. Such efforts also can reduce both the financial and human costs associated with crime.⁶

⁶ The Winter/Spring 2002 issue of the Title V newsletter focused on sustainability. This newsletter is available online at www.dsgonline.com/Documents/26523_CommPrevNews.pdf.

Overview of the Community Prevention Grants Program

For many communities, translating the research on risk and protective factors into action remains uncharted and challenging territory. Since 1994, the first year of the Community Prevention Grants Program, OJJDP has provided states and communities guidance in the form of structure, funding, training, and technical assistance to ensure that they are in the best position possible to carry out effective delinquency prevention efforts. This chapter provides an overview of the structure of the Community Prevention Grants Program, including key principles, implementation steps, and the grant award process; describes federal training and technical assistance resources; and updates information on program funding.

Program Structure

The structure and funding guidelines of the Community Prevention Grants Program, as set forth in the final Program Guideline in the *Federal Register* (Volume 59, Number 146, August 1, 1994), include the program's key principles and establish the grant award process. The structure of the Community Prevention Grants Program is intended to serve as a framework for building healthy communities in a systematic and comprehensive manner. The essential elements of this framework are as follows:

- ◆ A theory-driven, research-based prevention model.
- ◆ The tools, training, and technical assistance needed to bring community members together to build on that framework.
- ◆ Local control of program planning and implementation.
- ◆ Seed money to set the process in motion.

With these building blocks, communities are able to design and implement comprehensive, risk- and protection-focused prevention strategies that encompass all areas of young people's lives—families, schools, peers, and communities.

Key Principles

OJJDP's framework for the Community Prevention Grants Program is based on seven key principles that research has shown are necessary for effective delinquency prevention efforts. These principles form a strategic approach that provides a firm foundation for a community's prevention planning process:

- ◆ **Address risk and protective factors for delinquency prevention.** The structure of the Community Prevention Grants Program and the training and technical assistance that OJJDP sponsors help communities identify specific local risk and protective factors and develop a prevention strategy for each community's needs.
- ◆ **Allow communities to exercise control and make decisions in regard to delinquency prevention.** The Program Guideline authorizes the State Advisory Groups (SAGs)⁷ to approve the award of grant funds to units of local government and allows broad local discretion in applying funds toward community-based prevention activities.

⁷As provided by Section 223(a)(3) of the JJDP Act, the SAG is an advisory board appointed by the governor. It consists of 15 to 33 members who have training, experience, or special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice. SAG responsibilities include overseeing the preparation and administration of the state's juvenile justice plan, advising policymakers on juvenile justice issues, and reviewing grant applications related to juvenile justice and delinquency prevention, including the Community Prevention Grants Program.

OJJDP gives states considerable flexibility in implementing the Community Prevention Grants Program. Each state is allowed to establish its own process for determining the number and funding level of subgrant awards to individual communities. In addition, each unit of local government that receives Title V funds plans, develops, and implements delinquency prevention strategies that best suit its unique risk- and protection-focused profile.

- ◆ **Implement a comprehensive and multidisciplinary approach to delinquency prevention.** The Program Guideline requires communities that receive grants to either designate or form a multidisciplinary Prevention Policy Board (PPB) that includes representatives from across the community (e.g., human services, education, justice, law enforcement, health and mental health, religious institutions, local government, housing, recreation, private industry). To ensure support at the highest levels, the Program also encourages key community leaders (e.g., county executives, chiefs of police, school superintendents, business leaders, juvenile justice officials) to get involved early and stay committed. The Program also promotes coordinated implementation of multiple prevention programs and the use of existing programs and services. The risk- and protection-focused model emphasizes comprehensive interventions that address multiple risk and protective factors with the expectation that these components will have synergistic, communitywide effects to prevent juvenile delinquency over the long term.
- ◆ **Use a research foundation for planning.** The Program requires each funded community to conduct a thorough, data-driven community assessment to identify risks, protective factors, resources, and gaps in services for youth and families. Communities then use these findings to select proven or promising prevention approaches and strategies that address the community profile. The selected approaches must demonstrate effectiveness (or at least show promise through evaluation) in potentially reducing risks, enhancing protective factors, and reducing delinquent behavior. The findings from the community assessment and

the prevention strategies selected form the research base for each community's 3-year delinquency prevention plan.

- ◆ **Leverage resources and systems for delinquency prevention.** As seed money, the Community Prevention Grants Program provides a financial base and the incentives necessary for local jurisdictions to secure additional prevention resources. Title V requires a 50-percent match of all funds awarded. Either the unit of local government or the state may provide this match, in either cash or in-kind contributions or services. Armed with empirical data from the local risk and resource assessment and program evaluation, communities can make better use of their existing delinquency prevention funds and, in the future, request additional federal, state, and local funding to continue their prevention efforts.
- ◆ **Evaluate strategies to monitor success.** Requisite program evaluation activities enable local stakeholders to assess progress, refine programs, and optimize effectiveness over time. In today's climate of scarce resources, sound evaluation is increasingly important, and sometimes required, to secure continued program funding. Through OJJDP-sponsored training and technical assistance, community members develop local capacity to conduct both process and impact evaluations of their initiatives and monitor long-term changes in the community's risk and protective factors and adolescent problem behaviors.
- ◆ **Maintain a long-term perspective in regard to reducing juvenile delinquency.** The Community Prevention Grants Program does not propose quick-fix solutions to longstanding juvenile problems. Instead, OJJDP has provided a framework that helps communities consider long-term solutions. The 3-year plan, a trademark of the Program, is intended to shift communities away from historical "hit-and-miss" approaches and toward problem solving and long-term strategic planning. In essence, the requirement for a 3-year plan forces communities to think differently about prevention, planning, and effecting change. Despite the level of effort needed to complete the plan,

communities discover that it provides an empirically based, concrete foundation that guides not only Title V activities but also future community planning and action.

Implementation Steps

To help communities translate the principles of community-based prevention into action, the Community Prevention Grants Program model incorporates the key principles discussed above into four key implementation steps. Each step includes specific activities and goals designed to strengthen communities' capacities to plan, implement, and sustain comprehensive community-based prevention strategies. The four implementation steps are described below.

Step 1: Community Mobilization. A comprehensive delinquency prevention plan requires input from a diverse group of community members. In this stage, key community leaders are brought together to form a Prevention Policy Board. PPB members' varying perspectives are explored and merged in order to identify community needs and strengths and to plan strategies. Training is available to help PPB members understand the principles of community mobilization.

During this stage, PPB members are introduced to the rationale and benefits of risk- and protection-focused delinquency prevention and long-term prevention planning. Community members are more likely to be committed to the process if they are involved at the first stage and receive appropriate training.

Step 2: Assessment and Planning. After the PPB is formed, it begins a thorough community assessment, the findings of which are integrated into a 3-year comprehensive delinquency prevention plan. PPB members receive training on how to identify risk and protective factors, how to gather data, and how to construct a plan. They then conduct an assessment of their community to identify the risk and protective factors present and take an inventory of existing resources that are addressing community needs. Using this information, PPB members jointly develop a comprehensive 3-year delinquency prevention

plan that prioritizes their needs and proposes strategies to meet those needs. This plan serves as the application to the state for a Title V subgrant.

Because each local community determines the assessment and planning processes, the type, scope, and combination of programs and services implemented vary from community to community. One community may implement a family support program to respond to its risk profile and resource gaps, another may identify the need to implement afterschool recreation services and youth leadership development activities, and yet another may focus on a widespread media campaign to mobilize the community to reduce the risks youth face. Each community creates, in essence, a unique delinquency prevention initiative tailored to its specific conditions, risk profiles, and existing resources.

Step 3: Implementation of Prevention Strategies.

After a community receives a Title V subgrant, it can begin to implement delinquency prevention strategies. In line with its guiding principles, the Community Prevention Grants Program encourages communities to first strengthen and coordinate existing programs. Then, if necessary, they can implement new strategies that have proven effective in reducing risk factors and enhancing protective factors.

To assist subgrantees in selecting effective strategies, OJJDP offers training focused on promising approaches to delinquency prevention. As stated in the previous chapter, selective targeting (e.g., identifying priority risk factors and targeting strategies to reduce those risks) is a critical aspect of effective prevention programs. It is important, then, that communities select research-based strategies that address priority risk factors and meet the needs of the identified population in the selected setting. For example, a specific mentoring program may be effective with 9- to 11-year-old boys in a school setting but may not work well with 12- to 14-year-old girls in a community agency setting. Whether the selected strategy is improved coordination of resources, implementation of new programs, or a combination of both, the overall goal is to reduce the incidence of juvenile delinquency and problem behaviors.

Step 4: Institutionalization and Monitoring.

When a community has successfully completed steps 1 through 3, it can begin to monitor and evaluate its efforts to determine effectiveness. An evaluation plan that examines the processes as well as the outcomes can be used to track progress, make modifications as needed, and report on achievement of goals. Periodic evaluation of risk and protective factors and juvenile problem behaviors can inform a community about the effectiveness of its comprehensive delinquency prevention strategy.

This step also emphasizes the need for institutionalizing the community's efforts. In this context, institutionalization involves both acquiring the resources needed to keep prevention efforts going and maintaining local commitment to the overall prevention initiative after the Title V award has ended. The following elements of the Community Prevention Grants Program foster institutionalization:

- ◆ Local subgrantees must provide a 50-percent match of the federal grant amount if it is not provided by the state. This encourages local investment from the beginning of the award period.
- ◆ Key community leaders (e.g., local government representatives, agency directors) are asked to provide support in the early planning stages. These key leaders are frequently positioned to secure local funds to sustain effective programs.
- ◆ The model is based on the use of empirical data and research-based strategies. Solid evidence of need and of success lends validity to a community's requests for additional funding.
- ◆ The model is based on research that guides effective, comprehensive prevention planning. As agencies and community members experience early successes, it is hoped they will continue to use the principles of the Community Prevention Grants Program in ongoing delinquency prevention efforts.

Grant Award Process

Program funds are distributed to local communities in a two-step process (exhibit 2). In the first funding step, OJJDP awards grants to states. Each state,

as well as the District of Columbia and U.S. territories (hereafter referred to as "states"), is eligible to apply for program funds, provided that it has a state agency designated by the chief executive under Section 299(c) of the JJDP Act and a State Advisory Group. Program grant amounts are based on a formula determined by the state's population of youth who are subject to original juvenile court delinquency jurisdiction under state law. Up to 5 percent of a state's allocation can be used to cover the costs of administering and evaluating subgrants and to support SAG activities related to the program. No less than 95 percent of the money must be competitively awarded as subgrants to units of local government.

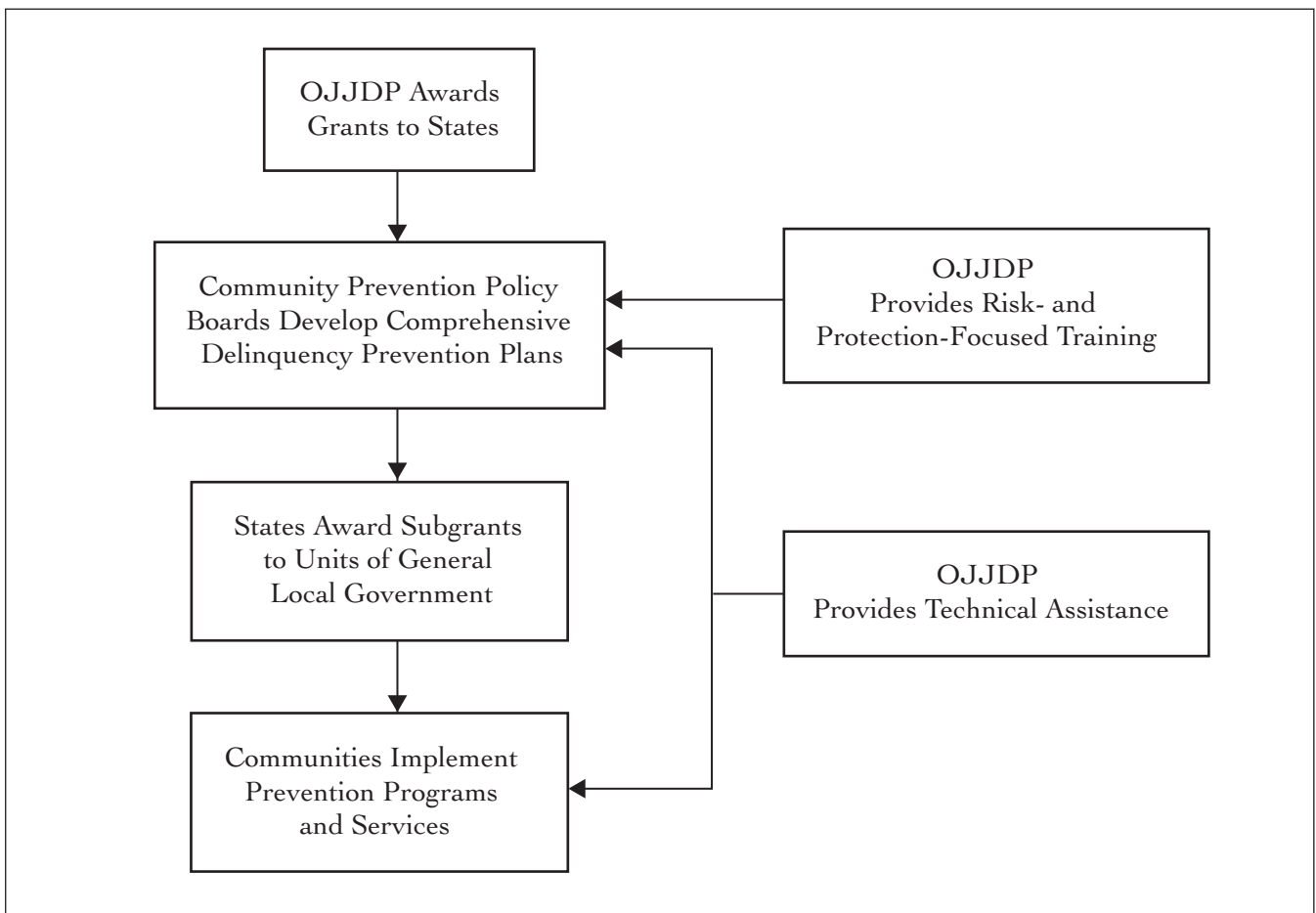
In the second funding step, the state agency (with SAG concurrence) awards subgrants to units of local government through a competitive process. A unit of local government is defined as any city, county, town, borough, parish, village, or other general-purpose political subdivision of a state and any Indian tribe that performs law enforcement functions. To be eligible to apply for a subgrant from the state, a unit of local government must first:

- ◆ Receive SAG certification of compliance with the JJDP Act core requirements.
- ◆ Convene or designate a local PPB consisting of 15 to 21 members who represent a balance of public agencies, nonprofit organizations, private business and industry, at-risk youth, and parents.
- ◆ Submit a 3-year comprehensive delinquency prevention plan to the state.
- ◆ Provide a 50-percent match, either cash or in-kind, of the subgrant award amount.

SAGs can establish additional eligibility criteria for subgrant awards in their states based on criteria related to juvenile crime or other indications of need (e.g., jurisdictions with above-average violent crime rates).

Exhibit 3 presents the requirements for local applicants' comprehensive delinquency prevention plans. The grant application process calls for broad-based community involvement and specifically requires

Exhibit 2: Community Prevention Grants Program Grant Award Process



evidence of key leaders' support and designation of a multidisciplinary PPB to mobilize and oversee the prevention effort. The grant application process also requires data collection and thorough assessments of community readiness, risks, and resources before delinquency prevention strategies are developed and funded. These assessments form the basis of an empirically based plan to implement and/or expand community-based programs and services for children and families.

To understand how evaluation is supported and managed at the state level, OJJDP asked state juvenile justice specialists to share state requirements and resources available to communities; 45 juvenile justice specialists complied. In 2002, 41 states required subgrantees to submit evaluation plans; 8 of those states also required local evaluators. Only four states specified either a percentage or an amount of money to be set aside for the evaluation work. To assist potential subgrantees in meeting the requirement for a risk and resources assessment, 37 states make data (e.g., archival data) available to them.

Exhibit 3: Requirements for the Comprehensive Delinquency Prevention Plan

- The designation of a Prevention Policy Board, consisting of 15 to 21 members representing a balance of public agencies, nonprofit organizations, private business and industry, at-risk youth, and parents.
- Evidence of key community leaders' support for the delinquency prevention effort.
- A definition of the boundaries of the program's targeted neighborhood or community.
- An assessment of the community's readiness to adopt a comprehensive, risk-focused, delinquency prevention strategy.
- An assessment of baseline data related to risk factors prevalent in the community.
- An identification of available resources and promising approaches that address known risk factors and an assessment of gaps in existing services.
- A strategy for mobilizing the community to implement delinquency prevention activities.
- A strategy for obtaining and coordinating identified resources to implement promising approaches that address priority risk factors and strengthen protective factors.
- A plan describing how program funds and matching resources will be used to accomplish stated goals and objectives.
- A description of the Prevention Policy Board's program management role.
- A plan for collecting performance and outcome evaluation data.

Training and Technical Assistance

To ensure community acquisition of necessary skills and a smooth transition from theory to action, OJJDP offers training and technical assistance for each step of the implementation process. Training

is available to communities prior to the awarding of subgrants to help them develop the knowledge and skills necessary to successfully negotiate each stage of the planning process. This training provides both detailed information about requirements for subgrant applications and tools for assessing local risk factors, evaluating community resources, and selecting research-based strategies targeted to local needs. Ongoing technical assistance and training are offered to Title V subgrantees to ensure they have the skills necessary to successfully implement their delinquency prevention strategies and evaluate the effectiveness of their efforts. OJJDP also provides training and technical assistance to help state representatives implement the Title V program model.

Curriculum

A core component of this training and technical assistance is the Title V training curriculum. The curriculum emphasizes theory-based and evidence-driven planning. It provides both detailed information regarding the requirements for Title V subgrant applications (as outlined in the *Federal Register*) and the tools and instruments PPBs use during and between training sessions to fulfill these requirements. These easy-to-use, locality-specific tools help communities focus on collecting data on local risk and protective factors and selecting research-based strategies based on their local needs and gaps in services.

The curriculum includes three training sessions for communities interested in applying for Title V funds: community team orientation training, community data collection and analysis training, and community plan and program development training. These training sessions are explained in detail below.

Community team orientation. This half-day training session is conducted in each community interested in applying for Title V funds. If several communities are interested and if it is geographically convenient to do so, regional training sessions can be arranged. The goal of the training is to bring together key local leaders and all members of the PPB for an overview of the Title V model. The overview includes topics such as team building, mobilizing and sustaining a

community planning board, delinquency theory and prevention models, assessing community readiness and commitment to prevention, and collecting data on state and local risk and protective factors. In 2002, participants representing 110 communities from 11 states completed the community team orientation training.

Participants in the team orientation training receive the *Community Data Collection (CDC) Manual*, which provides detailed information on 19 risk factors and 15 protective factors, including definitions and data sources for more than 115 indicators. The *CDC Manual* also provides national-level trend information and templates on risk factor indicators to help communities in the data collection process.

Community data collection and analysis. This 2-day training session is delivered statewide or regionally, as necessary. Teams of four to six members from communities that were represented at the first training session bring the data they collected after the first training. During these sessions, participants review, analyze, interpret, prioritize, and present the risk and protective factor data they have collected. In addition, communities learn how to assess and identify gaps in community resources and craft a community profile and assessment report. This report forms the basis of the Title V 3-year comprehensive delinquency prevention plan, a major component of the application for Title V funds. In 2002, participants representing 98 communities from 10 states completed the community data collection and analysis training.

Participants in the data collection and analysis training receive the *Promising and Effective Programs (PEP) Guide* to help them select research-based prevention strategies. The *PEP Guide* includes the following information:

- ◆ An overview of 20 types of prevention programs that have been categorized as highly effective, effective, and promising based on rigorous methodological criteria.
- ◆ A state-of-the-art literature review for each type of program.

- ◆ One-page fact sheets on more than 80 programs that provide detailed information on each program's activities, evaluation findings, risk and protective factors, and contact information.

To further increase communities' access to up-to-date information on research-based strategies, OJJDP will support the development of a database that builds on the *PEP Guide*.

Community plan and program development. This 1-day training takes participants through a step-by-step process to develop the 3-year comprehensive delinquency prevention plan. The session can accommodate multiple teams of six to eight participants, each of whom represents a critical sector of their community. Teams are taught to select research-based prevention strategies, assess the suitability of programs for their communities, develop measurable goals and objectives, outline a timetable for implementation, and design an evaluation plan. On completion of this training session, participating communities have completed all components of the risk and resource assessment and should be developing their 3-year delinquency prevention plan. In 2002, participants representing 94 communities from 11 states completed the community plan and program development training.

Evaluation of Training Sessions

Each training session is evaluated to ensure the appropriateness of the content and the trainers' effectiveness. Specifically, sessions are evaluated based on participant satisfaction scores, which are derived from a composite measure based on two 5-point scales. The first scale assesses each participant's degree of satisfaction with each training module on a scale from 1 (the lowest possible score) to 5 (the highest possible score). The second measures each participant's assessment of the trainers' skills, including knowledge in relevant content areas, ability to answer questions clearly and completely, ability to give clear instructions for each exercise, and extent to which trainers were prepared and organized.

Gathered data are entered into a database and analyzed. The analysis produces an overall score for

both the training curriculum and each trainer. Based on a 5-point scale (5 being the highest score), evaluation scores for community team orientation training in 2002 ranged from 4.0 to 4.7, with an average rating of 4.2. For community data collection and analysis training, scores ranged from 4.3 to 4.8, with a mean score of 4.5. For community plan and program development training, scores ranged from 4.2 to 4.9, with a mean of 4.4. The overall trainer evaluation score was 4.7. These evaluation findings are used for curriculum enhancement and trainer performance review.

Customized Training and Technical Assistance

OJJDP is also proactive in meeting the specific needs of states and communities. For example, if a state or community has specific technical assistance needs, or if the series of three training sessions does not fit a state's particular funding cycle, OJJDP will provide customized training and technical assistance. This training often consists of providing a condensed version or overview of the three sessions described above to representatives of SAGs, county agencies, and youth-serving organizations. Presentations of varying lengths are also made to state juvenile justice specialists, state Title V coordinators, the Coalition for Juvenile Justice, practitioners, and researchers. Technical assistance is provided via phone to state and community representatives. In 2002, representatives from 65 communities participated in these activities.

To respond to the needs of Spanish-speaking communities, OJJDP produced a Spanish translation of the training curriculum and selected materials. Nineteen communities in Puerto Rico have participated in the Spanish-language Title V training, which is taught by bilingual instructors. OJJDP has also developed several new training sessions for state juvenile justice specialists and state Title V coordinators to enhance their capacity to help local Title V subgrantees. The new training sessions cover topics such as maintaining and enhancing local PPBs, evaluating local prevention activities, and sustaining Title V activities after funding ends. These new training sessions were previewed at a Coalition for Juvenile Justice conference in April 2002; they will

continue to be offered to states and communities in 2003. A script for a training video that states can use to increase local interest in applying for Title V funds has also been developed.

Ongoing Technical Assistance for States and Subgrantees

OJJDP provides additional technical assistance to states and communities on an as-needed basis. Title V subgrantees can receive training in a variety of interest areas and technical topics through their OJJDP state representative. In response to past requests, training sessions have been conducted to help communities:

- ◆ Understand the concepts underlying risk- and protection-focused prevention.
- ◆ Maintain and build on collaborative relationships.
- ◆ Design and implement program evaluations.

Technical assistance at the state level has included helping individual state agency or SAG members become familiar with the Title V approach and working with state-level staff to reconceptualize and rewrite training announcements and requests-for-proposals to better reflect the requirements of the Title V model.

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

Title V Newsletter

The Title V newsletter, *Community Prevention: Title V Update*, is sent to all state juvenile justice specialists, Title V coordinators, and Title V subgrantees and is distributed to potential subgrantees at Title V training sessions. The newsletter, which is also available online at www.dsgonline.com/projects_titlev_newsletters.html, contains useful information on the Title V training process, the availability of technical assistance, and other resources. Each issue focuses on a different theme. In 2002, the Winter/Spring issue focused on sustainability, a topic of great interest to all subgrantees as they struggle to find ways to continue their Title V programs and activities after funding ends. Future issues will focus on using performance measurement to track the progress and outcomes of research-based programs implemented under Title V and on developing and implementing evaluation plans.

To disseminate the newsletter and other information in a timely and efficient manner, OJJDP maintains a database of all current Title V subgrantees. In addition, a Title V listserv facilitates information-sharing among OJJDP, juvenile justice specialists, and state Title V coordinators.

Program Funding

Over the past 9 years, all 50 states, the District of Columbia, and 5 territories have received Title V funds. As shown in exhibit 4, congressional appropriations to the Community Prevention Grants Program under Title V have fluctuated over the years, from \$13 million in 1994 to \$40.5 million in 1999 to \$26.7 million in 2002. As of 2002, program funds have been used to support the delinquency prevention efforts of 1,462 communities nationwide. A total of 588 communities have received a full 3 years of Title V funding, with total awards ranging from \$7,250 to \$1,503,000. Exhibit 5 presents the total number of communities in each state that have received Title V subgrants since FY 1994.

FY 2002 Federal Allocations to States

The federal allocations to the states in FY 2002 ranged from a minimum of \$100,000 to a maximum of \$3,403,000. The allocation to each territory was \$33,000, with the exception of Puerto Rico, which was allocated \$402,000 based on the size of its juvenile population.

In FY 2002, South Dakota was the only state that did not participate in the Community Prevention Grants Program.⁸ Guam applied for but did not receive FY 2002 funds because of the timing of its request. These funds will be awarded to Guam in 2003. Exhibit 6 summarizes the allocation of Title V funds from FY 1994 through FY 2002.

FY 2002 Subgrant Awards

As of April 10, 2003, 23 of the 54 states that participated in the Community Prevention Grants Program in FY 2002 had awarded some or all of their funds. These awards include 49 new subgrants (communities that had not received a subgrant in previous years) and 134 continuation subgrants (communities that had received a subgrant in previous years). The 183 subgrantees reflect a diverse group of communities: urban, rural, small, and large. The awards range from \$1,621 to \$200,000: 25 percent of the subgrantees received \$15,000 or less, 50 percent received between \$15,500 and \$52,000, and 25 percent received more than \$52,000. Some states awarded subgrantees small grants of between \$5,000 and \$15,000. Other states, such as Iowa, awarded even smaller grants (\$1,600) because they pool their Title V funds with other federal, state, and local funds into lump sum awards. Although the Title V subgrants in these states seem very small when considered alone, the combined total of funds received by each subgrantee is generally much larger.

⁸ That is, South Dakota did not apply to receive its allocation. Participation in the Community Prevention Grants Program is not obligatory. The allocations of states that choose not to participate are rolled over and combined with the appropriation for the next fiscal year.

Exhibit 4: Title V Appropriations 1994–2002

- In fiscal year (FY) 1994, \$13 million was appropriated under Title V to fund states and territories in delinquency prevention strategies.
- In FY 1995, of the \$20 million appropriated, \$1 million was applied to the SafeFutures Initiative. Unallocated funds from FY 1994 (\$257,000) were combined with the remaining \$19 million of FY 1995 funds, for a total of \$19,257,000 that was allocated to states and territories under the Community Prevention Grants Program.
- In FY 1996, of the \$20 million appropriated, \$200,000 was applied to the SafeFutures Initiative. Unallocated funds from FY 1995 (\$133,000) were combined with the remaining \$19.8 million of FY 1996 funds, for a total of \$19,933,000 that was allocated to states and territories under the Community Prevention Grants Program.
- In FY 1997, of the \$20 million appropriated, \$1.2 million was applied to the SafeFutures Initiative. Unallocated funds from FY 1996 (\$133,000) were combined with the remaining \$18.8 million of FY 1997 funds, for a total of \$18,933,000 that was allocated to states and territories under the Community Prevention Grants Program.
- In FY 1998, of the \$20 million appropriated, \$1.2 million was applied to the SafeFutures Initiative. Unallocated funds from FY 1997 (\$33,000) were combined with the remaining \$18.8 million of FY 1998 funds, for a total of \$18,833,000 that was allocated to states and territories under the Community Prevention Grants Program.
- In FY 1999, of the \$95 million appropriated, \$25 million was designated for the Enforcing the Underage Drinking Laws Program, \$15 million for the Safe Schools Initiative, \$10 million for the Tribal Youth Program, \$1.2 million for the SafeFutures Initiative, \$900,000 under a 2-percent statutory set-aside to support Community Prevention Grants Program-related training and technical assistance, and \$2,690,000 under a 10-percent statutory set-aside to support Community Prevention Grants Program-related

Fiscal Year	Title V Appropriation
1994	\$13,000,000
1995	19,257,000
1996	19,933,000
1997	18,933,000
1998	18,833,000
1999	40,544,000
2000	36,416,000
2001	37,322,720
2002	26,709,760
1994–2002	\$230,948,480

research, evaluation, and statistics. Unallocated funds from FY 1998 (\$334,000) were combined with the remaining \$40,210,000, for a total of \$40,544,000 that was allocated to states and territories under the Community Prevention Grants Program.

- In FY 2000, of the \$95 million appropriated, \$25 million was designated for the Enforcing the Underage Drinking Laws Program, \$15 million for the Safe Schools Initiative, \$12.5 million for the Tribal Youth Program, \$1.2 million for the SafeFutures Initiative, \$850,000 under a 2-percent statutory set-aside for training and technical assistance, and \$4,250,000 under a 10-percent statutory set-aside for research, evaluation, and statistics. Unallocated funds from FY 1999 (\$216,000) were combined with the remaining \$36,200,000, for a total of \$36,416,000 that was allocated to states and territories under the Community Prevention Grants Program.
- In FY 2001, of the \$94,791,000 appropriated, \$24,945,000 was designated for the Enforcing the Underage Drinking Laws Program, \$14,967,000 for the Safe Schools Initiative, \$12,472,500 for the Tribal Youth Program, \$200,000 for the SafeFutures Program, \$848,130 under a 2-percent statutory set-aside for training and technical assistance, and \$4,240,650 under a 10-percent

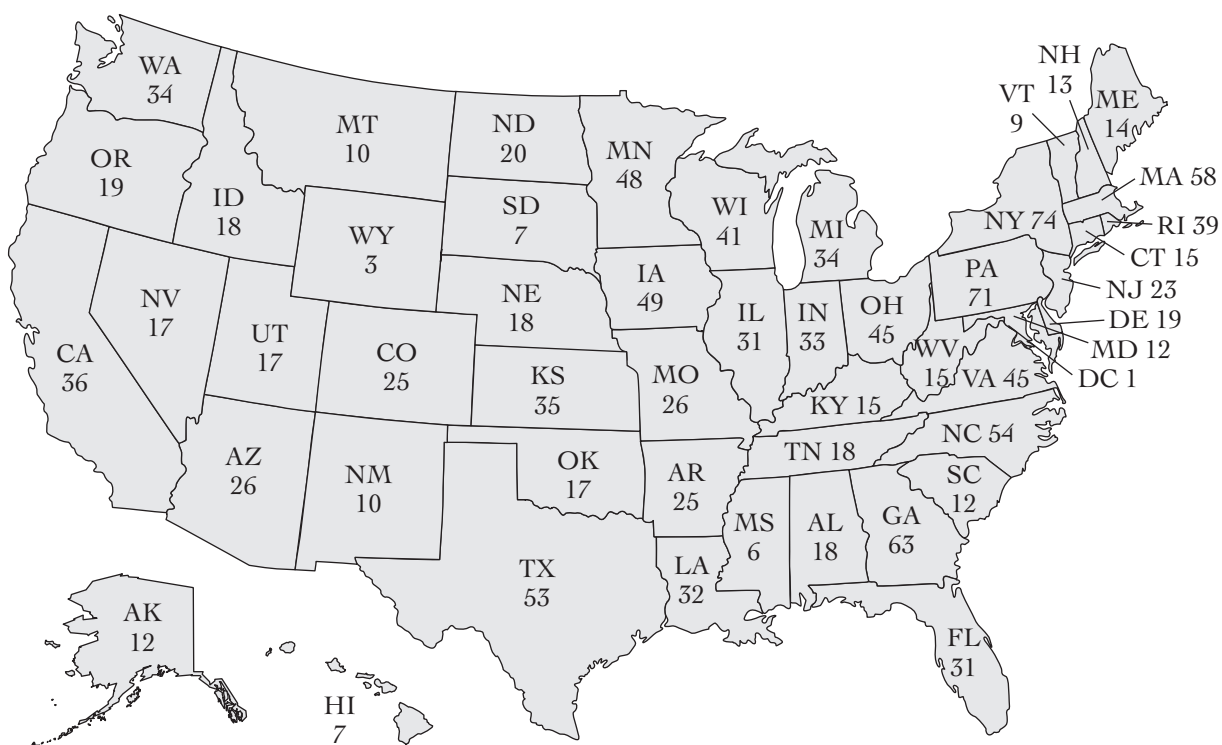
Exhibit 4: Title V Appropriations 1994–2002 (continued)

statutory set-aside for research, evaluation, and statistics. Unallocated funds from FY 2000 (\$205,000) were combined with the remaining \$37,117,720, for a total of \$37,322,720 that was allocated to states and territories under the Community Prevention Grants Program.

- In FY 2002, of the \$94,337,000 appropriated, \$25,000,000 was designated for the Enforcing the Underage Drinking Laws Program, \$14,513,000

for the Safe Schools Initiative, \$12,472,000 for the Tribal Youth Program, \$12,000,000 for Project HomeSafe, \$607,040 under a 2-percent statutory set-aside for training and technical assistance, and \$3,035,200 under a 10-percent statutory set-aside for research, evaluation, and statistics. The remaining \$26,709,760 was allocated to states and territories under the Community Prevention Grants Program.

Exhibit 5: Number of Title V Subgrants, by State: 1994–2002 (N = 1,462)



Territories:	
American Samoa	46
Guam	3
N. Marianna Islands	5
Puerto Rico	33
Virgin Islands	2

Exhibit 6: Allocation of Title V Funds, by State: 1994–2002

State/Territory	FY 1994–2001	FY 2002	Total	State/Territory	FY 1994–2001	FY 2002	Total
Alabama	\$31,490,000	\$413,000	\$31,903,000	New Hampshire	\$941,000	\$108,000	\$1,049,000
Alaska	791,000	100,000	891,000	New Jersey	5,761,000	768,000	6,529,000
Arizona	3,567,000	503,000	4,070,000	New Mexico	1,353,000	187,000	1,540,000
Arkansas	1,909,000	250,000	2,159,000	New York	11,881,000	1,537,000	13,418,000
California	25,842,000	3,403,000	29,245,000	North Carolina	4,844,000	647,000	5,491,000
Colorado	2,946,000	405,000	3,351,000	North Dakota	775,000	100,000	875,000
Connecticut*	21,060,000	277,000	21,337,000	Ohio	8,334,000	1,063,000	9,397,000
Delaware	779,000	100,000	879,000	Oklahoma	2,569,000	328,000	2,897,000
Florida	10,004,000	1,341,000	11,345,000	Oregon	2,362,000	311,000	2,673,000
Georgia	5,445,000	755,000	6,200,000	Pennsylvania	8,408,000	1,075,000	9,483,000
Hawaii	972,000	109,000	1,081,000	Rhode Island	865,000	100,000	965,000
Idaho	1,052,000	136,000	1,188,000	South Carolina	2,633,000	351,000	2,984,000
Illinois	8,735,000	1,128,000	9,863,000	South Dakota†	801,000	100,000	901,000
Indiana	4,388,000	579,000	4,967,000	Tennessee	3,849,000	514,000	4,363,000
Iowa	2,122,000	270,000	2,392,000	Texas	15,230,000	2,044,000	17,274,000
Kansas	2,024,000	262,000	2,286,000	Utah	2,009,000	264,000	2,273,000
Kentucky	2,842,000	366,000	3,208,000	Vermont	775,000	100,000	875,000
Louisiana	3,341,000	422,000	3,763,000	Virginia	4,771,000	639,000	5,410,000
Maine	957,000	111,000	1,068,000	Washington	4,222,000	557,000	4,779,000
Maryland	3,735,000	499,000	4,234,000	West Virginia	1,218,000	148,000	1,366,000
Massachusetts	4,009,000	522,760	4,531,760	Wisconsin	3,745,000	474,000	4,219,000
Michigan	7,007,000	902,000	7,909,000	Wyoming‡	775,000	100,000	875,000
Minnesota	3,659,000	473,000	4,132,000	District of Columbia§	775,000	100,000	875,000
Mississippi	2,212,000	285,000	2,497,000	American Samoa	256,000	33,000	289,000
Missouri	3,853,000	495,000	4,348,000	Guam	256,000	33,000	289,000
Montana	846,720	100,000	946,720	N. Mariana Islands	256,000	33,000	289,000
Nebraska	1,298,000	166,000	1,464,000	Puerto Rico	3,365,000	402,000	3,767,000
Nevada	1,267,000	188,000	1,455,000	Virgin Islands¶	256,000	33,000	289,000

Note: To participate in the Community Prevention Grants Program, states must apply for the funds that have been allocated. Participation in the program is not obligatory. When a state chooses not to participate, its allocation is rolled over and combined with the appropriation for the next fiscal year. This table reports allocations, not awarded funds. Nonparticipation of a state in a given year is noted.

* Did not apply for FY 1994 funds.

† Did not apply for FY 1998–2002 funds.

‡ Did not apply for FY 1994–2000 funds.

§ FY 1998 funds held.

|| Did not apply for FY 1994 funds. Did not receive FY 2002 funds because of late application; these funds will be awarded in FY 2003.

¶ Did not apply for FY 1994–1998 funds.

Using the Research Base To Implement, Monitor, and Sustain Programs

The preceding chapters presented the theoretical model underlying the Title V Community Prevention Grants Program and described the structure of the Program itself. This chapter draws on the experience of Title V communities to illustrate how the research base informs their efforts in implementing evidence-based programs, evaluating the effectiveness of these programs, and sustaining these programs beyond the initial funding period.

Implementation of Evidence-Based Programs

The success of a community's prevention initiative is tied to the programs and intervention strategies implemented. The Community Prevention Grants Program lays out a framework for community mobilization, assessment, and program implementation; however, it leaves the selection of specific programs and intervention strategies to the community. To promote positive outcomes, communities must select evidence-based programs that are appropriate to local conditions and to their specific needs.

The field of prevention has made major strides over the past two decades in setting an evidence-based foundation for "what works" in reducing juvenile delinquency. As discussed above, information about effective and promising prevention programs is readily available from several federal agencies (see pages 6–8). The Title V training curriculum directs community groups to these resources to help them make more informed decisions in selecting program models appropriate for their target populations and risk profiles.

To explore the experiences of Title V communities in identifying and implementing evidence-based programs, interviews were conducted with local Title V

representatives nominated by their state juvenile justice specialist. This section gives examples of the communities' experiences with finding the right program to fit their risk and protective factor profile, describes the benefits they derived from using evidence-based programs, and identifies the factors that either facilitated program implementation or acted as a barrier to it.

Community Experiences in Finding the Right Program

The following examples reflect the diversity of the program models Title V communities matched to their local needs, resources, target populations, and preferences:

- ◆ Chafee County, CO, recognized that the Guiding Good Choices (formerly Preparing for the Drug-Free Years) curriculum would help meet their communities' needs for a parenting program. The county was impressed by research indicating the program's effectiveness in preventing substance abuse and the availability of a detailed, straightforward curriculum that could be used in its rural communities.
- ◆ Lake County, CO, selected the Dare To Be You program, recognized as a CSAP "best practice" for addressing the risk factor of family management. This program's materials are also available in Spanish for use by Lake County's Hispanic population.
- ◆ The Western Wellness Foundation in Stark County, ND, reviewed the Blueprints research linking mentoring to improved academic performance and attitudes and decided to model its Best Friends Program after Big Brothers Big Sisters.

- ◆ To help address academic failure and truancy in its community, the city of Montgomery, AL, selected another Blueprints project, Life Skills Training, which has proven effective in similar communities.
- ◆ Pima County, AZ, developed a detailed action agenda that evolved from an extensive literature review of model early childhood prevention/intervention programs and a strategic linking of research and programs to local risk indicators.

In addition to federal guides for best practices, communities also referred to research conducted locally. For example, the city of Columbia, MO, implemented a mentoring program for pregnant and parenting teenagers that had first been piloted and evaluated at a local university. Because community members were familiar with the researchers, the program gained respect and popularity, which was followed by financial support.

Some communities identified nationally recognized programs as models and tailored them to reflect local characteristics and needs. For example, the St. Lucie Board of Florida first turned to the Functional Family Therapy model, a Blueprints project. It then modified the approach to provide school-based services rather than home-based services because the latter did not appeal to the parents of the target population and presented obstacles for participation by school staff. Following implementation and evaluation of the school-based approach, the St. Lucie program was deemed a “promising practice” by the Florida Mental Health Institute.

Benefits of Using an Evidence-Based Approach

Community representatives consistently reported that selecting an evidence-based program was beneficial to their prevention initiatives. Above all, selecting a program that had already been proven effective elsewhere helped the initiatives gain credibility. Community representatives agreed that selecting an evidence-based program helped in the following ways:

- ◆ **Gaining community buy-in.** Proven programs promote community support and consensus faster

than an unknown program. Community members are more willing to devote time and effort when they have greater confidence that it will produce positive results.

- ◆ **Obtaining funding.** Like community members, funding agencies are more receptive to providing support for an evidence-based effort. Particularly in today’s climate of shrinking resources, funding agencies need to be convinced that money is spent wisely on investments that will make a difference.
- ◆ **Providing guidance.** Evidence-based programs provide both a “recipe” on how to deliver a program and also a “heads up” on what to expect. Moreover, curriculums and other resources frequently are readily available for these programs; this helps in program design and implementation and reduces duplication of effort.
- ◆ **Supporting evaluation.** Evidence-based programs give communities an advantage in identifying appropriate outcome measures and provide a point of comparison for results.

As summarized by a Title V project director, “Research-based programs are shown to have positive results and successes for long periods of time. In addition to helping with funding, they are more fitting, easier to connect with, and ready to be used more effectively.”

Facilitating Factors and Barriers

Community representatives reported that the following factors helped facilitate the implementation of an evidence-based program:

- ◆ **Awareness of the research foundation and availability of materials.** Familiarity with the program’s research base and prior achievements promotes consensus and facilitates decisionmaking.
- ◆ **An active PPB and influential key leaders.** These leaders help to secure needed resources, overcome barriers, and generally “make things happen.”

- ◆ **Community support and activism.** Program implementation benefits from enthusiasm and engagement among community members.
- ◆ **Training and technical assistance.** Title V training and technical assistance, along with state training programs and local consultants, help guide effective implementation efforts.
- ◆ **Supportive schools.** Several communities noted that supportive schools, in particular, were a facilitating factor. These schools provided space, staff, promotional materials, and other resources that advanced the implementation of school-based prevention initiatives.

On the other hand, community respondents noted that an absence or shortage of the above factors (lack of support from the community, key leaders, or schools) were barriers to implementing evidence-based programs. Other barriers included a lack of funding or inconsistent levels of funding, which are often linked with scarce staffing. In addition, low visibility, insufficient outreach, and low volunteer and/or participant engagement were also obstacles in some cases.

Evaluation of Local Impact

In addition to implementing evidenced-based programs, Title V communities are required to evaluate the effectiveness of their local initiatives. These evaluations—an integral component of a research-based process—help communities assess whether the program is being implemented as intended, monitor and report outcomes, and refine strategies as needed. Conducting a program evaluation also can reinforce a community’s confidence in the impact of its prevention initiatives.

Community Experiences With Evaluation

Title V communities have developed and implemented a wide range of evaluation plans that vary in terms of approach, outcomes, evaluation resources, and level of rigor and sophistication. Title V evaluation plans rely on various methods to measure progress, including pre- and posttests, surveys (standardized and tailored), interviews and focus groups, observations, record reviews, and participation satisfaction

reports. Many communities track selected measures over time, reflecting individual participant data and community benchmarks. Based on a review of selected evaluation plans and reports, exhibit 7 presents sample Title V evaluation measures. These sample measures address skill enhancement, youth development, academic achievement, alcohol and other drug use, and juvenile arrests.

Evaluations benefit local communities in several ways. They help identify emerging needs and resources and the need for midcourse program changes. For example, recent evaluation results alerted one community to low participation in its program activities. As a result, program staff expanded their outreach to parents to inform them of program opportunities and increase their participation. Another community’s evaluation pointed to problems with the location of its program. Specifically, the setting was not conducive to the types of activities being implemented and, as a result, interfered with participants’ successful completion of program activities. The community moved the program to a location that was both more private and less noisy. Evaluations also provide empirical evidence that has helped Title V communities reduce skepticism and build support, attract volunteers and participants, and secure ongoing funding. Several communities noted that, based on evaluation results, they expanded their programs beyond the original scope.

Although many communities have hired experienced individuals to plan and execute evaluations or have assigned the tasks of data collection and analysis to experienced staff, others struggle to find ways to plan and implement program evaluations. Community representatives frequently report that a lack of skills and experience is the primary barrier to local evaluation planning. They also report that they feel constrained by limited resources and, as a result, are reluctant to use program funds to conduct an evaluation. Furthermore, some communities fall short in their evaluations because they have identified program objectives and outcomes that cannot be fully measured. Others successfully measure changes in outcomes and risk and protective factors but cannot show that these changes are a result of the Title V

Exhibit 7: Sample Title V Evaluation Measures

Process Measures

- Referral rates
- Participation rates
- Program completion rates
- Participant satisfaction
- Contacts among collaborating stakeholders

Skill Enhancement Measures

- Conflict resolution/anger management skills
- Vocational skills
- Parenting skills

Youth Development and Mental Health Measures

- Self-esteem
- Sense of belonging
- Level of support
- Achievement of treatment goals

Academic Measures

- School readiness
- Educational/vocational status

- Student grades
- Standardized test scores
- Reading and writing skills
- Attendance/truancy
- Disciplinary actions and suspensions
- Graduation rates

Alcohol and Drug Use Measures

- Attitudes toward alcohol and drugs
- Age of first use of alcohol, tobacco, and other drugs
- Frequency of substance use
- Arrests for driving while intoxicated
- Juvenile arrests for substance abuse

Juvenile Arrest Measures

- Juvenile arrests
- Referrals to juvenile court
- Teen or drug court participation
- Referrals to diversion
- Convictions
- Sanctions

initiative. These needs point to the importance of continued training, technical assistance, and resources to support program evaluation.

Evidence of Local Impact

Local evaluation efforts provide evidence that Title V prevention programs are having a positive impact on local communities. This section highlights several examples of promising outcomes in Title V communities across the nation.

- ◆ The Amigos de la Familia Project in Skagit County, WA, was designed to reduce delinquency and violence among the area's previously underserved Latino youth and their families. The collaborative project, housed in a police outstation, successfully addressed gaps in services, made services more

user friendly and culturally relevant, and increased the Latino population's ability to identify and access resources. These resources included activities to build social skills, student leadership skills, and vocational skills for neighborhood youth and to develop parenting skills for family members. Over the project period, the combined efforts resulted in a significant reduction in police department offense referrals to juvenile court among the Latino youth in the target neighborhood as compared with Latino youth residing in the surrounding area.

- ◆ The Northeast Ottawa Forum focused its Title V efforts on reducing higher-than-average drug and tobacco use in the city of Coopersville, Ottawa County, MI. Its multifaceted program includes a school resource officer, community counselor,

drug and violence prevention classes, and after-school activities. The annual American Drug and Alcohol Survey shows favorable community trends in alcohol, tobacco, and other drug use and attitudes. For example, between 1998 and 2003, alcohol use dropped 16 percent among 6th graders, 30 percent among 8th graders, 33 percent among 10th graders, and 20 percent among 12th graders. Similarly, tobacco use dropped 23 percent among 6th graders, 53 percent among 8th graders, 60 percent among 10th graders, and 27 percent among 12th graders. In addition, the community experienced reductions in general juvenile arrests, drug-related arrests, and juvenile court cases (Patrick, 2002; Rocky Mountain Behavioral Science Institute, Inc., 2003).

- ◆ The Strengthening Our Youth and Families Program in Spartanburg, SC, adopted a multi-pronged approach to addressing its identified risk factors of academic failure, lack of commitment to school, and extreme economic deprivation. First, the Peaceable Classroom/Community Program provided special education and life skills classes for children with discipline problems. Pre- and posttest evaluation results revealed that 93 of 100 participating students improved their prosocial and anger management skills and 94 were promoted to a higher grade (the original target was 70 students). The second component of the initiative, the Family Connections Program, promotes academic achievement for parents and guides parents in serving as their child's first teacher. Reported outcomes showed that 100 percent of parents read to their children every day, 100 percent spent 15 hours per week working with teachers on adult education, and 36 percent passed their GED test or received their high school diploma. Finally, parents involved in weekly sessions of a third component, the Family Care Council Parenting Program, self-reported positive changes in parenting styles. Among the 66 children of the parents involved in the program, 74 percent achieved a grade improvement in one or more subjects and less than 10 percent had discipline referrals (Moon, 2002).
- ◆ The Junior Main Street Mentoring Program, a component of the Western Oklahoma Coalition for Community Strengthening, pairs youth in Sayre, OK, with adult volunteers to provide community service to the city. Discipline referrals among the 63 middle and high school students participating in the program have been reduced 75 percent since the program began. Overall school performance also has improved. According to the evaluation report, youth involved in the program have gained self-esteem and learned the value of giving back to the community.
- ◆ The Mental Health Collaborative in St. Lucie, FL, recognized the link between mental health issues and participation in the juvenile justice system. Of the 54 students receiving mental health services from this collaborative effort, 70 percent had improved school attendance, 70 percent had improved school behavior, and 95 percent made progress toward their individual treatment goals (St. Lucie County Mental Health Collaborative, 2002).
- ◆ The Sheldon Township Community Support Program in Beaufort County, SC, developed a grassroots collaborative infrastructure to respond to the needs of at-risk children through after-school programs, summer camp scholarships, and Parents as Teachers classes. The implementation evaluation observed substantial evidence of collaboration, coordination, and shared decision-making among service providers. In addition, evidence of academic improvement was seen among fourth graders who participated in the Parents and Children Together program in one school: scoring below the norm for basic English decreased from 64 percent in 1999 to 55 percent in 2000, and scoring below the norm for basic mathematics decreased from 85 percent in 1999 to 58 percent in 2000. Test scores for school readiness also improved, increasing from 82 percent of children in 1999 to 93 percent in 2000 (Smith, 2002).
- ◆ The Breaking the Cycle program in Pima, AZ, addressed three risk factors: family conflict, trauma that children exposed to family violence experience, and early initiation of aggressive behaviors.

The program is a collaborative effort of child and family resources, public health nurses, victim/witness service providers, police and sheriff's departments, and local preschools. It provides crisis intervention services in response to domestic violence reports, home visitation by public health nurses, and antiviolence education for students and families in area preschools. Program tests and client reports indicated positive changes in parenting behaviors and in the self-esteem and self-sufficiency of domestic violence victims. For example, after 6 to 12 sessions with a nurse home visitor, families reported improved knowledge of community services, a decrease in family violence, greater knowledge of parenting skills, and a better understanding of how violence impacts children. Staff (nurses and daycare providers) reported that children displayed more empathy and greater knowledge of how to get along with others and were involved in fewer fights at school and at home (Scheuren, 2003).

These are just a few examples of encouraging evidence that the Title V Community Prevention Grants Program has helped communities build positive youth development, support healthy families, enhance protective factors, and reduce risk factors and problem behaviors among youth. However, some communities still find it difficult to implement a local evaluation plan that includes process and outcome measures and to demonstrate causal links between program activities and positive outcomes. Documenting such promising evidence is a key factor in helping communities to secure ongoing funding and to sustain their prevention initiatives beyond the initial grant period.

Sustainability of Prevention Initiatives

From the outset, Title V grantees are encouraged to think about how they will sustain their prevention efforts after the Title V subgrant award period has ended. Most subgrant awards are funded for 3 years, and positive results are just beginning to take hold at the end of the grant period. Some communities sustain their initiatives through additional federal, state, or foundation grants; however, most of these

funding sources are also time limited. Therefore, Title V grantees are encouraged to identify local resources to fund one or more aspects of the initiative and thereby eliminate the need to continually look for new grant funds to replace grants that have ended. Local resources can include the municipality, schools, health department, social services, or non-profit networks. In many cases, these local resources have found ways to reallocate funds from existing and future budgets to support activities started under Title V.

This section explores Title V communities' experiences with leveraging funds and sustaining Title V initiatives. The discussion includes findings from interviews with previously funded Title V communities nominated as models of sustainability by their state juvenile justice specialist.

Community Experiences in Sustaining Initiatives and Leveraging Funds

A range of agencies and organizations have accepted responsibility for sustaining Title V initiatives, reflecting in part the wide diversity of organizations included on Prevention Policy Boards and the different types of Title V programs. Schools played a leading role in sustainability efforts in 50 percent of the communities interviewed for this report; in 40 percent of these communities, a local jurisdiction (city, county, village, or tribal council) was a key player. Other agencies and organizations that helped sustain initiatives include the local United Way, Boys & Girls Clubs, law enforcement and juvenile probation agencies, health departments, housing projects, universities, libraries, and various nonprofit organizations. In some cases, private businesses (such as a local accounting firm and an oil company) took an active role in donating space and resources.

Frequently, the agencies that sustained the programs were involved in the initiative from the initial assessment and planning stages. For example, in Thurston County, WA, the city, schools, apartment complexes, library, and other community organizations that participated in the PPB now supply the Together program with financial support, space, and other resources. In Ottawa County, MI, the health department, a local center for women, the United

Way, and the city—all key players in the initial stages—now operate the Title V programs that are focused on social marketing to eliminate underage drinking, promote girls’ fitness and development, and encourage youth leadership. The director of Bonneville County Juvenile Probation in Idaho was instrumental in developing its community resource center and has continued to provide funding for the center following a successful Title V experience. As underscored in the Beaufort, SC, evaluation report, “A strong measure of sustainability of a community-based initiative is a sense of commitment to the original shared vision by those engaged in the process at key intervals in the project’s implementation.”

Institutionalization may require some modification of the original Title V program to fit ongoing conditions. For example, when the Elmore County, ID, school district absorbed the Valuing Individual Students in Our Neighborhoods (VISION) program, it became necessary to restructure the mentoring program to allow a better fit in a school environment. High school students now act as mentors to elementary school children, whereas before the school district’s involvement, adults in the community acted as mentors to high school age youth. Other communities have incorporated the Title V program into other existing programs. In Hanover County, VA, the Boys to Men program (an after-school leadership development program for middle school males considered at risk for substance abuse and violence) was incorporated into another local comprehensive, community-based initiative that the Parks and Recreation Department and local Boys & Girls Club monitor. The program continues to provide afterschool leadership activities to youth and now serves almost three times the number of youth who were involved previously.

Building organizational commitment and implementing viable sustainability plans can be a time-consuming process that requires extensive legwork. Some communities, however, reported that their programs’ success and reputation attracted interested funders. This was the case for the Blackfeet Tribe in Montana, whose youth program emphasizing leadership, prevention, and culture won the respect of local organizations. When the tribe’s

Title V grant ended, a local Boys & Girls Club and other local programs approached the tribe about taking over responsibility for the program.

In addition to providing monetary support, community organizations and private businesses contribute in-kind support that allows the programs to continue. In-kind contributions might include space, supplies, administrative support, or services such as advertisements on local radio stations.

Facilitating Factors and Barriers

In interviews, Title V community representatives were asked what factors had helped institutionalize their programs and what advice on sustainability they would offer to another Title V community. Several common themes emerged in their responses. Communities that successfully sustained their efforts emphasized the importance of the following factors:

- ◆ **Dedicated leaders.** Words like commitment, passion, determination, and tenacity were used repeatedly to characterize project directors and PPB members who worked tirelessly to gain sustainability for their programs.
- ◆ **Strong community buy-in.** Project “cheerleaders” must gain community support by ensuring that the project meets community needs and wins approval. Several communities singled out the support of schools or their local government as key factors in sustainability.
- ◆ **Program credibility.** As programs prove themselves through their accomplishments over time, securing funding becomes easier.
- ◆ **Data.** Empirical evidence gathered through the risk and resource assessment and program evaluation helps demonstrate success and promotes sustainability.
- ◆ **Planning.** Communities repeatedly stressed the importance of beginning sustainability planning early in the grant process and considering all options thoroughly. As one grantee noted, “One needs to always remember that the grant is temporary. You can use Title V to gather recognition

and excitement about your program, but to sustain the effects, you need to begin early in planning the future life of the program.”

Frequently cited barriers to sustainability included lack of time, manpower, and other resources. Communities recognized, often belatedly, that the networking and legwork involved in laying the groundwork for sustainability take time and effort. Those that put in the time and effort recognized its rewards.

In summary, the research base is integral to the success of Title V subgrantees. It assists communities in developing programs tailored to local needs, lends credibility that promotes support from community

stakeholders, and provides guidance in evaluating program effectiveness. Contributing to the research base with a sound program evaluation ensures program staff, community members, policymakers, and funding agencies that the program is making a difference. Positive research-based results help sustain the program over time. Continued implementation of the Community Prevention Grants Program—accompanied by additional training and technical assistance in research-based programming and evaluation—can maintain the ongoing momentum toward long-lasting changes in the lives of children and families nationwide.

Next Steps in Delinquency Prevention

The Title V Community Prevention Grants Program reflects OJJDP's commitment to reducing juvenile delinquency through research-based strategies. Since the Program's inception in 1994, OJJDP has offered states and communities the opportunities, resources, and framework needed to develop effective data-driven efforts that reduce risk factors associated with delinquency and enhance protective factors. Over the past 9 years, 1,462 communities in 56 states have received Title V subgrants, including 183 communities in 2002. Following the Title V model and federal regulations, these communities have made significant progress in building community coalitions, developing data-driven plans, and implementing evidence-based prevention strategies. Local evaluations of these programs provide evidence of changes in targeted behaviors, improvements in local conditions, and reductions in community risk factors for juvenile delinquency and other adolescent problem behaviors.

While the accomplishments of the Community Prevention Grants Program to date are encouraging, OJJDP recognizes that even as many communities have effectively implemented the Title V model, others have found it difficult to do so. Challenges have been noted in the areas of selecting programs with a strong research base that match local risk factors, identifying appropriate program measures and conducting solid evaluations, and adequately pursuing institutionalization of prevention efforts beyond the grant period. Insufficient time and funding have frequently been cited as contributors to these problems. In addition, continued capacity-building efforts are needed to help communities learn how to plan, implement, monitor, and sustain their Title V initiatives effectively. As noted in previous Reports to Congress, several state-level factors, including state commitment to and understanding of the Title V

model and support for timely planning and training activities, also make an important difference in effective local implementation.

As the Community Prevention Grants Program moves into its second decade, OJJDP is planning several program modifications and considering changing the way the program is administered. Both the planned changes and those under consideration build on lessons learned during the previous years of implementation, particularly those brought to light in the findings of the national evaluation of the Program and in state and local feedback. Through the following program modifications, OJJDP will be better able to ensure that Title V funds support comprehensive, sustainable delinquency prevention efforts that help youth become healthy, productive, and law-abiding citizens:

- ◆ **Require evidence-based and results-driven programming.** OJJDP will continue to require a data-driven, risk- and protective-focused approach to delinquency prevention. Subgrant applications will be reviewed at the state level to ensure that they include a comprehensive, data-driven delinquency prevention plan and propose strategies that research has shown to be exemplary, effective, or promising in reducing risk factors and enhancing protective factors associated with delinquency. Subgrant applicants also will be required to show plans for coordination of services and innovative collaboration. OJJDP will continue to support technical assistance and training, including plan enhancement and program development.
- ◆ **Require performance measurement and evaluation.** Performance measurement and ongoing evaluation are vitally important aspects of Title V, but subgrantees have been reluctant to allocate limited program resources to support evaluation

efforts. States are encouraged to make relatively large local awards to provide communities adequate resources for both programming and evaluation. Applicants for subgrants will be required to identify measurable goals, select appropriate methods to reach those goals, and specify strategies to assess the achievement of each goal. Subgrant applicants also will be required to designate resources to track performance measures and assess program impact.

OJJDP will continue to provide training and technical assistance at state and local levels to build a better understanding of the importance of performance measurement and evaluation in shaping a community's prevention initiative, demonstrating success, and securing additional resources. This understanding, coupled with enhanced capacity, will help communities develop and implement realistic and meaningful performance measurement and data collection systems, which are critical to establishing a base of empirical data on the effectiveness of local prevention efforts.

- ◆ **Build and enhance capacity through training and technical assistance.** OJJDP will continue to offer subgrant applicants training on key topics such as data-based planning, selection of evidenced-based programs, determination and use of performance measures, and evaluation of program impact. To enhance the capacity of states to monitor and support the efforts of subgrantees, OJJDP also will provide "train-the-trainer" assistance to state-level staff. To further support communities' access to up-to-date information on research-based strategies, OJJDP will support the development of a database that builds on the Title V *PEP Guide*. The online Model Programs Guide and Database will increase states' and communities' access to information on scientifically tested and proven (evidence-based) delinquency prevention programs and strategies and facilitate the process of identifying models that fit their specific needs. Basing these resources on the Internet will save thousands of dollars that would otherwise have been spent updating and duplicating hardcopy materials. Moreover, as an online resource, the Model Programs Guide and Database will be available for use in planning any

delinquency prevention effort, regardless of its funding source.

- ◆ **Consider administering Title V as a discretionary grant program.** Taking into account the limited amount of funds that may be available to the Title V Community Prevention Grants Program in the coming years and recognizing the importance of state commitment to the Program, OJJDP is considering making Title V a discretionary program. Under this plan, OJJDP would offer larger, 5-year awards on a competitive basis to a limited number of states that could demonstrate both the determination and capacity to implement the data-driven, community-based Title V delinquency prevention model. This approach would more effectively allocate limited Program funds to the states best prepared to administer and support local subgrantees and would enable these states to fund subgrantees at a higher level than previously was feasible. In the past, many subgrantees received small awards that were insufficient to support the implementation of prevention activities of the scope and magnitude needed to address community delinquency problems. With larger grant awards, local communities would be able to plan and implement more comprehensive initiatives that are capable of significant impact. Units of local government within funded states would continue to apply for subgrants through a competitive process.

As part of administering Title V as a discretionary program, OJJDP is considering extending the subgrant period to 4 years to provide a more adequate timeframe for program implementation. This increase from the current 3-year grant period would help communities put their plans into action and set the groundwork for sustainability beyond the grant period. To ensure accountability, however, states would be able to terminate subgrants before the end of the 4-year term if subgrantees cannot document progress in achieving their stated goals.

Research and experience have established the importance of prevention in the comprehensive continuum of responses to delinquency that also includes early

intervention, graduated sanctions, and aftercare. In reauthorizing Title V in the JJDP Act of 2002 (Public Law 107-273), Congress affirmed the value of research-based local delinquency prevention initiatives developed with broad-based community involvement. Through the Title V Community Prevention Grants Program, OJJDP has provided states and communities a sound theoretical and practical framework for developing effective local delinquency prevention programs and the funding, training, and technical assistance they need to implement and sustain these programs.

Across the country, thousands of community members have learned that programs designed to reduce risk factors and promote protective factors are effective in helping to prevent juvenile crime and have embraced the Title V model. In the long run, these programs reduce justice system expenses and the other financial burdens that delinquency imposes on society. For these reasons, it is important that OJJDP continue to support delinquency prevention efforts and, in doing so, help communities create positive change in the lives of the nation's children and families.

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