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*FIFTH ANALYSIS AND  
EVALUATION OF  
FEDERAL JUVENILE  
DELINQUENCY  
PROGRAMS*

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

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U.S. Department of Justice  
National Institute of Justice

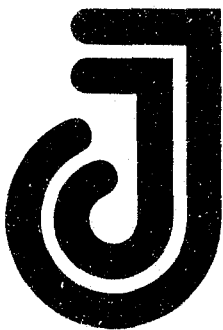
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# **EXECUTIVE SUMMARY**

More than 40 separate Federal programs deal with some facet of the delinquency problem--unemployment, adolescent health, gangs, learning disabilities, etc. Rarely are these programs able to integrate their resources to attack the Nation's delinquency problem or to address the full range of factors critical to enabling youth to develop as productive, participating members of society. Instead each program has its own regulations, funding procedures, eligibility requirements, and application and certification forms. Taken as a whole, the programs encourage widely diverse and potentially conflicting solutions to closely related problems.

Recognizing the need for a comprehensive, coordinated effort, the Juvenile Justice and Delinquency Prevention Act created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) as a focal point to guide Federal efforts to reduce delinquency. The Act also created the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent executive branch organization chaired by the Attorney General, and a Presidentially appointed citizens body, the National Advisory Committee on Juvenile Justice and Delinquency Prevention.

Each year OJJDP, with the assistance of the Coordinating Council and the National Advisory Committee, is required to develop an analysis and evaluation of Federal programs related to delinquency. This report is OJJDP's response to this mandate for calendar year 1980.

This year's report differs in format and content from previous reports in that it:

- Focuses exclusively on an analysis of the total Federal delinquency effort, thereby omitting detailed reporting on internal OJJDP activities;
- Provides a more detailed analysis of the critical dimensions of Federal youth programs; and
- Provides information in a form that should be more useful in assisting the Coordinating Council and others to set priorities among the wide range of issues and programs involved.

These changes have been made as part of an evolving process to provide policymakers with more usable and useful information. Future reports will contain an Analytical Component, which will not only analyze and describe the overall Federal effort but also contain special analyses of specific aspects



of the effort. It will also include a Planning Component, which will document progress made in implementing priorities established by OJJDP and set out recommendations to the President and Congress.

As a first step in this process, the 1980 Report has several limitations in scope. The report focuses only on programs that provide financial assistance to States or localities. It is primarily descriptive in nature. The report does not include evaluations of program effectiveness nor does it include special analyses of specific aspects of the Federal delinquency prevention effort. It also does not contain detailed policy and program recommendations.

However, the report does provide a firm foundation on which future reports can build. It contains the richest source of information developed to date on Federal delinquency-related programs. The report contains:

- A description of 45 programs and an analysis of their objectives and strategies, target populations, expenditures, and future plans; and
- A description of the activities and plans of the Coordinating Council and the activities of OJJDP related to coordinating Federal programs.

#### OVERVIEW OF FINDINGS

The study identified 45 separate Federal programs that provide assistance to State and locally operated youth programs. These 45 programs are spread over seven cabinet-level departments and two independent agencies. Three departments--Education, Labor, and Health and Human Services--encompass 64 percent of the programs and 95 percent of the total obligations. The 45 programs are authorized under 25 separate Congressional acts, and more than half are based on Congressional action since 1970. Approximately \$5.5 billion was expended on services to youth under the age of 18 in fiscal year 1980.

The exact relationship of many of these programs to the prevention or reduction of delinquency is ambiguous. Juvenile delinquency is a complex phenomenon having a wide variety of causes and requiring multiple responses for its prevention and treatment. For the most part, each of the programs studied addresses one or more of the key factors that have been identified through research as having a relationship to delinquency. These include:

- Family stability and attachment;
- Success and involvement in school;
- Success and involvement in work;
- Successful involvement in the community;
- Association with positive peer groups; and
- Belief and commitment to law-abiding behavior.

Upon closer examination, however, the programs vary widely in the extent to which they are explicitly concerned with the reduction or prevention of delinquency, the extent to which their funds are expended on delinquent youth, or even the extent to which there is an awareness of client contacts with the juvenile justice system. The specific findings summarized below suggest that a large number of Federal programs are potentially available to address the problem of delinquency, but that only a small number actually are doing so as a major programmatic thrust.

#### Programmatic Relationship to the Prevention or Treatment of Delinquency

- Of the 45 programs studied, only 9 (20 percent) have the reduction or prevention of delinquency explicitly stated in their legislation. Five others refer to juvenile delinquency in their regulations, guidelines, or other official documents. These 14 programs are administered by six cabinet-level departments and one independent agency.
- Only one third (13) of the 39 programs responding to the survey reported that they serve youth who have had formal contact with the juvenile justice system. Even for these programs, the percentage of clients having formal contact with the justice system is generally low. (It should be noted that many programs were not aware of whether any of their clients had formal contacts.)
- Nine programs reported that some portion of their expenditures was specifically targeted for delinquent youth. In seven of the nine programs, this portion was less than 10 percent of total funds. The total amount targeted for delinquent youth was \$60.98 million, or about 1 percent of the entire amount expended on services to youth by the 45 programs.
- Of the \$60.98 million expended on delinquent youth, 78 percent (or \$47.4 million) came from OJJDP in the Department of Justice.
- Only five programs outside of OJJDP indicated any significant involvement in efforts to deinstitutionalize status offenders and dependent and neglected youth, a specific mandate contained in the JJDP Act. Those programs involved in deinstitutionalization indicated that a major obstacle to success has been the scarcity of alternative direct service programs at the community level.
- Nine Federal programs reported spending approximately \$225 million on institutional services for youth, or less than 5 percent of the total amount expended on services to youth by the 45 programs.

#### Program Objectives and Strategies

- When programs are classified according to their primary area of emphasis, 29 percent focus on educational activities, 18 percent on em-

ployment, 20 percent on physical and mental health, 15 percent on social services, and 18 percent on combinations of these activities. When broken down by percentage of total Federal funds devoted to these activities, 49 percent of total funds is targeted to employment activities, 25 percent to education, 17 percent to social services, 4 percent to physical and mental health, and 5 percent to combinations.

- Based on the program strategies employed, nearly all of the 45 programs are potentially related to the prevention of delinquency (although only 14 programs have delinquency prevention as an explicit objective). Few programs, however, appear to be concerned with treatment of delinquency or responses to delinquent behavior.
- Altogether, the programs studied provide a very similar range of direct services--primarily mental health, education, and employment related counseling and services. Most programs offer several different services (five or more).

#### Program Target Populations

- With respect to target populations, the programs are highly specialized and segmented. The legislation and regulations governing these programs have created a complex latticework of eligibility criteria. The 39 programs responding to the survey serve 64 youth target groups with 111 differing types of eligibility criteria. Only 10, or 16 percent, of the 64 program target group definitions are written in such a way that they are open to participation by all youth. The remaining 54 place at least one type of restriction on eligibility to receive program benefits, and most have two or more types of restrictions.
- The eligibility criteria fall into a broad range of categories, the most common of which are based on a youth's behavioral characteristics, educational status, income level, or membership in a minority group.
- There is no standardization of definitions of target groups served by the programs. Eligibility criteria have evolved independently through separate pieces of legislation and regulations.

#### Program Expenditures

- The total expenditures for the programs included in the survey were \$15.74 billion in fiscal year 1980. This compares with \$3.32 billion in fiscal year 1971. More than half of this increase is accounted for by growth in DOL programs. In FY 1980, CETA programs accounted for \$7.49 billion of the \$15.74 billion.

- In fiscal year 1980, the 45 programs expended approximately \$5.5 billion on youth under 18 years of age. The remainder of the \$15.74 billion was expended on older client groups.
- DOL (48.8 percent), ED (25.04 percent) and HHS (20.2 percent) accounted for the largest shares of total program obligations for fiscal year 1980.
- Over the 1970-1979 period, project grants represented 51 percent of the programs, but account for only 15 percent of total dollar outlays. Formula grants represented only 34 percent of total programs, but 87 percent of total outlays.
- As might be expected, formula and project grant outlays correlate closely with State population. The five largest States account approximately for one third of all outlays for formula and project grants.

#### IMPLICATIONS OF THE FINDINGS

As stated previously, the intent of this report has been to describe the overall Federal effort in relation to juvenile justice and delinquency prevention. No explicit attempt has been made to determine how effectively the programs are performing or how efficiently they are organized and managed. Review of the findings, however, reveals a number of potential implications for the long-range direction of Federal efforts in these program areas.

The immediate future poses both problems and opportunities for the existing set of Federal programs. On the one hand, with a halt to the growth in Federal resources, many programs face cutbacks or even termination. On the other hand, there may be some unique opportunities for consolidation, redirection, or relaxation of restrictions that inhibit coordination, and for experimentation with new models of intergovernmental relations.

The following implications, drawn from the findings, have been categorized into three areas to reflect the potential arenas where actions may be taken:

- Federal policy;
- Organization of the Federal effort; and
- Intergovernmental relations.

#### Federal Policy on Juvenile Justice and Delinquency Prevention

There is a need to clarify Federal policy and priorities in order to provide a clearer focus and direction with regard to strategies for reducing delinquency and improving the juvenile justice system.

The programs studied cover a wide range of approaches and target populations, and differ considerably in their degree of direct involvement with delinquent youth. The findings suggest a need to clarify Federal policy on issues such as:

- The relative emphasis to be placed on the disposition and treatment of delinquent youth, as opposed to the prevention of initial delinquent behavior.
- Particular services or program strategies that are considered to be most effective and needed (e.g. employment services, educational change, counseling)
- The degree of emphasis placed on providing direct services to youth, as opposed to seeking ways to modify or improve some of the organizational components of the juvenile justice system.
- The relative focus on general youth populations, populations defined as being at "high risk," or adjudicated delinquent populations.

The development of policy statements on such issues might provide greater focus to a widely diverse set of Federal programs, many of which do not currently recognize the impact they may be having or could potentially have on delinquency.

#### Organization of the Federal Effort

As Federal policy with regard to juvenile justice becomes more clearly defined and focused, there may be a need to examine opportunities to reorganize or consolidate existing programs.

The findings suggest that reorganization or consolidation may be needed to assist in:

- Concentrating resources to address the particular needs of delinquent youth;
- Increasing policy consistency among Federal programs; and
- Reducing the complexity of eligibility criteria and administrative burden and costs at the Federal, State, and local levels.

The processes of consolidation and redirection will probably require a single organizational focal point for both coordination and concentration of efforts.

Even with considerable consolidation or reorganization, programs that impact on efforts to reduce or prevent delinquency are likely to be spread over several Federal departments. Each of these needs to be made more aware of how it relates to the overall Federal effort and how its resources can be directed to the areas of greatest need. Whether this focal point continues to be OJJDP, the Coordinating Council, or a new entity, there appears to be a need for an organizational unit with lead responsibility to:

- Ensure that adequate Federal resources are directed towards programs dealing with delinquent youth, whether they are in institutions or other parts of the juvenile justice system;
- Provide coordination for the larger set of Federal programs and policies that impact on efforts to prevent delinquency. The areas where coordination appears necessary are:
  - Review of program initiatives, legislative proposals, and research;
  - Procedural or legislative reform and changes in regulations (e.g. simplifying eligibility criteria for particular programs);
  - Management oversight and program accountability;
  - Public education efforts (to ensure that consistent policies, objectives, and strategies are communicated to State and local agencies and citizens);
  - Multiple efforts directed at the same local agency (e.g. schools, employment and training agencies).

### Intergovernmental Relations

State governments and local communities face many of the same problems and conditions as the Federal government in trying to coordinate a variety of programs related to juvenile justice and delinquency prevention. They have to deal with a complex maze of programs with different funding sources, eligibility criteria, and specialized rules and regulations. They also have to see that adequate resources and services are directed to youth who have become involved at all levels of the juvenile justice system. Consolidation and coordination efforts will therefore be needed at all levels of government. The Federal government can play a major role in:

- Disseminating information about State and local coordination models that have been successful and providing technical assistance to State and local governments in designing or implementing a coordination effort; and

- Providing a structured feedback mechanism regarding the operational impact of Federal programs to allow for the development of more flexible and innovative approaches at the local level.

## FEDERAL COORDINATION ACTIVITIES AND PLANS

The JJDP Act assigned overall responsibility to OJJDP for coordinating the Federal delinquency prevention and control effort. The Act also created the Coordinating Council on Juvenile Justice and Delinquency Prevention to facilitate coordination and make recommendations to the Congress and the President on overall Federal policy and the development of objectives and priorities for Federal juvenile delinquency programs and activities.

### Coordinating Council

During 1980, the Coordinating Council's mandate was renewed by the Juvenile Justice Amendments, which also expanded Council membership.

During the year, the Coordinating Council took significant steps towards developing a working agenda and set of procedures and priorities for Council action. The Council:

- Prepared draft bylaws that address membership requirements, meeting procedures, and Council operations;
- Sanctioned a systematic effort to obtain information on Federal programs; and
- Initiated a structured priority-setting process designed to provide focus to the Council's activities. As a result of this process, the Council identified three areas considered most important for Council action:
  - Deinstitutionalization of status offenders;
  - Separation of juveniles from adults in correctional facilities; and
  - Services for seriously mentally disturbed and mentally retarded offenders.

In addition to these activities, the Council continued its ongoing efforts to improve the coordination of Federal delinquency-related programs by:

- Acting as a forum for information exchange among key Federal agencies concerned with youth;
- Facilitating the development of a partial information base on Federal programs relating to delinquency; and
- Reviewing several joint funding agreements between OJJDP and other Federal agencies.

Because of the change of Administration at the close of 1980, the priority-setting process and other Council plans were not completed. However, the work accomplished in 1980 provides the new Council with a firm foundation for setting its own priorities and developing its own implementation agenda.

### OJJDP

In carrying out its mandate for implementing overall policy and developing objectives and priorities for Federal juvenile delinquency programs, OJJDP works closely with the Coordinating Council. During 1980, the Office's coordination activities included:

- Review of proposed regulations being developed by several other Federal agencies to help insure that these programs would properly reflect priorities detailed in the JJDP Act;
- Establishment of four interagency agreements to fund programs jointly with other Federal departments and agencies; and
- Sponsorship of two ongoing studies: one to assess the policies of five Federal agencies on the detention and confinement of youth in their facilities or under their care; and a second by the National Academy of Sciences to assess the policies of seven Federal programs that impact on the deinstitutionalization of status offenders and non-offenders.

### CONCLUSION

Legislative and budgetary changes now under consideration by the Administration and Congress may result in reductions in Federal resources and services targeted at troubled youth and delinquents. Under a more austere Federal budget, OJJDP and the Coordinating Council could play an important role in helping to focus the Federal effort on selected priority areas. As OJJDP and the Coordinating Council continue to work closely together, they will address this and other issues, utilizing the information base in this report to examine Federal policies and programs and to identify legislative, programmatic, and administrative changes that can increase the effectiveness and efficiency of the Federal effort to combat delinquency.



# Chapter I

## Introduction

In passing the Juvenile Justice and Delinquency Prevention Act of 1974 Congress explicitly recognized both the seriousness of juvenile delinquency as a national problem and the enormous difficulty of reducing it.

Juveniles continue to account for over 25 percent of all arrests for serious crimes. Yet youth crime does not have a single simple cause, and no single solution for prevention, treatment, or control has proven to be effective. Much of the effort required is beyond the scope of the juvenile justice system. Drop out rates in many urban schools exceed 50 percent; and unemployment for youth under 18 has been officially estimated at over 20 percent, with much higher rates for minorities. Clearly, economic, social, and educational resources are required as well.

Within the Federal structure, a multi-disciplinary approach means a multi-agency approach. But Federal responses to youth problems have not developed in a comprehensive and coordinated fashion. Rather, they have evolved disparately over the past 20 years, often in response to public outcries or narrow constituencies. More than 50 separate Federal programs deal with some particular facet of the youth problem--unemployment, adolescent health, gangs, learning disabilities, etc. Rarely are these programs able to integrate their resources to attack the Nation's delinquency problem or to address the full range of factors critical to enabling youth to develop as productive, participating members of society. Instead each program has its own regulations, funding procedures, eligibility requirements, and application and certification forms. Taken as a whole, the programs encourage widely diverse and potentially conflicting solutions to closely related problems.

Recognizing the need for a comprehensive, coordinated effort, the Juvenile Justice and Delinquency Prevention Act attempted to create a central focal point to guide Federal efforts to reduce delinquency. The Act established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the Department of Justice and charged it with the responsibility to "implement overall policy and develop objectives and priorities for all Federal delinquency programs and activities." The Act also created the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent Cabinet-level body chaired by the Attorney General with the Administrator of OJJDP as Vice Chairman. The Council is charged with coordinating "all Federal juvenile delinquency programs."

Each year, OJJDP, with the assistance of the Coordinating Council and the Presidentially appointed citizens' National Advisory Committee, is mandated to develop an analysis and evaluation of Federal programs related to delinquency, including a comprehensive plan for the future of these programs, containing "recommendations for modifications in organization, management, personnel, standards, budget requests, and implementation plans necessary to increase the effectiveness of these programs."

## PURPOSE OF THE REPORT

This report, the Fifth Annual Report on Federal Juvenile Delinquency Programs, represents OJJDP's response to this mandate of Congress for calendar year 1980. These annual reports are intended ultimately to present the President and the Congress with a plan for the coordination of Federal programs related to juvenile justice and delinquency prevention, with the objective of:

- Determining appropriate Federal roles and overall policies;
- Improving the effectiveness of Federal programs in reducing delinquency;
- Increasing the efficiency of the organization and management of Federal activities; and
- Facilitating implementation of effective programs at the State and local levels.

Beginning with this report, OJJDP has instituted several changes in the format and content of these annual reports so that they can better serve as both a resource for and a reflection of Federal policy-making. Future reports will contain both an Analytical Component and a Planning Component. The Analytical Component will provide a comprehensive description of all Federal programs and activities that are reasonably directly related to juvenile justice or the prevention of juvenile delinquency. It will also contain special analyses of various aspects of this effort such as the degree of accomplishment in meeting specific programmatic objectives, the effect of program eligibility criteria, the role and organization of technical assistance and training activities, the administrative impact of programs on States and localities, responsiveness to youth problems, etc. The special analyses presented will vary from year to year in response to the policy directions taken by Congress and the Administration. The Analytical Component is intended to be an ongoing informational resource for Federal, State, and local planners and policy-makers.

The Planning Component of the Report will document the priorities established by OJJDP and the Coordinating Council, along with the actions they have taken to improve the coordination of Federal efforts to reduce delinquency. It will also communicate to the President and the Congress their recommendations for:

- Legislative changes;
- Budgetary proposals;
- Federal policy definition;
- Reorganization;
- Revised regulations and guidelines;

- Joint planning of research and program activities;
- Coordinated funding, technical assistance, and training initiatives; and
- Models for State and local coordination.

#### SCOPE OF THIS YEAR'S REPORT

This year's report represents a first step toward the policy document envisioned above. It departs from prior reports in that it:

- Focuses exclusively on an analysis of the total Federal delinquency effort, thereby omitting detailed reporting on internal OJJDP activities;
- Provides a much more detailed analysis of the critical dimensions of Federal youth programs; and
- Provides information in a form that should be more useful in assisting the Coordinating Council and others to set priorities among the wide range of issues and programs involved.

Being a first step, however, the report also has several limitations in scope:

- Universe of Programs. The set of Federal programs examined is limited to those that provide financial assistance to State or local youth program operations. Because of time and resource constraints, programs directly operated by the Federal government were excluded, as were all programs that exclusively support research, planning, technical assistance, or training activities.
- Program Effectiveness. Data on program objectives, strategies, resources, and target populations are presented. An analysis on program effectiveness was beyond the scope of effort of this year's report.
- Special Analyses. Special analyses are not included here. They will be developed in response to policy directions set by the Coordinating Council in the future. This report is primarily descriptive in nature.
- Plans for Coordination. Because the Coordinating Council was just beginning a true planning process in 1981, this report does not contain detailed policy and program recommendations. Rather it describes the activities of the Office and the Council over the past year and the framework established for future coordination activities.

Despite its limitations, the 1981 report provides a firm foundation on which future reports can build. Through the use of a newly developed survey instrument and various supplementary financial and program data bases, this report is the richest source of information developed to date on Federal delinquency programs. Future reports will broaden this base and should help to guide future policy on the basis of a sound understanding of needs and constraints.

## REPORT OVERVIEW

The remainder of this report includes:

- Chapter 2: Analysis of Federal Programs Related to Juvenile Delinquency--describes 45 Federal youth programs and analyzes their objectives and strategies, target populations, expenditures, and future plans. Key findings and implications are highlighted.
- Chapter 3: Federal Coordination Plans and Activities--describes the activities and plans of the Coordinating Council on Juvenile Justice and Delinquency Prevention, as well as the activities of OJJDP related to coordination of Federal programs.
- Chapter 4: Recommendations--contains recommendations to the President and the Congress on improving the coordination of delinquency-related programs.
- Appendices--includes supplementary tables related to the analysis of Federal programs.

## Chapter II

### *Analysis of Federal Programs Related to Juvenile Delinquency*

Chapter II provides a concise descriptive analysis of the nature of Federal programming related to juvenile justice and delinquency prevention. Its goals are quite modest in terms of the ultimate expectations of the JJDP Act, yet quite ambitious in terms of previous reports. No attempt is made in this year's report to evaluate the effectiveness of the programs supported or the efficiency with which they are organized and operated. Rather, the Office has attempted to present a complete picture of a complex Federal effort that is spread across seven Cabinet Departments and two independent agencies. Every attempt has been made to be exhaustive in identifying all Federal programs that provide operational support for State and local programs that appear to have a direct bearing on juvenile justice or the prevention of delinquency. Critical dimensions of these programs are described, without extensive analyses or interpretation.

In many instances, however, the data speak quite eloquently by themselves. It is graphically clear from this report that the Federal delinquency effort consists of a highly fragmented and overlapping collection of programs. The system poses significant challenges to the provision of consistent policy direction and the efficient use of multiple resources to solve youth problems that are both complex and critically important to American communities. OJJDP believes that this report provides a solid knowledge base from which more directed policy analyses can be conducted. For the first time, it makes possible informed discussion of the type of restructuring and coordination that is necessary to define a clearer, more effective Federal role in addressing the problem of juvenile delinquency.

The study itself describes 45 Federal programs. These programs are listed in Table II-1. Not included are Federal programs that provide funds solely for planning, technical assistance, training, or research in the juvenile justice field, as well as youth programs that are directly operated by Federal agencies. These programs were omitted only because of time and resource constraints and may be added to next year's analysis.

The remainder of this chapter is organized into five sections. Section 1, Data Sources and Methodology, describes the four sources of information utilized in the study and indicates the principal study questions that are addressed through the analyses. Section 2, Overview of Programs, presents a brief overview of the 45 programs, including a description of their legislative origins, organizational setting, and the types and amount of financial assistance provided. Section 3, Program Objectives and Strategies, analyzes the explicit and apparent objectives of the programs and assesses the commonalities in the strategies and services supported. In particular, deinstitutionalization efforts are examined. Section 4, Target Populations,

documents the intended and actual beneficiaries of the programs, covering such topics as eligibility restrictions on the receipt of services and the characteristics of clients served. Section 5, Program Expenditures, analyzes the funding levels for the 45 programs. The programs reviewed had estimated total obligations in 1980 of \$15.74 billion. This section assesses the extent to which this sum was expended on youth under 18, delinquent youth, and individuals in institutions. It also reviews the 10-year funding history of the programs and the regional and State distribution of funds.

Table II-1. FEDERAL PROGRAMS INCLUDED IN 1980 SURVEY AND FISCAL 1980 OBLIGATIONS (In millions of dollars)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1980 Obligations</u>
10.661	Youth Conservation Corps--Grants to States	USDA--Forest Service--Human Resource Program	\$14.60
10.663	Young Adult Conservation Corps--Grants to States	USDA--Forest Service--Human Resource Program/DOI--Manpower Training and Youth Activities	62.70
10.881	Cooperative Extension Service 4-H	USDA--Science and Education Administration	262.00
13.235	Drug Abuse Community Service Programs	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.	142.10
13.252	Alcoholism Treatment, and Rehabilitational/ Occupational Alcoholism Service Programs	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.	60.82
13.254	Drug Abuse Demonstration Programs	HHS--PHS--Alcohol Drug Abuse and Mental Health Admin.	3.61
13.257	Alcohol Formula Grants	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.	54.80
13.275	Drug Abuse Prevention/ Education Programs	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.	8.32
13.295	Community Mental Health Centers--Comprehensive Services Support	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.	256.90
13.420	Alcohol and Drug Abuse Education Program	ED--Division of Alcohol and Drug Education Programs--Office of Educational Research, Improvement	3.00

Table II-1 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1980 Obligations</u>
13.428	Educationally Deprived Children--Local Educational Agencies	ED--Office of Elementary and Secondary Education	2,630.02
13.429	Educationally Deprived Children--Migrants	ED--Office of Elementary and Secondary Education	209.00
13.431	Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children	ED--Office of Elementary and Secondary Education	37.66
13.492	Upward Bound	ED--Division of Student and Veterans Programs--Office of Post Secondary Education	57.50
13.493	Vocational Education--Basic Grants to States	ED--Office of Vocational and Adult Education	474.77
13.525	Emergency School Aid Act--Basic Grants to Local Educational Agencies	ED--Office of Elementary and Secondary Education	137.60
13.529	Emergency School Aid Act--Grants to Non-Profit Organizations	ED--Office of Elementary and Secondary Education	15.00
13.534	Indian Education--Grants to Local Educational Agencies	ED--Office of Elementary and Secondary Education	47.28
13.535	Indian Education--Special Programs and Projects	ED--Office of Elementary and Secondary Education	12.50
13.551	Indian Education--Grants to Non-local Educational Agencies	ED--Office of Elementary and Secondary Education	4.73



Table II-1 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1980 Obligations</u>
13.570	Instructional Materials and School Library Resources	ED--Office of Elementary and Secondary Education	171.00
13.571	Improvement in Local Educational Practice	ED--Office of Elementary and Secondary Education	197.40
13.623	Administration for Children, Youth, and Families--Runaway Youth	HHS--Office of Human Development Services	11.00
13.628	Child Abuse and Neglect Prevention and Treatment	HHS--Office of Human Development Services	22.93
13.640	Administration for Children, Youth, and Families--Youth Research and Devel.	HHS--Office of Human Development Services	1.47
13.642	Social Services for Low Income and Public Assistance Recipients	HHS--Office of Human Development Services	2,697.00
13.645	Child Welfare Services--State Grants	HHS--Office of Human Development Services	56.50
13.652	Administration for Children Youth, and Families--Adoption Opportunities	HHS--Office of Human Development Services	5.00
13.975	Adolescent Pregnancy Prevention and Services	HHS--Office of Human Development Services	13.00
15.103	Indian Social Services--Child Welfare Assistance	DOI--Bureau of Indian Affairs	13.59

Tables II-1 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1980 Obligations</u>
15.130	Indian Education-- Assistance to Schools	DOI--Bureau of Indian Affairs	28.20
15.144	Indian Child Welfare Act--Title II Grants	DOI--Bureau of Indian Affairs	5.50
16.516	Juvenile Justice and Delinquency Prevention-- Formula Grants	DOJ--OJJDP	61.62
16.517	Juvenile Justice and Delinquency Prevention-- Special Emphasis	DOJ--OJJDP	37.24
16.537	Urban Crime Prevention	DOJ--LEAA/ACTION	5.50
17.211	Job Corps	DOL--Employment and Training Administration	420.21
17.232	CETA--Titles II, IV and VI	DOL--Employment and Training Administration	6,996.68
17.234	Employment and Training--Indians and Native Americans	DOL--Employment and Training Administration	78.87
49.002	Community Action	Community Services Administration	383.80
72.001	The Foster Grandparent Program	ACTION--Older Americans Volunteer Programs	46.90
--	Office of Domestic Violence Program	HH3--Office of Human Development Services	*
--	Urban Initiatives Anti-Crime Program	HUD--Public Housing and Indian Programs	*
Total			\$15,748.32

\*Data not available.

## DATA SOURCES AND METHODOLOGY

The data sources used in this study of Federal programs include: (1) the Catalog of Federal Domestic Assistance; (2) a survey of selected Federal programs; (3) a variety of official program documents; and (4) Federal outlay data from the Community Services Administration.

The Catalog of Federal Domestic Assistance (CFDA) provided data for 43 of the 45 programs included in this study. Two programs--the Office of Domestic Violence and the Urban Anti-Crime Initiative--do not appear in the Catalog. In addition, the CFDA provided data for all of the Comprehensive Employment and Training Act (CETA) programs under a single program listing. Consequently, when the CFDA data are used in this analysis, the sample size is reduced from 45 to 40 programs.

To obtain more specific and in-depth information on the programs included in this report than is provided by the CFDA, OJJDP designed a comprehensive questionnaire to solicit information on five areas:

- Target groups served by each program, including the groups the programs are mandated to serve, the population of the target groups as a percentage of the U.S. population, and the number of clients actually receiving services. The survey instrument also requested data on client characteristics (such as age, sex, and ethnic origin).
- Program financial resources, including budget history, the percentage of the budget devoted to youth, delinquents, and institutional services, and specific information on project grants.
- Program operating assumptions and strategies, including the relationship between the program's objectives and the prevention of delinquency, and the strategies used and services provided to meet the program's objectives.
- Topics of special interest, including program activities directed at deinstitutionalizing juveniles or separating juveniles from adults in institutions. These areas are highlighted in the JJDP Act as requiring special attention.
- Future program issues, including possible legislative, regulatory, or funding changes anticipated by the program.

The selection process for determining which Federal programs to survey began with a review of the survey list of 144 youth programs from the 1976 Analysis and Evaluation Report--the last report in this series that contained a

comprehensive analysis of Federal delinquency programs. The list was reviewed and cross-checked with Federal Domestic Assistance Catalogs from 1974 to 1980 to ascertain additions, deletions, and changes in program numbers and titles.

To sharpen the focus and limit the scope of this year's report, this initial listing was narrowed in two ways. First, OJJDP decided to focus exclusively on programs that provide assistance to State and local program operations. Excluded were programs directly operated by the Federal government, and those that exclusively support research, planning, technical assistance, or training activities. Future reports will include analyses of those programs. Second, OJJDP reviewed each program's objectives and target groups, and eliminated programs that appeared to be only indirectly related to juvenile justice and delinquency prevention (e.g. Child Nutrition, Head Start). The resulting list was reviewed by the Coordinating Council members and then finalized based on their comments.

This process resulted in the identification of 55 programs to be surveyed. In October 1980, the questionnaire, along with a cover letter from the Attorney General, was sent to the appropriate department Secretaries and agency Directors. OJJDP and contractor staff conducted follow-up telephone and personal interviews to facilitate completion of the survey form. Thirty-nine completed surveys were returned by December 31, 1980. Six programs either did not respond in time, or did not have the necessary information available. They are:

<u>CFDA No.</u>	<u>Program Name</u>
13.493	Vocational Education--Basic Grants
13.525	Emergency School Act--Grants to Local Educational Agencies
13.529	Grants to Non-Profit Organizations
13.551	Indian Education--Grants to Non-Local Educational Agencies
13.571	Improvement in Local Educational Practice
13.642	Social Services for Low Income and Public Assistance Recipients (Title XX)

Although these programs did not complete the survey form, they are included in the analyses that are based on data sources other than the questionnaire.

OJJDP excluded 10 other programs from the analysis because their responses indicated that their activities were not directly related to juvenile justice or delinquency prevention. The final set of 45 programs is listed in Table II-1 (see page 7).

To supplement the CFDA and survey data, OJJDP reviewed a variety of program documents including authorizing statutes, funding guidelines, regulations, annual reports, special studies, and budgets. These were primarily used as a check on the accuracy of the other information gathered for this study.

Another principal source of information utilized in this study is the data published annually by the Community Services Administration (CSA) on obligations incurred by Federal programs in State and local areas.

These data have been archived in machine-readable form by the "Intergovernmental Fiscal Analysis Project" at the University of Michigan. This project, under the direction of Thomas Anton, was initially funded by the Department of Housing and Urban Development with continuing funds provided by the National Science Foundation.<sup>1</sup> Outlay data were available for 40 of the 45 programs included in this study for the period 1970-1979.<sup>2</sup>

There are several advantages in using the CSA information. It contains the most comprehensive and accurate data available from any single source on actual program expenditures. The data are:

- Comprehensive, in that all types of assistance--grants, loans, salaries, payments to individuals, and loan guarantees--are included.
- Available on National, State, county, and city (of 25,000 population or more) levels. (National and State-level data are used in this report; subsequent reports may use the local data.)
- Program-specific and therefore may be aggregated to agency and department totals.
- Available for the 1969-1979 period, therefore allowing an examination of trends.

However, as with any budgetary data source, there are also significant problems associated with using the CSA outlay data that should be noted:

- Reporting procedures and, hence, data quality are uneven prior to 1974.
- The data give credit for outlays to certain jurisdictions even though the funds are expended elsewhere. For example, a procurement center in Denver, Colorado for Department of the Interior programs seriously inflates that State's outlays even though grantees are widely distributed.
- Similarly, District of Columbia and suburban Maryland and Virginia outlays are inflated due to the heavy concentration of government employees and spending in these areas.

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<sup>1</sup>Thomas Anton, Jerry P. Cawley, and Kevin L. Kramer, Moving Money: An Empirical Analysis of Federal Expenditure Patterns (Cambridge, Mass: Oelgeschlager, Gunn & Hain, 1980), p. 19. (N.B. The machine-readable data were made accessible by Thomas Anton of the University of Michigan.)

<sup>2</sup>Outlay data were not available for the following programs: (1) Office of Domestic Violence; (2) Urban Initiatives Anti-Crime Program; (3) 13.975--Adolescent Pregnancy Prevention and Services; (4) 15.130--Indian Education--Assistance to Schools; and (5) 15.144--Indian Child Welfare Act--Title II Grants.

- A few agencies simply do not report certain program expenditures to the Community Services Administration.

Despite these limitations, the addition of the outlay data to this year's report permits significant improvement over past reports in the ability to analyze the Federal effort. The data not only provide a basis for examining the historical development of the programs being investigated but, for the first time, they allow an examination of the geographical distribution of Federal funds for juvenile justice-related programs.

## METHODOLOGY

This report analyzes three main aspects of the Federal juvenile delinquency effort: (1) program objectives and strategies; (2) target populations and beneficiaries; and (3) Federal expenditures.

The description of program objectives, operating assumptions, and service strategies is based primarily on the 39 questionnaire responses, supplemented with CFDA and secondary source data. This chapter analyzes these programs in terms of the following questions:

- Is the prevention or reduction of delinquency an explicit objective of these programs?
- What problem areas are affected by these programs?
- To what extent do these programs provide funds that secure direct services for juveniles?
- What strategies are emphasized by these programs?
- To what extent do programs have similar objectives and provide similar services?

The 39 survey respondents identified 64 target populations related to delinquency. These target groups, representing the primary intended beneficiaries of each program, vary significantly in terms of definition, size, and composition. The survey data provide an important perspective on the types and number of persons served by Federal youth programs.

Three different sources of expenditure data are used in the analysis of Federal funding of youth programs: (1) CFDA "reported" and "estimated" obligations; (2) CSA outlay data; and (3) questionnaire data. The report uses four different terms to describe spending patterns and trends:

- Appropriations--Budget authority provided through the Congressional appropriation process that permits Federal agencies to incur obligations and to make payments.
- Authorization--Basic substantive legislation enacted by Congress that sets up or continues the legal operation of a Federal program or agency. Such legislation is normally a prerequisite for subsequent appropriations, but does not usually provide budget authority.

- Obligation--Amounts of orders placed, contracts awarded, services rendered, or other commitments made by Federal agencies during a given period that will require outlays during the same or some future period.
- Outlays--Values of checks issued, interest accrued on the public debt, or other payments, net of refunds and reimbursements.<sup>3</sup>

This year's analysis describes obligations and outlays, and historical spending patterns by region and type of assistance. The analysis develops and uses three indices to relate obligations more directly to youth, delinquency, and institutional expenditures.

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<sup>3</sup>U.S. Budget in Brief, Fiscal Year 1981, Executive Office of the President, Office of Management and Budget (Washington, D.C.: U.S. Government Printing Office), 1980, pp. 84-86.

## OVERVIEW OF PROGRAMS

The programs considered in this report represent the activities of nine departments or agencies of the Federal government and at least 16 major subdivisions of these agencies (Tables II-2 and Figure II-1). Seven of the 13 cabinet-level departments and two independent agencies are represented (Figure II-1).<sup>4</sup> Three departments--Education (ED), Labor (DOL), and Health and Human Services (HHS)--encompass 64 percent of the 45 programs. These departments emphasize education, alcohol and drug rehabilitation, and programs aimed at the poor and unemployed, all of which directly affect juveniles.

The 45 programs reviewed are authorized under 25 separate Congressional acts (Table II-3). More than half the programs are based on Congressional actions since 1970. The table also shows that only 12 of the programs became operational before 1970 and only four programs were operational before 1964. Fourteen of the programs have become operational since 1976.

The estimated total obligation for 40 of the 45 programs was \$15.74 billion in 1980.<sup>5</sup> Table II-1 (see page 7) shows the estimated obligations for each program in fiscal year 1980. The table shows that three programs--CETA (Titles II, IV, and VI), Educationally Deprived Children--Local Educational Agencies, and Title XX Social Services--account for over \$12.32 billion or 79 percent of the total fiscal year 1980 estimated obligation. Table II-4 divides the programs into four types of assistance categories. These include "formula grants," under which block grants are awarded to the States to spend at their discretion within Federal guidelines, and "project grants," under which a Federal agency awards discretionary funds directly to operating programs. There are 12 formula grant programs totaling \$6.56 billion. Note that while project grants account for 55 percent of the programs, they account for only 9 percent of the total obligations. Program expenditures are analyzed in more depth later in this chapter.

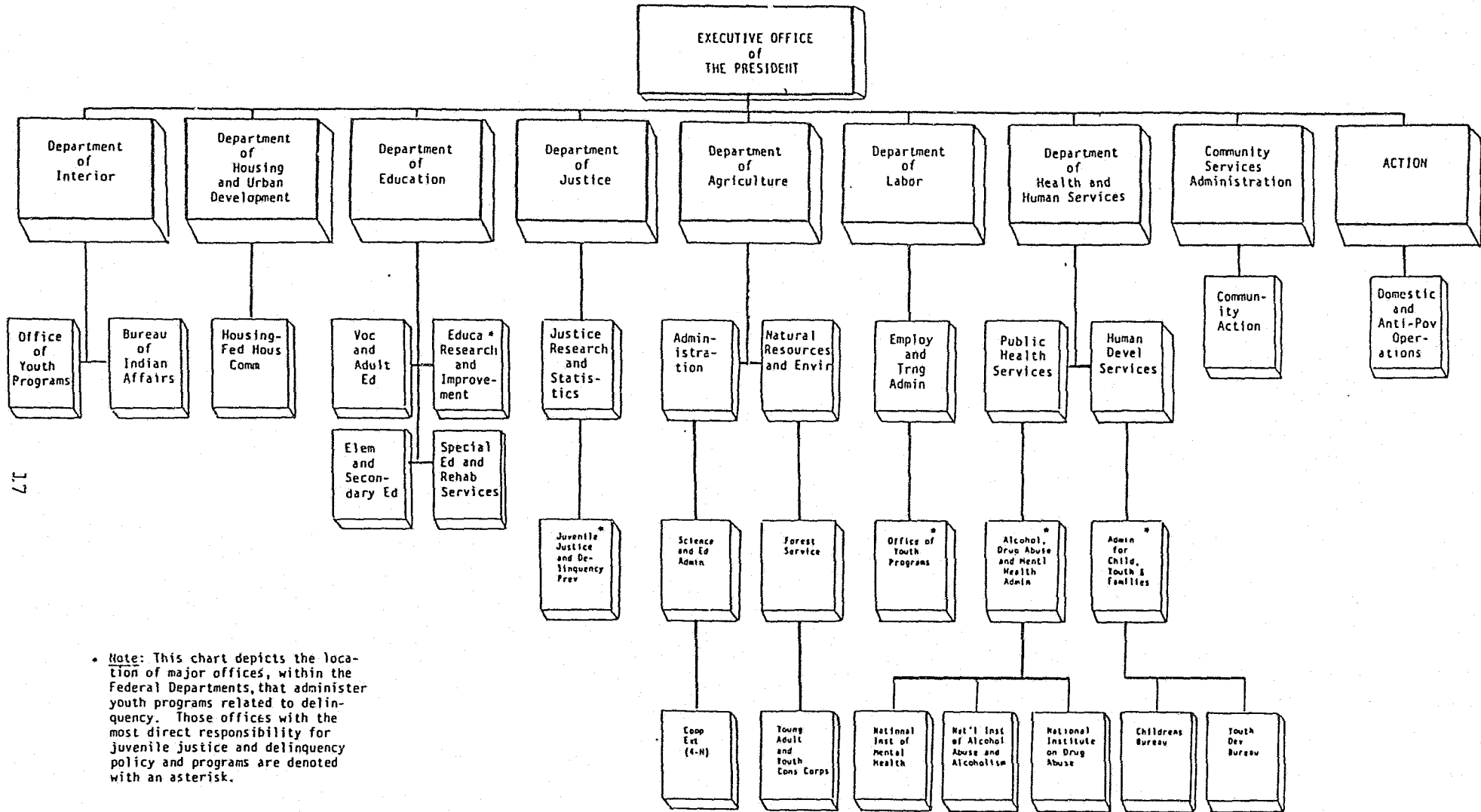
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<sup>4</sup>All tables and figures referenced in this section appear at the end of the section, beginning on page 17.

<sup>5</sup>CETA is aggregated from four programs to one and no obligation estimate was available for the Office of Domestic Violence and HUD's Urban Initiatives Anti-Crime Program.



Figure II-1. Distribution of Selected Programs  
Among Federal Agencies



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\* Note: This chart depicts the location of major offices, within the Federal Departments, that administer youth programs related to delinquency. Those offices with the most direct responsibility for juvenile justice and delinquency policy and programs are denoted with an asterisk.

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Table II-2. DISTRIBUTION OF PROGRAMS BY DEPARTMENT AND AGENCY

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ACTION

State Program Office	1
Community Services Administration	1
Department of Agriculture	
Forest Service - Human Resource Program	1
Forest Service - Human Resource Program/DOI	
Manpower Training and Youth Activities	1
Science and Education Administration	1
Department of Education	
Office Educational Research and Improvement	1
Office of Post-Secondary Education	1
Office of Elementary and Secondary Education	10
Office of Vocational and Adult Education	1
Department of Health and Human Services	
Alcohol, Drug Abuse, and Mental Health Administration	6
Office of Human Development Services	8
Department of Housing and Urban Development	
Urban Initiatives Anti-Crime Program	1
Department of the Interior	
Bureau of Indian Affairs	3
Department of Justice	
Law Enforcement Assistance Administration/ACTION	1
Office of Juvenile Justice and Delinquency Prevention	2
Department of Labor	
Employment and Training Administration	6
Total	45

Source: Catalog of Federal Domestic Assistance (1980) and Survey of Federal Programs (1980).

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Table II-3. PROGRAMS BY ENABLING LEGISLATION AND OPERATIONAL/  
EXPIRATION DATES

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Enabling Legislation</u>	<u>Operational/ Expiration Dates</u>
13.420	Alcohol and Drug Abuse Education Program	Alcohol and Drug Abuse Education Act of 1970	1970-1981
13.628	Child Abuse and Neg- lect Prevention and Treatment	Child Abuse Prevention and Treatment Act of 1978	1974-1981
13.652	Administration for Children, Youth and Families--Adoption Opportunities	Child Abuse Prevention, Treat- ment and Adoption	1978-1981
13.295	Community Mental Health Centers-- Comprehensive Services Support	Community Mental Health Centers Amendments of 1975	1965-1981
13.257	Alcohol Formula Grants	Comprehensive Alcohol Abuse and Alcoholism	1972-1980
13.252	Alcoholism, Treatment and Rehabilitation/ Occupational Alcoholism Service Programs	Prevention, Treat- ment, and Rehabili- tation Act of 1970	1970-1981
17.211	Job Corps	Comprehensive Em- ployment and Train- ing Act of 1973	1965-1981
17.232	Titles II, VI and VII CETA	"	(Titles II and VI) 1974-1982 (Title VII) 1978-1982
"	Title IV CETA Summer Youth Employ- ment Program (SYEP)	"	1974-1981

Table II-3. (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Enabling Legislation</u>	<u>Operational/ Expiration Dates</u>
17.232	Title IV CETA Youth Employment Training Program (YETP)	Comprehensive Employment and Training Act of 1973	1974-1981
"	Title IV CETA Youth Community Conservation and Improvement Projects (YCCIP)	"	1974-1981
72.001	The Foster Grandparent Program	Domestic Volunteer Service Act of 1973	1965-1981
13.235	Drug Abuse Community Service Programs	Drug Abuse Office Treatment Act of 1972	1974-1981
13.254	Drug Abuse Demonstration Programs	"	
13.275	Drug Abuse Prevention Education Programs	"	1973-1983
49.002	Community Action	Economic Opportunity of 1964	1964-1981
13.428	Educationally Deprived Children-Local Educational Agencies	Elementary and Secondary Act of 1965	1965-1981
13.429	Educationally Deprived Children-Migrants	Elementary and Secondary Act of 1965	1966-1981
13.431	Educationally Deprived Children in St. Admin. Institutions Serv. Neglected or Delinq. Children	"	1967-1983
13.570	Instructional Materials and School Library Resources	"	1975-1983

Table II-3 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Enabling Legislation</u>	<u>Operational/ Expiration Dates</u>
13.975	Adolescent Pregnancy Prevention and Services	Health Services and Centers Amendment of 1978	1979-1981
13.492	Upward Bound	Higher Education Act of 1965	1965-1981
15.144	Indian Child Welfare Act-Title II Grants	Indian Child Welfare Act of 1978	1980-1982
17.234	Employment and Training Indian and Native Americans	"	1974-1982
13.534	Indian Education-Grants to Local Educational Agencies	Indian Education Act (PL-93-318)	1973-1983
13.535	Indian Education-Special Programs and Projects	"	1973-1983
15.130	Indian Education-Assistance to Schools	Johnson-O'Malley Act of 1934	1890-1981
16.537	Urban Crime Prevention	Justice System Improvement Act of 1980	1980-1081
13.623	Administration for Children, Youth and Families--Runaway Youth	Juvenile Justice Delinquency Prevention Act of 1974	1975-1980
16.516	Juvenile Justice and Delinquency Prevention--Formula Grants	"	1975-1983
16.511	Juvenile Justice and Delinquency Prevention-Special Emphasis	"	1975-1984

Table II-3 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Enabling Legislation</u>	<u>Operational/ Expiration Dates</u>
-	Urban Initiatives Anti-Crime program	Public Housing Security Demonstration Act of 1979	1979-1981
10.881	Cooperative Extension Service (4-H)	Smith Lever Act of 1914	1914-1981
15.103	Indian Social Services-Child Welfare Assist.	Snyder Act of 1921	1948-1981
13.640	Administration for Children, Youth and Families-Youth Research and Development	Social Security Act of 1935	1973-1981
13.645	Child Welfare Services State Grants	Social Security Act of 1935	1935-1981
10.661	Youth Conservation Corps--Grants to States	Youth Conservation Corps Act of 1970	1977-1982
10.663	Young Adult Conservations Corps--Grants to States	Youth Employment and Demonstration Project Act of 1977	1977-1982
--	Office of Demostic Violence	--	1979-1981

Table II-4. DISTRIBUTION OF FISCAL YEAR 1980 (estimated) OBLIGATIONS  
BY TYPE OF ASSISTANCE (In millions of dollars)

	<u>Number of Programs</u>	<u>Percent of Programs</u>	<u>Total Obligations</u>	<u>Percent of Obligations</u>
Formula Grants	12	30.0	\$ 6,941.51	44
Project Grants	22	55.0	1,329.44	9
Formula and Project Grants*	1	2.5	6,996.68	45
Other**	5	13.5	481.71	3
 	<hr/>		<hr/>	
Total	40	100	\$15,749.34	100

\*17.232 - CETA programs include both Formula and Project Grants.

\*\*Includes contracts, direct payments, and unspecified types of assistance.

Source: Catalog of Federal Domestic Assistance (1980).

## PROGRAM OBJECTIVES AND STRATEGIES

All of the 45 programs included in this report were selected based on a presumption that some significant portion of their activities is aimed at either prevention or treatment of delinquent behavior. The survey attempted to collect basic information about the program's level of concern with prevention or treatment objectives and the types of strategies promoted by the program to accomplish its objectives. This information was used to determine whether the programs selected were in fact related to delinquency, and to gain a preliminary understanding of the types of approaches to delinquency prevention and treatment that characterize the present Federal effort.

### PROGRAM OBJECTIVES

Programs were assumed to have treatment objectives if they were providing or supporting services for delinquent youth. Thirteen programs, or one-third of the 39 programs responding to the survey, indicated that they provided services to youth who had formal contact with the juvenile justice system. The remaining programs either indicated that their clients had no involvement or that data on the percentage of clients with juvenile justice system contact were not available. Most of the 13 programs indicated that only a small proportion of their clients had juvenile justice system contact.

Furthermore, the section on program expenditures reveals that only nine programs provided an estimate of the portion of their expenditures targeted at delinquent youth. These expenditures totaled only 11 percent of the total expenditures for those programs.

This information suggests that the treatment of delinquency is a major objective for only a very limited number of Federal programs. Presumably, then, the majority of programs surveyed are concerned much more with delinquency prevention than with treatment.

A program's concern with delinquency prevention was assessed two ways. First, programs were asked whether the prevention of delinquency was an explicit objective of their program, as expressed in legislation, regulations and program guidelines, or other official documents. Of the 38 programs responding to this question, 37 percent responded positively. Nine programs, or 24 percent, have a legislative mandate to prevent delinquency; 10 programs include this objective in administrative regulations or guidelines, and 11 include it in official program documents. This breakdown is reflected Table II-5.6

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<sup>6</sup>All tables referenced in this section appear at the end of the section, beginning on page 30.



Table II-6 lists the programs that have delinquency prevention as a formal objective and indicates the source of their mandate. It should be noted that, for many of these programs, the prevention of delinquency is only one of several program objectives.

It is also possible that many of the programs surveyed have a significant effect on delinquency, even though delinquency prevention is not a formal program objective. Programs aimed at enhancing opportunities for educational and vocational achievement, for example, may be important in preventing delinquency even if that is not their formal intention. It is important to identify these programs and recognize them as part of the Federal delinquency effort, particularly since programs that are not aware of their role in delinquency prevention are unlikely to coordinate their activities with other delinquency programs. Consequently, programs were asked to respond to a second set of questions about their objectives. These questions were based upon theoretical assumptions about factors causally related to delinquency. The theoretical framework utilized is based upon OJJDP-sponsored research conducted by the National Center for the Assessment of Delinquent Behavior and Its Prevention and the Westinghouse National Issues Center.<sup>7</sup> These studies suggest that the likelihood of a youth's becoming delinquent is determined by the strength of his or her attachment and commitment to society's institutions and norms.

Based upon the best available research to date, the authors conclude that the most important factors to address in a program aimed at delinquency prevention include:

- Family stability and attachment;
- Success and involvement in school;
- Success and involvement in work;
- Successful involvement in the community;
- Association with positive peer groups; and
- Belief and commitment to law-abiding behavior.

Consequently, programs were asked to indicate the extent to which they addressed these factors. The results, reflected in Table II-7, confirm that the programs selected are important to examine as part of the Federal response to delinquency. All programs address at least one factor to a moderate or major extent, and 95 percent address one or more factors to a major extent.

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<sup>7</sup>See Grant Johnson, Tom Bird, and Judith Little, Delinquency Prevention: Theories and Strategies, Office of Juvenile Justice and Delinquency Prevention (Washington, D.C.: U.S. Government Printing Office), April 1979; and David Hawkins and Joseph Weiss, The Social Development Model: An Integrated Approach to Delinquency Prevention, National Institute of Juvenile Justice and Delinquency Prevention (Washington, D.C.: U.S. Government Printing Office), 1980.

From these data, the programs appear to represent a relatively balanced approach to delinquency prevention. Work-oriented problems are most frequently addressed by the programs studied. Eighty-seven percent of the programs indicated that they attempted to address this area to a moderate or major extent. Seventy-seven percent were concerned with success and involvement in schools, 69 percent with community involvement, 67 percent with families, 64 percent with peer group associations, and 57 percent with commitment to law-abiding behavior as a moderate or major concern.

## PROGRAM STRATEGIES

To gain a better understanding of the types of strategies used by Federal programs to meet delinquency-related objectives, agencies were asked to indicate which strategies they were actively encouraging. Both direct service strategies and strategies aimed at changing the policies and practices of youth-serving organizations were considered. Results were analyzed to determine the major foci of Federal programs, to assess the consistency and comprehensiveness of program strategies, and to identify the extent of program overlap within the overall Federal effort.

Almost all of the programs surveyed (95 percent) support some type of direct youth services. Table II-8 provides a complete listing of services, ranked according to the frequency with which they are encouraged. The data indicate that there is a significant variation in the strategies used. For example, 82 percent of these Federal programs fund mental health and counseling services, whereas only 42 percent of the programs encourage the provision of advocacy services.

Four programs indicated service strategies not included on the survey form. These are: inpatient and outpatient hospitalization and aftercare services.

These data suggest that a wide range of services are provided through Federal programs, with an extremely high reliance on individual counseling approaches. There appears to be a large degree of overlap in the type of services provided, suggesting a potential need for program coordination or consolidation to increase the efficiency of service delivery.

Another way of considering service strategies is in terms of the relative comprehensiveness or range of services supported by a specific program. Some programs may provide only a single service while others may support a comprehensive set of services. Table II-9 indicates the relative comprehensiveness of the 39 programs surveyed. There is considerable variation among these programs, with 17 indicating they provide a broad range of services (10 or more) while only six indicate they provide or make use of three or fewer direct service strategies.

In addition to support of direct services, most Federal programs (85 percent) consider that part of their mission is to help bring about changes in the policies, procedures, practices, or structure of youth-serving organizations to meet youth needs. As shown in Table II-10, educational agencies are the most common target of change strategies, with 79 percent of the programs indicating that they seek to accomplish their objectives by effecting

improvements in these agencies. A high percentage also attempts to bring about change in employment-related agencies (61 percent), child welfare agencies (58 percent), and other community youth service agencies (68 percent). Juvenile justice agencies are less commonly addressed, with 53 percent concerned with improvements in law enforcement agencies and 42 percent with correctional agencies. Eight programs indicated a concern for other youth-serving agencies including substance abuse agencies, hospitals, courts, and mental health agencies.

The significant level of activity aimed at improving youth serving organizations suggests a critical need for coordination to insure that consistent messages are being provided to local agencies by a multiplicity of Federal programs. It is equally critical that the messages provided are consistent with the best available knowledge about effective prevention, treatment, and control strategies.

Other types of juvenile justice and delinquency prevention strategies are used less frequently by the programs surveyed. Only 29 percent of the programs actively encourage youth participation in their program activities, despite the theoretical and empirical evidence of the importance of this strategy in increasing a youth's attachment and commitment to society's institutions and values (and therefore in preventing delinquent behavior). Twenty-six percent indicated that they have encouraged decriminalization of minor offenses as a means of reducing potentially inappropriate justice system involvement in youth and family life--a goal of the JJDP Act, particularly with respect to status offenses. Approximately 14 percent encourage community organization approaches to address youth problems. On the other hand, public education strategies are pursued by 79 percent of the programs surveyed. This widespread involvement in public education reinforces the importance of coordination to insure that consistent messages are provided to the public about effective approaches to juvenile justice, delinquency prevention, and youth development.

The types of strategies utilized by Federal programs are summarized in Table II-11.

#### SPECIAL TOPICS: DEINSTITUTIONALIZATION AS A PROGRAM STRATEGY

The "deinstitutionalization" of status offenders (youth who have committed acts that would not be considered criminal offenses if committed by adults, e.g. running away, truancy, etc.) and non-offenders (dependent and neglected youth) is a major concern of the Juvenile Justice and Delinquency Prevention Act. OJJDP is charged with overseeing efforts to assure that such youth are not held in secure detention or correctional facilities. The Coordinating Council on Juvenile Justice and Delinquency Prevention is specifically authorized to review the programs and practices of Federal agencies to determine the extent to which agency funds are used for purposes consistent with the deinstitutionalization mandate. This concern with deinstitutionalization stems from a belief that status offenders can be more appropriately treated in a non-institutional community-based setting; indeed these youth are thought

to suffer adverse effects from institutionalization, since they are exposed to serious juvenile offenders and maybe potentially victimized or drawn into delinquency.

As part of the survey, Federal programs were asked about their deinstitutionalization efforts. Seven programs, or 23 percent of the 31 programs responding to these questions, indicated that they had initiated deinstitutionalization efforts since 1976. Twenty-four programs indicated either that they had not initiated such efforts or that deinstitutionalization was not applicable for their program and its target groups.

The following programs indicated that they had actively encouraged deinstitutionalization in their operations:

- 10.881 Cooperative Extension Service, 4-H
- 13.623 Administration for Children, Youth and Families--  
Runaway Youth
- 13.645 Child Welfare Services--State Grants
- 15.103 Indian Social Services--Child Welfare Assistance
- 16.516 Juvenile Justice and Delinquency Prevention--  
Allocation to States
- 16.517 Juvenile Justice and Delinquency Prevention--  
Special Emphasis
- 72.001 The Foster Grandparent Program

OJJDP has encouraged deinstitutionalization through State legislative action and through the funding of a national program initiative that provided funds to State and local agencies to enable deinstitutionalization of status offenders. A new initiative by this Office has been proposed for fiscal year 1981 that would further encourage deinstitutionalization of juveniles from secure facilities such as detention facilities, training schools, jails, and lock-ups.

The Runaway Youth Program in the Administration for Children, Youth, and Families has promoted deinstitutionalization by encouraging the police and courts to use shelter facilities as alternatives to institutions for status offenders, alleged delinquents, out-of-State runaways, and homeless children awaiting reunification with their families.

Three programs--Child Welfare Services, Indian Social Services, and the Foster Grandparent Program--have sought to promote deinstitutionalization by: (1) strengthening the natural family and encouraging reunification of child and family; (2) locating placements for adoption or other desirable permanent placements; and (3) providing funding for private foster home care. The 4-H Program as well as the Foster Grandparent Program indicate they work with youth in institutions to facilitate their removal, and 4-H assists in providing alternatives to institutionalization.

When questioned about problems associated with deinstitutionalization, the scarcity of good community placement alternatives was cited as a major obstacle. Resistance to legislative and systemic changes was listed as another problem encountered when deinstitutionalization was attempted.

When questioned about their intent to continue deinstitutionalization efforts in 1981, all seven of the programs sampled stated that they would continue these efforts.

The responses provided to these questions suggest that only a small fraction of the enormous resources of Federal youth programs are being devoted to the mandate for deinstitutionalization contained in the Juvenile Justice and Delinquency Prevention Act. The fact that only five programs outside OJJDP indicated any significant involvement in these efforts suggests there is a far greater need to coordinate available Federal resources in the areas of education, employment, residential and non-residential care, counseling, substance abuse, etc., to provide the necessary community alternatives to institutional care. This need for wider involvement is particularly poignant in view of reports by those programs involved in deinstitutionalization that the scarcity of adequate alternative community services has been a major obstacle to success.

Table II-5. NUMBER OF PROGRAMS WITH PREVENTION OF DELINQUENCY AS A MAJOR OBJECTIVE

<u>Statutory Authorization</u>	<u>Programs</u>	<u>Percent</u>
No Response	1	-
Yes	9	24
No	29	76
<u>Administrative Regulations or Guidelines</u>	<u>No. of Programs</u>	<u>Percent</u>
No Response	1	-
Yes	10	26
No	28	74
<u>Official Program</u>	<u>No. of Programs</u>	<u>Percent</u>
No Response	1	-
Yes	11	29
No	27	71

Source: Survey of Federal Programs (1980).

Table II-6. PROGRAMS HAVING STATUTORY AUTHORIZATION, REGULATIONS OR GUIDELINES, OR OTHER OFFICIAL DOCUMENTS EXPLICITLY REFERRING TO PREVENTION OR REDUCTION OF DELINQUENCY AS A PROGRAM OBJECTIVE

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Legis- lation</u>	<u>Regulations Guidelines</u>	<u>Official Document</u>
13.295	Community Health Centers--Comprehensive Services Support			X
13.420	Alcohol and Drug Abuse Education Program	X	X	X
13.623	Administration for Children, Youth, and Families--Runaway Youth			X
13.645	Child Welfare Services--State Grants	X		
15.103	Indian Social Services--Welfare Assistance	X	X	X
15.130	Indian Education--Assistance to Schools	X	X	
16.516	Juvenile Justice and Delinquency Prevention--Formula Grants	X	X	X
16.517	Juvenile Justice and Delinquency Prevention--Special Emphasis	X	X	X
16.537	Urban Crime Prevention		X	
17.232B	CETA--Summer Youth Employment Programs	X	X	X
17.232C	CETA--Title IV--Youth Community Conserv. Improvement Programs	X	X	X
17.232D	CETA--Title IV--Youth Employ. and Training Program	X	X	X
72.001	The Foster Grandparent Program		X	X
--	Urban Initiatives Anti-Crime Program			X

Table II-7. PROBLEM AREAS ADDRESSED BY FEDERAL PROGRAMS\*

	<u>No Response</u>	<u>Not At All</u>	<u>To A Minor Extent</u>	<u>To A Moderate Extent</u>	<u>To A Major Extent</u>
Family Stability and Attachment					
Number	0	8	5	11	15
Percent	0	21	13	28	39
Success and Involvement In School					
Number	2	2	5	8	22
Percent	5	5	13	21	56
Success and Involvement in Work					
Number	2	0	3	12	22
Percent	5	0	8	31	56
Successful Involvement in Community Institutions and Activities					
Number	2	5	5	11	16
Percent	5	10	13	28	41
Belief and Commitment to Law-abiding Behavior					
Number	2	4	11	10	23
Percent	5	10	28	26	31
Association with Positive Peer Groups					
Number	2	7	5	7	18
Percent	5	18	13	18	46

\*Analysis is based on 39 programs.

Source: Survey of Federal Programs (1980).



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Table II-8. FEDERAL PROGRAM UTILIZATION OF DIRECT SERVICES

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<u>Direct Service</u>	<u>% of Programs in Which Use of This Service is Encouraged</u>
Mental Health and Counseling Services	82
Educational Services	79
Employment Services	74
Life Skill Services	74
Family Support Services	68
Diagnostic and Referral Services	63
Legal Services	63
Recreational and Cultural Services	63
Vocational Training Services	63
Medical Services	58
Financial Support Services	53
Housing and Placement Services	47
Substance Abuse Habilitation Services	47
Advocacy Services	42
Other Direct Services	11

Source: Survey of Federal Programs (1980).

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Table II-9. COMPREHENSIVENESS OF SERVICE STRATEGIES UTILIZED BY FEDERAL PROGRAMS

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Number of Service Strategies Utilized</u>
13.623	Administration for Children, Youth, and Families--Runaway Youth	15
13.645	Child Welfare Services--State Grants	14
13.975	Adolescent Pregnancy Prevention and Services	14
15.130	Indian Education--Assistance to Schools	14
72.001	The Foster Grandparent Program	14
13.295	Community Mental Health Centers--Comprehensive Services Support	13
17.211	Job Corps	13
49.002	Community Action	13
16.516	Juvenile Justice and Delinquency Prevention--Formula Grants	12
16.517	Juvenile Justice and Delinquency Prevention--Special Emphasis	12
17.234	Employment and Training--Indians and Native Americans	12
17.232B	CETA--Summer Youth Employment Program	12
17.232C	CETA--Title IV--Youth Community Conservation Improvement Program	12
17.232D	CETA--Title IV--Youth Employment and Training Program	12
13.254	Drug Abuse Demonstration Programs	11
13.429	Educationally Deprived Children--Migrants	11

Table II-9 (Continued)

Federal Catalog No.	Program Name	Number of Service Strategies Utilized
17.232A	CETA--Titles II and VI	11
13.257	Alcohol Formula Grants	10
13.628	Child Abuse and Neglect Prevention and Treatment	10
13.640	Administration for Children, Youth and Families--Youth Research and Development	9
13.492	Upward Bound	8
15.144	Indian Child Welfare Act--Title II Grants	8
10.661	Youth Conservation Corps--Grants to States	7
13.275	Drug Abuse Prevention/Education Programs	7
13.534	Indian Education--Grants to Local Education Agencies	6
13.535	Indian Education--Special Programs and Projects	6
10.881	Cooperative Extension Service	5
16.537	Urban Crime Prevention	5
15.103	Indian Social Services--Child Welfare Assistance	4
--	Urban Initiatives Anti-Crime Program	3
13.420	Alcohol and Drug Abuse Education Program	2
10.663	Young Adult Conservation Corps--Grants to States	1

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Table II-9 (Continued)

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<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Number of Service Strategies Utilized</u>
13.428	Educationally Deprived Children-- Local Educational Agencies	1
13.431	Educationally Deprived Children in State Admin. Institutions Serving Neglected or Delinquent Children	1
13.570	Instructional Materials and School Library Resources	1
13.652	Administration for Children, Youth, and Families--Adoption Opportunities	NA

Source: Survey of Federal Programs (1980).

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Table II-10. USE OF PROGRAM STRATEGIES DIRECTED AT IMPROVING  
YOUTH SERVING AGENCIES\*

<u>Type of Agency</u>	<u>Yes</u>	<u>No</u>
Educational Agencies		
Number	30	8
Percent	78.9	21.1
Other Community Youth Service Agencies		
Number	26	12
Percent	68.4	32.0
Employment-related Agencies		
Number	23	15
Percent	61.0	40.0
Child Welfare Agencies		
Number	22	16
Percent	57.9	42.1
Law Enforcement Agencies		
Number	20	18
Percent	53.0	47.4
Correctional Agencies		
Number	16	22
Percent	42.1	58.0

\*The analysis is based on 38 programs. One of the 39 programs included in the survey did not respond to a question on program strategies.

Source: Survey of Federal Programs (1980).

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Table II-11. PROGRAM STRATEGIES (Percent of programs addressing some effort to a given strategy)

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<u>Strategies</u>	<u>Percent</u>
Direct Service	95
Improving Agency Practices	85
Public Education	79
Youth Participation	29
Decriminalization	26
Community Organization	14

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## DESCRIPTION OF TARGET GROUPS

This section describes clients served by 39 of the Federal programs included in this year's report. The analysis is based on each program's description of the target groups they serve as described in their survey response.<sup>8</sup> Consequently, target group data were not available for the six programs not responding to the survey.

The 39 programs identified 64 relevant target groups. These are listed by program in Table II-12<sup>9</sup>. Target groups other than juveniles (for example, State agencies) were excluded from this analysis. Almost 70 percent of the programs (27 of 39) reported a single target group; four programs reported serving three; one program reported serving four; and two programs reported serving five target groups. It is evident that the definitions of target groups vary significantly both in detail and in kind. Some definitions are quite broad, such as "children in rural areas," while others are more specific such as "runaway and homeless youth, 12 to 18 years of age." The apparent lack of a standard approach to defining target groups across programs results in the observed set of definitions.

Target group definitions, as mandated by legislation or regulation, are critical in determining not only who will benefit from a program's services, but also the degree of flexibility States and localities will have in designing programs to address delinquency problems in their own jurisdictions. Target group definitions result in eligibility criteria that force local programs to restrict participation in programs. These criteria may be useful in targeting resources to those youth who are most in need of attention or who present the greatest public danger. At the same time, however, narrowly defined eligibility criteria may have three potentially serious drawbacks:

- They tie the hands of local administrators who are attempting to use a comprehensive range of resources to address community youth problems--especially since delinquency problems are not usually restricted to one narrow segment of the population.
- They create a tremendous administrative and paperwork burden in determining documentation eligibility on a client-by-client basis.

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<sup>8</sup>The term "target group" is used here to describe the primary beneficiary of a program's services, as mandated by legislation or administrative guidelines.

<sup>9</sup>All tables and figures referenced in this section appear at the end of the section, beginning on page 45.

- They may result in the further isolation of "youth in need" from the mainstream institutions of society because of their criteria that youth be officially labeled and kept in programs with other "bad kids," increasing the likelihood of continuing failure.

Consequently, the data on program target groups were analyzed to determine the degree of comprehensiveness or restrictiveness of eligibility criteria. Twelve categories of eligibility criteria were developed to assist in classifying the types of criteria programs apply. The following categories were developed based on the descriptions provided by the programs:

- All Youth. Target groups in which individuals qualified for funding (or services) because they were under 18 years of age.
- Minority Status. Target groups in which individuals qualified for funding (or services) by virtue of their minority status, for example, Black, Native American, Hispanic.
- Employment Status. Target groups in which individuals qualified for funding (or services) because they were unemployed according to Federal program definitions.
- Poverty Status. Target groups in which individuals qualified for funding (or services) because they were determined by a program to be economically disadvantaged.
- Educational Status. Target groups in which individuals qualified for funding (or services) because they were members of a specific school population or had specific educational problems.
- Area of Residence. Target groups in which individuals qualified for funding (or services) because they were identified as residing in a specified location.
- Legal Status. Target groups in which individuals were eligible for funding (or services) because they had been adjudicated dependent or delinquent.
- Physical/Medical Status. Target groups in which individuals were eligible for funding (or services) as a result of a physical or medical disability.
- Behavioral Disorder. Target groups in which individuals qualified for funding (or services) because of their involvement in problematic acts and behaviors.
- Substance Abuse. Target groups in which individuals qualified for funding (or services) as a consequence of abusive use of legal substances, such as alcohol, or various illegal drugs and substances.



- Emotional and Mental Disorders. Target groups in which individuals qualified for funding (or services) as a consequence of having been identified as in need of mental health care by a program.
- Other. Target groups in which individuals were eligible for funding (or services) for reasons other than the above criteria.

Tables II-12 and II-13 indicate the complex latticework of eligibility criteria that is built into Federal youth programs. The range of criteria covered is quite broad. The 12 categories cover almost every conceivable means of defining a youth population, and there is a relatively even spread of target groups across most of the categories. While this broad distribution suggests comprehensiveness in addressing a wide range of youth problems, it also suggests that the programs are highly segmented; and this high degree of program specialization may pose significant coordination problems.

Table II-13 illustrates the degree of specialization of these programs. The 39 programs can be broken down into 64 youth target groups with 111 differing types of eligibility criteria. Only 10, or 16 percent, of the 64 program target group definitions are written in such a way that they are open to participation by all youth. The remaining 54 place at least one type of restriction on eligibility to receive program benefits, and most have two or more types of restrictions.

The most commonly applied eligibility criteria are based upon a youth's behavioral characteristics or disorders, educational status, income level, or membership in a minority group. Yet there is not a high degree of overlap in the eligibility criteria. In no case do more than 23 percent of the programs' target group definitions even fall within the same general category. And within each category, there is usually wide variation in the actual definitions used. For example, the educational status category includes definitions as diverse as: all children in public elementary or secondary schools to "educationally deprived" students to out-of-school youth.

The high degree of target group specialization suggests several possible coordination problems including:

- Focus on one facet of a youth's problem at a time, as opposed to a more holistic approach.
- Difficulty in combining programs' resources because of non-compatible eligibility requirements.
- Requirement of labeling a child in order to obtain services.

This specialization is particularly noteworthy, given the high degree of similarity of program services offered, as observed in the previous section.

## DEMOGRAPHIC CHARACTERISTICS OF CLIENTS SERVED

Programs were requested to provide information on the types of clients served in 1980 within each target group. This information was analyzed according to demographic characteristics and adjudicated or institutional status of the clients served.

Table II-14 and Figure II-2 present the distribution by age of the recipients of program services. Programs were asked to estimate the percentage of clients served in 1980 for each target group within the following age categories: (1) children (0-12 years of age); (2) teenagers (13-17 years of age); and young adults (18-21 years of age). Age data were available for 35 of the 64 target groups. Within the sample of programs surveyed, there is an emphasis on providing services to client populations over 12 years of age. Younger client populations appear to be concentrated in a small number of program target groups. More than 50 percent of the clients served in 10 target groups were children; conversely, 26 target groups serve no children. For older children, on the other hand, there were seven target groups where 75-100 percent of the clients served were teenagers, and seven where 75-100 percent were young adults. Only seven include no teenage clients and only eight include no young adult clients.

Tables A-2, A-3, and A-4 (see Appendix) list by program and target group the percentage of clients served in 1980 that were, respectively, children, teenagers, and young adults. (Target groups with no clients in these age categories or those for which these data were not available are not included in the tables.) These tables reflect definite age patterns for differing target groups. The younger children comprise a large percentage of the target groups that are defined by delinquent status, behavioral disorders, and educational status, while the older juveniles comprise a larger percentage of employment and income related target groups.

Table II-15 and Figure II-3 present the ethnic distribution of the recipients of program services. Programs were asked to estimate the percentage of clients served in 1980 for each target group within the following categories: (1) Native American; (2) Black; (3) Hispanic; and (4) Caucasian. Although data on minorities were not available for a large number of target groups (27), a relatively small number of target groups reported serving no minority clients (four--Native American, nine--Black, and nine--Hispanic). More than for other ethnic groups, Native Americans appear to be served by specific programs. In 1980, nine target groups included clients consisting or more than 75 percent Native Americans. Hispanic clients comprised less than 26 percent of 28 target groups.

Tables A-5 through A-8 (see Appendix) list by program and target group the percentage of clients served in 1980 that were, respectively, Native American, Black, Hispanic, and Caucasian. Target groups with minority clients or those for which data were not available are not included in the tables. Minority group representation appears to vary by type of target group. For example,

Blacks and Native Americans comprise a large percentage of the clients in target groups classified as related to substance abuse. Similarly, Blacks are disproportionately represented in target groups that are related to income, employment, or delinquency. Hispanic clients are concentrated in target groups related to income, employment, and delinquency.

The third demographic characteristic considered is the distribution by sex of the clients served. Programs were asked to estimate the percentage of male and female clients served in 1980 for each target group. Table II-16 and Figure II-4 present this information. Some concentration of clients may be observed--three target groups are almost exclusively female while three are almost exclusively male. Twelve target groups are predominantly female (51-75 percent) while 14 are predominantly male.

Table A-9 (see Appendix) lists by program and target group the percentage of clients that were male and female in 1980. Target groups for which data were not available are not included in the exhibit. Target groups with predominantly (more than 50 percent) male clients tend to be related, generally, to income, employment, and substance abuse. Target groups with predominantly female clients tend to be related to behavioral disorders, medical status, and education.

#### ADJUDICATED AND INSTITUTIONAL STATUS

Programs were requested to provide an estimate of the percentage of clients served in 1980 who had some contact with the juvenile justice system. Although these data were not available for most target groups (47 of 64), 13 indicated that some of their clients had contact with the juvenile justice system. Four target groups had no clients who had contact with the system. Table A-10 (see Appendix) lists by program and target group the percentage of clients in 1980 who had contact with the justice system. Most programs indicated that they did not collect this type of client data and were unable to make estimates.

Programs were also requested to estimate the percentage of their clients in 1980 who had been adjudicated either mentally ill or retarded, dependent and in need of services, or delinquent. Table II-17 and Figure II-5 present these data. They show that few target groups included adjudicated clients in 1980. One target group consisted of primarily dependent and neglected children, whereas two target groups consisted of clients who were predominantly delinquent. Table A-11 (see Appendix) lists by program and target group the percentage of clients by type of adjudication. Again, most programs were unable to provide this type of client information.

Table II-18 and Figure II-6 present the institutional status of clients served. Two target groups include clients in mental institutions or institutions serving the mentally retarded delinquent. Four target groups include clients in medical institutions and five include clients in correctional institutions. (Note that one target group includes primarily juveniles in correctional institutions). Most programs indicated that their target groups had no institutionalized clients. The last exhibit in this section, Table A-12 (see Appendix), presents by program and target group the percentage of clients by type of institutional status.

It is apparent from these exhibits that Federal efforts directed at institutionalized and/or adjudicated youth are concentrated in a handful of programs with a limited number of target groups. Most of the Federal effort clearly is directed at "high risk" target groups--unemployed, low income, and minority youth. Prevention, not rehabilitation, appears to be the primary emphasis of the programs studied.

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Table II-12. TARGET GROUPS BY PROGRAM

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<u>Federal Catalog No.*</u>	<u>Target Group</u>
10.661	Permanent residents of the U.S. between the ages of 15 and 19
10.663	Citizens or lawfully permanent residents of the U.S., or lawfully admitted refugees
10.663	Unemployed, but not enrolled for the normal period between school terms
10.663	Youth between the ages 16 to 23 inclusive
10.881	Children in rural areas
10.881	Youth in depressed areas of U.S. cities
13.235	Drug abusers
13.252	Problem drinkers, their families, and their communities
13.254	Narcotic addicts and drug dependent persons
13.257	Alcohol abusers or alcoholics
13.275	Youth, women, minority populations, and the elderly
13.295	Alcohol and drug abusers
13.295	Children and adolescents
13.295	Individuals living in entire mental health catchment area
13.420	Elementary and secondary school students, grades K-12
13.428	Educationally deprived children residing in low income families
13.428	Neglected and delinquent children
13.429	Children of migratory agricultural workers or migratory fishermen
13.431	Neglected and delinquent children
13.492	Low income individuals

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Table II-12 (Continued)

Federal Catalog No.*	<u>Target Group</u>
13.534	Indian students in elementary and secondary public schools
13.535	Indian students in Indian controlled schools
13.535	Indian students
13.570	Children in public/private non-profit elementary and secondary schools
13.570	Children whose education imposes higher than average expenditure
13.570	Children whose tax effort for education is greater than State average
13.623	Runaway and homeless youth 12-18 years of age
13.628	Abused youth under 18 years of age
13.640	Pregnant teenagers and adolescent mothers
13.640	Youth from families experiencing marital transitions
13.640	Youth in need of life skills training
13.640	Adolescent female prostitutes
13.640	Deinstitutionalized status offenders with behavioral problems
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent
13.652	Special needs children needing adoption
13.975	Families of pregnant adolescents and adolescent parents
13.975	Fathers and husbands of pregnant adolescents and adolescent parents
13.975	Non-pregnant adolescents and males
13.975	Pregnant adolescents and adolescent parents
15.103	Indian children who require placement

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Table II-12 (Continued)

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Federal Catalog No.*	<u>Target Group</u>
15.130	Elementary and secondary students of Bureau of Indian Affairs schools
15.130	Indian students in public schools ages 1-12
15.130	Post-secondary or continuing education students
15.144	Unstable Indian families, tribes, and organizations
16.516	Juveniles, status and non-status offenders, criminal offenders
16.517	Juveniles at or under the age of 18
16.537	Low and moderate income neighborhoods in cities of 150,000 population or more
17.211	Youth 16-22 economically disadvantaged
17.234	Unemployed, underemployed, economically disadvantaged Indian/Native Americans
49.002	Low income families and individuals in urban and rural areas
72.001	Children having exceptional and specialized needs
72.001	Juvenile delinquents under age 18
--	Children from families that perpetrate domestic violence
--	Perpetrators of domestic violence
--	Victims of domestic violence
--	Low income/elderly residents of public housing, selected public housing sites
17.232A	Economically disadvantaged and at least 15 weeks unemployed
17.232A	Economically disadvantaged and unemployed
17.232A	Member of family receiving AFDC or SSI (Title II)
17.232A	Member of family receiving AFDC or SSI (Title VI)

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Table II-12 (Continued)

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<u>Federal Catalog No.</u>	<u>Target Group</u>
17.232A	10 of 12 weeks unemployed and low family income
17.232B	14-21 years of age, economically disadvantaged
17.232C	Ages 16-19 unemployed
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level

\* Program titles are identified in Table II-1.

Source: Survey of Federal Programs (1980).

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Table II-13. CLASSIFICATION OF TARGET GROUPS

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	<u>Number of Target Groups*</u>	<u>Percent of Target Groups</u>
Behavioral Disorder	15	23
Education	13	20
Income	13	20
Minorities	11	17
All Youth	10	16
Area Designation	10	16
Legal Status	10	16
Physical/Medical	10	16
Unemployed	8	13
Emotional/Mental	5	8
Substance Abuse	4	6
Other	2	3

\*Total Number of Target Groups is 64.

Source: Catalog of Federal Domestic Assistance (1980) and  
Survey of Federal Programs (1980).

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Table II-14. DISTRIBUTION OF TARGET GROUPS BY AGE OF CLIENTS SERVED\*

Age Distribution of Target Groups	Not Available	0% of Clients Served	1-25% of Clients Served	26-50% of Clients Served	51-75% of Clients Served	76-100% of Clients Served	T
Children (0-12)							
Number	29	16	7	2	4	6	
Percent		(46%)	(20%)	(6%)	(11%)	(17%)	
Teenagers (13-17)							
Number	29	7	11	9	1	7	
Percent		(20%)	(31%)	(26%)	(3%)	(20%)	
Young Adults (18-21)							
Number	29	8	14	5	1	7	
Percent		(23%)	(40%)	(14%)	(3%)	(20%)	

\*Total number of target groups is 64.

Source: Survey of Federal Programs (1980).

Figure II-2. Distribution of Target Groups by Age of Clients Served

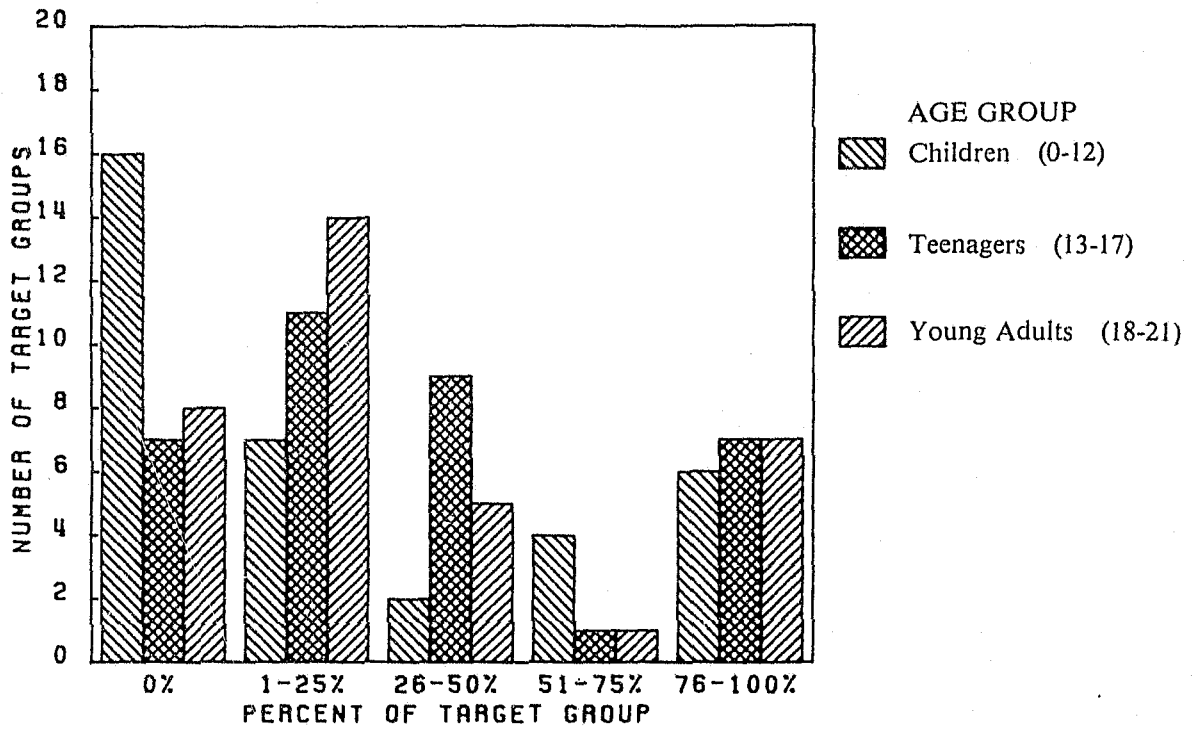


Figure II-3. Distribution of Target Groups by Ethnic Origin of Clients Served

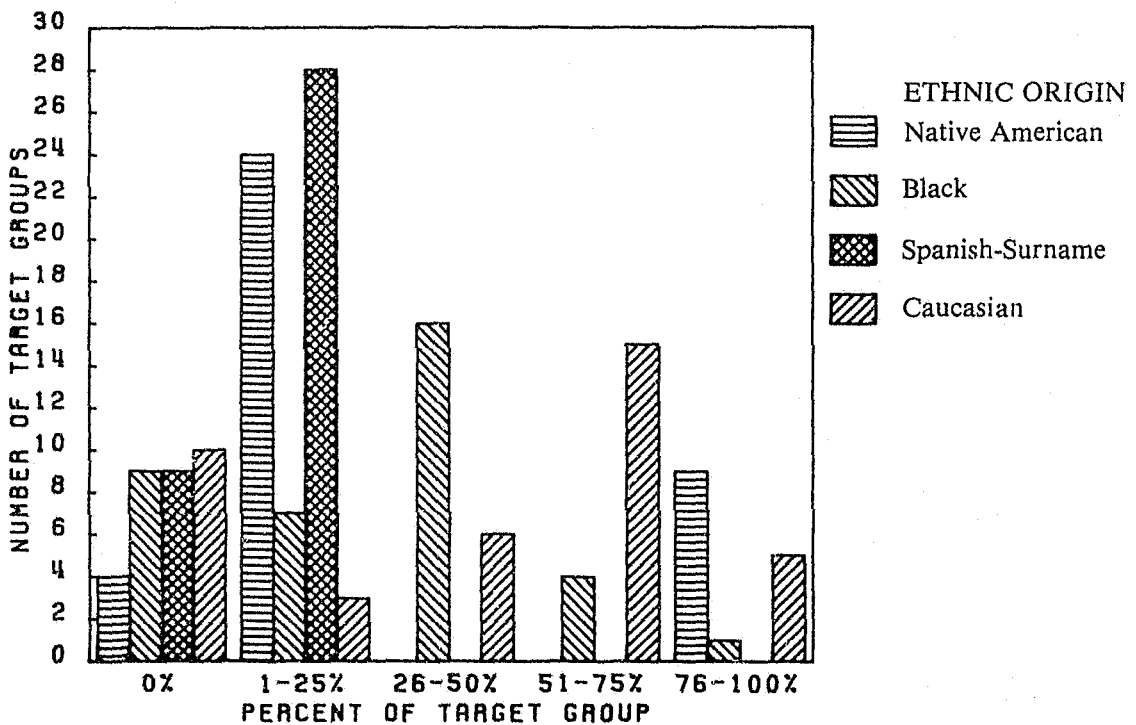


Table II-15. DISTRIBUTION OF TARGET GROUPS BY ETHNIC ORIGIN OF CLIENTS SERVED\*

<u>Ethnic Distribution of Target Groups</u>	<u>Not Avail- able</u>	<u>0% of Clients Served</u>	<u>1-25% of Clients Served</u>	<u>26-50% of Clients Served</u>	<u>51-75% of Clients Served</u>	<u>76-100% of Clients Served</u>
Native American Number Percent	27	4 (11%)	24 (65%)	0	0	9 (24%)
Black Number Percent	27	9 (24%)	7 (19%)	16 (43%)	4 (11%)	1 (3%)
Hispanic Number Percent	27	9 (24%)	28 (76%)	0	0	0
Caucasian Number Percent	25	10 (26%)	3 (8%)	6 (15%)	15 (38%)	5 (13%)

\*Total number of target groups is 64.

Source: Survey of Federal Programs (1980).

Table II-16. DISTRIBUTION OF TARGET GROUPS BY SEX\*

Sex Distribution of Target Groups	Not Available	0% of Clients Served	1-25% of Clients Served	26-50% of Clients Served	51-75% of Clients Served	76-100% of Clients Served	Total
Females							
Number	30	1	2	16	12	3	34
Percent		(3%)	(6%)	(47%)	(35%)	(9%)	
Males							
Number	30	3	0	14	14	3	34
Percent		(9%)	(0%)	(41%)	(41%)	(9%)	

\*Total number of target groups is 64.

Source: Survey of Federal Programs (1980).

Figure II-4. Distribution of Target Groups by Sex

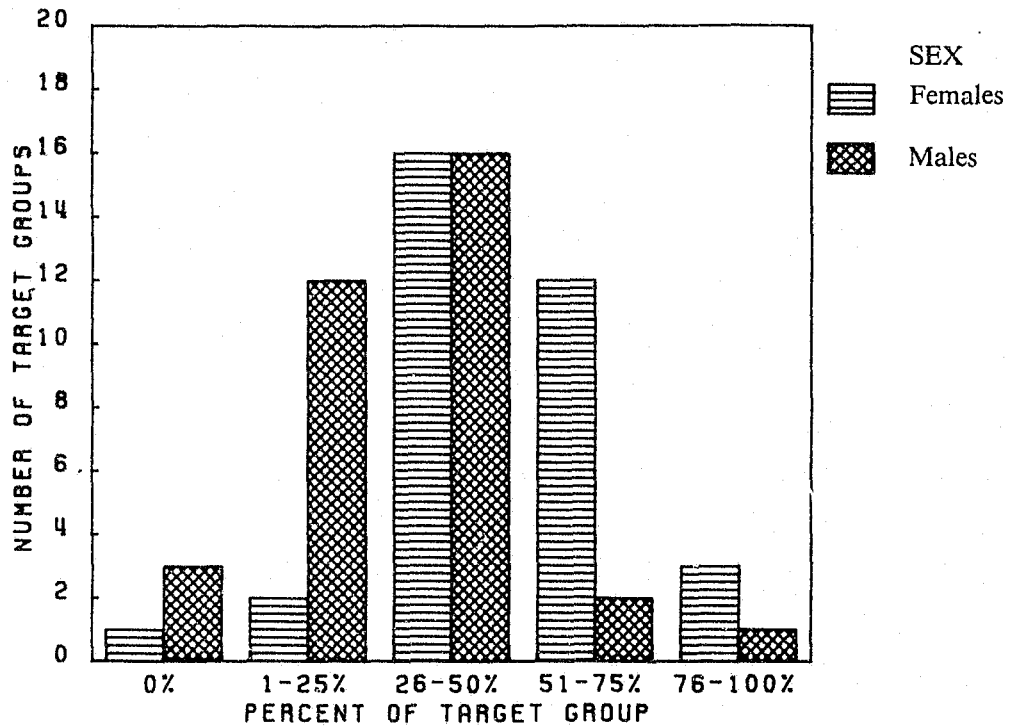


Figure II-5. Distribution of Target Groups by Types of Adjudication

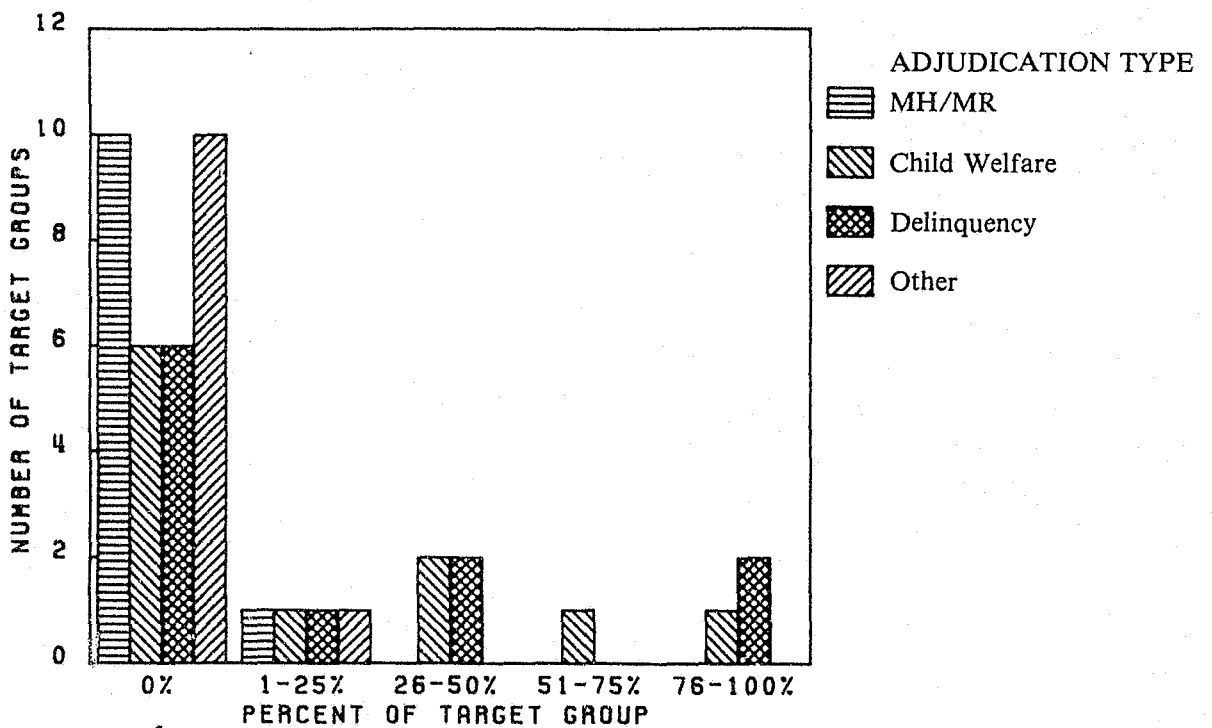


Table II-17. DISTRIBUTION OF TARGET GROUPS BY TYPES OF ADJUDICATION\*

<u>Types of Adjudication</u>	<u>Not Avail-able</u>	<u>0% of Clients Served</u>	<u>1-25% of Clients Served</u>	<u>26-50% of Clients Served</u>	<u>51-75% of Clients Served</u>	<u>76-100% of Clients Served</u>	<u>Total</u>
MH/MR							
Number	53	10	1	0	0	0	12
Percent		(83%)	(17%)				
Child Welfare							
Number	53	6	1	2	1	1	11
Percent		(55%)	(9%)	(18%)	(9%)	(9%)	
Delinquency							
Number	53	6	1	2	0	2	11
Percent		(55%)	(9%)	(18%)		(18%)	
Other							
Number	53	10	1	0	0	0	11
Percent		(83%)	(17%)				

\*Total number of target groups is 64.

Source: Survey of Federal Programs (1980).

Table II-18. DISTRIBUTION OF TARGET GROUPS BY TYPES OF INSTITUTIONS WHERE CLIENTS ARE LOCATED\*

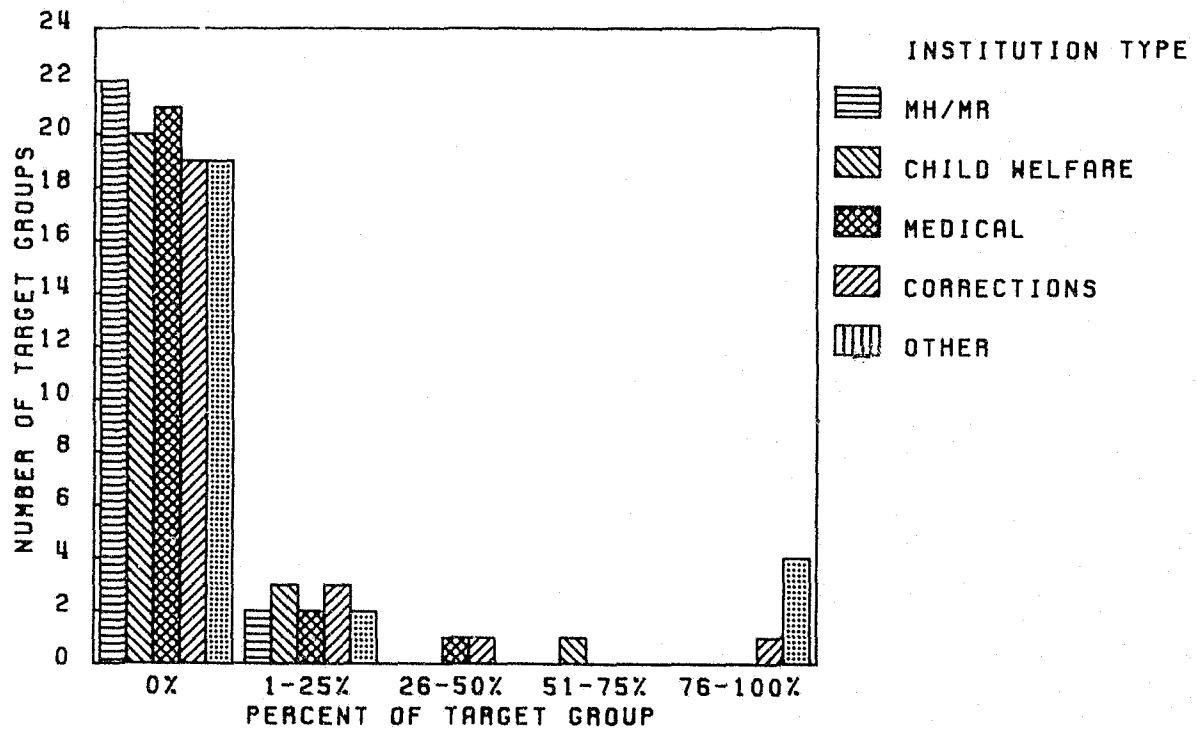
<u>Types of Institutions</u>	<u>Not Avail-able</u>	<u>0% of Clients Served</u>	<u>1-25% of Clients Served</u>	<u>26-50% of Clients Served</u>	<u>51-75% of Clients Served</u>	<u>76-100% of Clients Served</u>	<u>Tota</u>
MH/MR							
Number	40	22	2	0	0	0	
Percent		(92%)	(8%)				
Child Welfare							
Number	40	20	3	0	1	0	
Percent		(83%)	(13%)		(4%)		
Medical							
Number	40	21	2	1	0	0	
Percent		(84%)	(8%)	(8%)			
Corrections							
Number	40	19	3	1	0	1	
Percent		(79%)	(13%)	(8%)		(8%)	
Other							
Number	39	19	2	0	0	4	
Percent		(76%)	(8%)			(16%)	

\*Total number of target groups is 64.

Source: Survey of Federal Programs (1980).



Figure II-6. Distribution of Target Groups by Types of Institutions Where Clients are Located



## PROGRAM EXPENDITURES

This section provides an overview of the magnitude and nature of the Federal financial commitment to juvenile delinquency programs. The trends and patterns in expenditures for the 45 programs included in this year's report are analyzed. The section describes:

- The estimated spending by these programs on youth, delinquents, and institutional services;
- The trend in obligations for the 1974-1980 period;
- The trend in outlays for the 1970-1979 period; and
- The geographical distribution of 1979 program outlays, including State-level analysis of total outlays (with percent distribution) and per capita outlays.

This section also relates State-level outlays to five indicators of "need"--total 1979 population, 1979 unemployment rate, all juveniles in public juvenile detention and correctional facilities in 1975, neglected and abused children in 1975, and the 1979 UCR Crime Index.<sup>10</sup>

## ESTIMATES OF EXPENDITURES ON YOUTH AND DELINQUENT POPULATIONS

Some of the programs included in this study are broad human service programs that provide services to adults as well as to youth. Although the 45 programs had total obligations of \$15.74 billion in 1980, this figure grossly over-estimates expenditures targeted to youth in general and delinquents in particular. Consequently, the survey asked each program to respond to the following questions:

- What percentage of the fiscal year 1980 obligation would you estimate was expended on all clients under 18 years of age?

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<sup>10</sup>Sources for these data were: (1) 1979 population--U.S. Census Bureau, Estimates of Population, 1979; (2) 1979 unemployment rate--Employment and Training: Report of the President (1980), Table D-4, p. 325; (3) All juveniles in public juvenile detention and correctional facilities, 1975--Sourcebook of Criminal Justice Statistics 1979, p. 624; (4) neglected and abused children, 1975--Sourcebook of Criminal Justice Statistics 1979, p. 761; and (5) UCR Crime Index, 1979--Crime in the United States 1979.

- What percentage of the fiscal year 1980 obligation would you estimate was expended on adjudicated delinquent clients under 18 years of age?
- What percentage of fiscal year 1980 obligations would you estimate was expended on institutional services.

These questions provide data that may be used to adjust each program's total 1980 obligation, providing, respectively, an index of youth expenditures (YEI), and index of expenditures on delinquents (DEI), and an index of institutional expenditures (IEI).

Estimates of the percentage of program expenditures on all clients under 18 years of age were available for 33 programs.<sup>11</sup> Table II-19 presents the total fiscal year 1980 obligation, the estimated percentage expended on youth and the calculated YEI (fiscal year 1980 obligation multiplied by the percent expended on youth).<sup>12</sup> The total fiscal year 1980 obligation for these 33 programs is \$7.41 billion compared to a total YEI of \$4.34 billion.

Because of the number of non-responses (12), the \$4.34 billion figure obviously understates the total amount of 1980 Federal funds expended on youth under 18. Of the remaining 12 programs, representing \$7.96 billion in total obligations, the CETA programs account for \$6.9 billion. From data supplied by CETA officials, it would appear that between 40-80 percent of the funds for CETA Title IV youth programs (\$1.6 million) is expended on youth under 18 (and almost all is expended on youth under 22). Under Titles II and VI (\$5.3 million), only a very small fraction of the funds is expended on youth under 18, although an estimated 22-48 percent is expended on youth under age 22. The majority of the other programs that did not respond are educational programs targeted at elementary and secondary school children. Consequently, it would appear that \$5.5 billion would be a reasonable estimate of the total funds expended on youth under age 18 by the 45 programs.

This figure represents less than 1 percent of the total 1980 U.S. budget outlay of \$563.6 billion.<sup>13</sup>

Table II-20 presents the nine programs that indicated that a portion of their spending was on delinquents. For each program, the table includes the estimated fiscal year 1980 obligation, the estimated percentage of these obligations spent on delinquents and the index of expenditures for delinquents (DEI). The total obligation for these nine programs was \$579.31 million. The DEI was \$60.98 million or 11 percent of the nine program total obligation. Most programs indicated that they did not know what percentage of funds was

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<sup>11</sup>For 26 programs, estimates were based on the survey questions listed above. For the remaining seven, estimates were derived from other written information submitted by the programs.

<sup>12</sup>All tables and figures referenced in this section appear at the end of the section, beginning on page 64.

<sup>13</sup>The United States Budget in Brief--1980, p. 69.

expended on delinquent youth. Six programs indicated that no funds were expended on this group.

Table II-21 presents the 9 programs that indicated that a portion of their spending was on institutional services. The total fiscal year 1980 obligation for these programs was \$396.88 billion while the total IEI was \$108.56 billion or 27.3 percent of the total. Eight programs indicated that no funds were expended on institutional services.

Table II-22 summarizes the information concerning the YEI, DEI, and IEI. These indices are under-estimates due to missing data and non-responses to the questionnaire. However, they do provide some insight as to the magnitude of Federal spending on youth, delinquents, and institutional services for youth.

### LONGITUDINAL TRENDS IN PROGRAM EXPENDITURES

This section discusses patterns in program obligations for the period 1974-1979 based on data presented in the Catalog of Federal Domestic Assistance (CFDA), and patterns in outlay data (Community Services Administration) for the 1970-1979 period. The programs discussed include only financial award-granting youth programs. Programs that conduct research, deliver services directly, or provide training and technical assistance were not included. In addition, the historical analysis does not include other youth-serving programs that may have been in operation between 1970 and 1978 but that were terminated prior to 1979.

The overall pattern is clear: both the number of programs and their dollar size have increased during the 1970s. However, it is important to recognize that, within this pattern of growth, some programs experienced significant decreases in funding and a number of programs came in and out of existence. Such trends are the result of many factors, not the least of which is the relative newness of the programs within this sample. Initial growth followed by consolidation in spending is a pattern observable among the programs.

Obligations for the period 1974 to 1980 are presented in Table II-23. Note the growth in both the number and the size of the programs included in this study. In 1974, there were 22 programs. By 1977 the number had increased to 36 programs and in 1980 it had reached 40 programs, an 82 percent increase.<sup>14</sup> The growth also is apparent in the average dollar amount for the programs. Table II-24 shows the average obligation level for 1974 as \$151 million, while in 1977 it had grown to \$411.80 million. By 1980, however, the estimated average amount was down to \$384 million, reflecting an increase of 154 percent over the six year period. If the CETA program is excluded, the changes in the average obligation size are somewhat moderated. Excluding CETA, the average obligation level was \$140 million in 1974, \$194 million in 1977, and \$194 million in 1980, a 54 percent increase over the six-year period.

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<sup>14</sup>CETA is counted as a single program; the HUD Anti-Crime Program and the Office of Domestic Violence are excluded from this analysis because they are not listed in the Catalog.

Percentage changes in the annual level of obligations are also presented in Table II-25 by program. Note the considerable variation across most programs, and within each year. For example, 13.529 (Emergency School Aid Act--Grants to Non-Profit Local Agencies) declined each year from 1974 to 1980 and averaged an overall decline of 25 percent over the six year period. In contrast, 13.429 (Educationally Deprived Children--Migrants) increased each year and had an overall increase of 167 percent over the six years. Table II-26 summarizes these percent changes in program obligations. The changes in obligation levels have varied considerably by program over this six-year period, but have generally increased throughout. A comparison of the average percent change in these youth-serving programs to the percent change in total U.S. Budget Outlays indicates that, as a group, these programs grew more rapidly than Federal programs as a whole (see Table II-26). This difference may be explained, however, by the fact that a large proportion of the youth-serving programs surveyed were initiated during this time period and grew rapidly initially before leveling off or declining.

Finally, Table II-27 compares the number of programs that experienced increases each year to the number that experienced decreases. Increases clearly dominate, with the greatest increase, 89 percent, occurring in 1978.

In Tables II-28 to II-32 the 10-year outlay history is presented for the sample of 40 programs.<sup>15</sup> These data reflect the same trend observed in the six-year obligations data. Program outlays grew from \$44.7 million in 1970 to more than \$17.4 billion in 1979. The last two years of this 10-year period account for 51 percent of total outlays. Note also that the number of program outlays increased from one in 1970 to 55 in 1979.<sup>16</sup>

As may be observed in Table II-29 the Department of Health, Education and Welfare accounts for 62 percent of the program outlays between 1970-1979 in this sample and 51 percent of total dollar outlays.<sup>17</sup> DOL and HEW together account for 73 percent of the programs and 94 percent of the total dollar outlays.

It is important to note that these figures represent changes only in the programs included in this study. They do not represent a comprehensive picture of changes in expenditure for all delinquency-related programs in operation during the period 1970 through 1979, since programs that went out of existence before 1979 were not included in this analysis.

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<sup>15</sup>See page 12 for a description of the CSA outlay data.

<sup>16</sup>The one identifiable outlay in 1970 was 10.881 (Cooperative Extension Service); because of incomplete reporting and reorganizations, data quality and completeness improve significantly after 1974.

<sup>17</sup>A "program outlay" in this context means a specific outlay category. Most programs have but one outlay category although a few have several. An "outlay category" is the type of financial assistance through which the money is expended, e.g., project grants.

A third perspective on this sample of programs is provided in Table II-30 in which the outlays are aggregated for the 10-year period by types of financial assistance. Formula grant outlays account for 87 percent of all dollar outlays over this period; project grants, which represent 51 percent of the programs, only account for 12 percent of the total dollar outlays. Other types of assistance are a relatively small portion of the \$59.2 billion spent during this period.

The growth of expenditures by Department and by type of assistance is displayed graphically in Figures II-7 through II-10. Figure II-10, "Other Types of Assistance" refers to (1) contractual procurements; (2) salaries and expenses; (3) direct payments; and (4) other types of grants. It is clear from these graphs that the rapid growth in formula grant programs significantly outstrips the very modest growth in programs providing discretionary project grants and other types of assistance.

#### GEOGRAPHIC DISTRIBUTION OF PROGRAM OUTLAYS, 1979

Prior sections of this chapter have been concerned with the types of services funded and the target groups affected by these programs. In this section, the focus is on where these funds are being spent. Total outlays and per capita outlays by State for 1979 are analyzed. Finally, this section looks at how the State by State outlays correlate with selected indicators of need, such as population, unemployment rates and crime rates.

Table II-33 presents the outlays for each State by type of assistance. As might be expected, California and New York (10.89 percent and 10.19 percent) received the largest formula outlays as well as the largest project outlays in 1979. In contrast, the States receiving the smallest portion of the formula outlays were Wyoming (.13 percent), Vermont (.23 percent) and North Dakota (.28 percent); States receiving the smallest portion of project grant outlays were Wyoming (.19 percent), Delaware (.24 percent) and North Dakota (.32 percent).

The statistical maps presented in Figures II-11 to II-13 divide the States into the bottom third (smallest outlays), upper third (largest outlays) and middle third for, respectively, formula grants, project grants, other types of assistance and total outlays. Observe in Figure II-10 that the larger, more rural, western States and the smaller New England States are in the bottom third category for both formula and project grants. In general, it would appear that the observed patterns are highly correlated with State population, with the obvious exception of "Other Types of Assistance," which is dominated by DOI--Indian Affairs programs that concentrate funding in areas of high Native American concentration.<sup>18</sup>

Five States--New York, California, Texas, Pennsylvania, and Illinois account for approximately one third of all formula grant outlays. Similar concentration of program outlays is apparent with project grants.

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<sup>18</sup>Anton, op. cit., p.39.

Per capita outlays are a convenient and easily understood alternative indicator to total outlays that facilitates inter-State comparisons. Table II-34 displays per capita total outlays while Table II-35 aggregates these per capita estimates by region. Excluding the District of Columbia, the States with the highest per capita formula grant outlays are Alaska, New Mexico, Arizona, Mississippi, and Montana.

States with the lowest per capita formula grant outlays are Minnesota, Iowa, Texas, Oklahoma, Wyoming, and Wisconsin. Figures II-14 to II-16 present these data in map form.

Table II-36 summarizes the total and per capita outlay data by ranking the states from 1-lowest to 51-highest. Note that California, which is ranked 51 (highest) in total outlays, is ranked 33 in per capita total outlays and Wisconsin, which is 32 in total outlays, is 1 (lowest) in per capita outlays.

#### INDICATORS OF NEED

Five indicators of "need" were used to examine possible relationships between spending patterns and delinquency-related problems. Table II-37 presents the correlation between the selected indicators and total outlays. Note the high correlations between formula and project grant outlays and total population. Interestingly, the unemployment rate, even though a significant factor in the CETA formula allocations, is only slightly correlated with outlays. The distribution of outlays is strikingly correlated with the institutional and children in need of supervision indicators, while the crime index is only slightly correlated.

Table II-19. YOUTH EXPENDITURES INDEX BASED ON FY 1980 OBLIGATIONS (In millions of dollars)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>FY80 Estimate</u>	<u>Youth Expenditures Index</u>	<u>%</u>
13.254	Drug Abuse Demonstration Programs	\$ 3.61	\$ .32	9
13.640	Administration for Children, Youth, and Families--Youth Research and Development	1.47	1.09	74
16.537	Urban Crime Prevention	5.50	1.38	25
13.257	Alcohol Formula Grants	54.80	2.74	5
13.420	Alcohol and Drug Abuse Education Program	3.00	3.00	100
13.252	Alcoholism Treatment and Rehabilitation/ Occupational Alcoholism Serv. Progs.	60.82	3.04	5
13.275	Drug Abuse Prevention/Education Programs	8.32	4.58	55
13.652	Administration for Children, Youth, and Families--Adoption Opportunities	5.00	5.00	100
15.144	Indian Child Welfare Act--Title II Grants	5.50	5.50	100
--	Urban Initiatives Anti-Crime Program	23.00	5.80	25
13.623	Administration for Children, Youth, and Families--Runaway Youth	11.00	10.23	93
13.535	Indian Education--Special Programs and Projects	12.50	10.00	80
15.103	Indian Soc. Svcs.--Child Welfare Assis.	13.59		90



Table II-19 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>FY80 Estimate</u>	<u>Youth Expenditure Index</u>	<u>%</u>
13.975	Adolescent Pregnancy Prevention and Services	\$ 13.00	\$ 13.00	100
10.661	Youth Conservation Corps--Grants to States	14.60	14.60	100
13.570	Instructional Materials and School Library Resources	171.00	171.00	100
13.628	Child Abuse and Neglect Prevention and Treatment	22.93	22.93	100
17.234	Employment and Training--Indians and Native Americans	78.87	19.72	25
15.130	Indian Education--Assistance to Schools	28.20	22.00	78
13.295	Community Mental Health Centers--Comprehensive Services Support	256.90	23.12	9
10.663	Young Adult Conservation Corps--Grants to States	62.70	27.59	44
13.492	Upward Bound	57.50	34.50	60
16.517	Juvenile Justice and Delinquency Prevention--Special Emphasis	37.24	35.38	95

Table II-19 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>FY80 Estimate</u>	<u>%</u>	<u>Youth Expenditure Index</u>
13.431	Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children	\$ 37.66	100	37.66
13.534	Indian Education--Grants to Local Educational Agencies	47.28	93	43.96
72.001	The Foster Grandparent Program	46.90	98	45.96
13.645	Child Welfare Services--State Grants	56.50	99	55.94
16.516	Juvenile Justice and Delinquency Prevention--Allocation to States	61.62	100	61.62
13.429	Educationally Deprived Children--Migrants	209.00	99	206.91
17.211	Job Corps	420.21	50	210.11
10.881	Cooperative Extension Service	262.60	98	256.37
13.642	Social Services for Low Income and Public Assistance Recipients	2697.00	13	350.61
13.428	Educationally Deprived Children--Local Educational Agencies	<u>2630.02</u>	<u>100</u>	<u>2630.02</u>
Totals		7419.24	59%	4347.91

Source: Catalog of Federal Domestic Assistance (1980) and Survey of Federal Programs (1980).

Table II-20. DELINQUENT EXPENDITURES INDEX BASED ON FY 1980 OBLIGATIONS  
(In millions of dollars)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>FY80 Estimate</u>	<u>Delinquent Expenditures Index</u>	<u>%</u>
13.254	Drug Abuse Demonstration Programs	\$ 3.61	0.25	7
15.103	Indian Social Services--Child Welfare Assistance	13.59	0.68	5
13.534	Indian Education--Grants to Local Educational Agencies	47.28	0.95	2
72.001	The Foster Grandparent Program	46.90	2.35	5
10.881	Cooperative Extensive Service	262.00	2.62	1
15.130	Indian Education--Assistance to Schools	28.20	2.82	10
17.234	Employment and Training-- Indians and Native Americans	78.87	3.94	5
16.517	Juvenile Justice and Delinquency Prevention--Special Emphasis	37.24	22.72	61
16.516	Juvenile Justice and Delinquency Prevention--Formula Grants	<u>61.62</u>	<u>24.65</u>	<u>40</u>
Totals		579.31	60.98	11

Source: Catalog of Federal Domestic Assistance (1980) and Survey of Federal Programs (1980).

Table II-21. INDEX OF INSTITUTIONAL SERVICES EXPENDITURES BASED ON FY 1980 OBLIGATIONS (In millions of dollars)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Fiscal Year 1980 (estimate)</u>	<u>Institutional Expenditures Index</u>	<u>%</u>
13.534	Indian Education--Grants to Local Educational Agencies	\$47.28	0.48	1
13.628	Child Abuse and Neglect Prevention and Treatment	18.93	0.95	5
16.517	Juvenile Justice and Delinquency Prevention --Special Emphasis	37.24	1.86	5
13.257	Alcohol Formula Grants	54.80	27.40	5
15.103	Indian Social Services--Child Welfare Assistance	13.59	40.80	30
16.516	Juvenile Justice Delinquency Prevention--Formula Grants	61.62	61.60	10
17.234	Employment and Training--Indians and Native Americans	78.87	26.03	33
72.001	The Foster Grandparent Program	46.90	28.60	61
13.431	Educationally Deprived Children in State Admin. Institutions Serving Neglected or Delinquent Youth	<u>37.66</u>	<u>37.66</u>	<u>100</u>
Totals		396.88	108.56	27.3

Source: Catalog of Federal Domestic Assistance (1980) and Survey of Federal Programs (1980).

Table II-22. COMPARISON OF YOUTH EXPENDITURES INDEX, DELINQUENT EXPENDITURES INDEX, INSTITUTIONAL EXPENDITURES INDEX, AND TOTAL FY 80 OBLIGATIONS (In millions of dollars)

	<u>Obligations</u>	<u>Percent of Total</u>
Youth Expenditures Index	\$4347.91	59
Total FY 80 Obligation (33 programs)	7419.08	
Delinquent Expenditures Index	60.98	11
Total FY 80 Obligations (9 programs)	579.31	
Institutional Expenditures Index	108.56	27.3
Total FY 80 Obligation (11 programs)	396.88	

Source: Catalog of Federal Domestic Assistance (1980) and Survey of FedePrograms (1980).

Table II-23. PROGRAM OBLIGATIONS BY YEAR FOR THE PERIOD 1974-1979 (Actual) AND 1980 (Estimated)  
(In millions of dollars)

Federal Catalog No.*	FY1974	FY1975	FY1976	FY1977	FY1978	FY1979	FY1980
<u>Department of Agriculture</u>							
10.661	\$ 2.65	\$ 3.62	\$ 9.60	\$ 15.70	\$ 18.60	\$ 16.20	\$ 14.60
10.663	--	--	--	2.48	34.48	61.00	62.70
10.881	--	--	--	198.95	248.23	253.23	262.00
<u>Department of Health, Education, and Welfare</u>							
13.235	158.11	104.49	65.51	134.03	132.57	108.74	142.10
13.252	88.42	74.08	73.97	50.38	55.80	55.46	60.82
13.254	14.61	11.89	15.00	9.66	10.60	7.07	3.61
13.257	75.60	52.00	55.50	56.8	56.80	56.80	54.80
13.275	3.53	2.95	3.28	1.81	7.21	4.39	8.32
13.295	--	--	52.00	112.59	117.53	301.86	256.90
13.420	--	4.00	2.00	2.0	2.00	2.00	3.00
13.428	1445.96	1587.00	1625.36	1721.12	1926.73	2630.02	2630.02
13.429	78.33	91.95	97.09	130.91	145.76	171.41	209.00
13.431	25.45	26.82	27.32	28.84	29.42	28.73	37.66

Table II-23 (Continued)

Federal Catalog No.*	FY1974	FY1975	FY1976	FY1977	FY1978	FY1979	FY1980
13.492	\$ 38.33	\$ 38.33	\$ 38.33	\$ 41.46	\$ 47.00	\$ 58.83	\$ 57.50
13.493	412.84	428.14	565.05	476.93	413.30	430.27	474.77
13.525	146.88	135.54	137.60	137.46	137.60	137.60	137.60
13.529	19.92	18.10	17.20	17.19	17.20	17.17	15.00
13.534	23.80	22.70	31.80	33.63	35.26	43.64	47.28
13.535	12.00	12.00	15.50	13.07	13.08	14.00	12.50
13.551	1.20	2.27	3.20	3.30	3.53	4.36	4.73
13.570	--	--	267.95	147.65	154.33	180.00	171.00
13.571	--	--	172.89	184.52	194.00	197.40	197.40
13.623	--	5.01	8.20	8.00	11.00	10.84	11.00
13.628	--	19.21	18.93	18.20	18.67	18.89	22.93
13.640	--	--	1.25	.84	.45	3.00	1.47
13.642	--	--	--	2460.44	2577.94	2818.40	2697.00
13.645	--	--	--	56.50	56.50	56.50	56.50
13.652	--	--	--	--	--	4.98	5.00
13.975	--	--	--	--	--	.74	13.00

Table II-23 (Continued)

<u>Federal Catalog No.*</u>	<u>FY1974</u>	<u>FY1975</u>	<u>FY1976</u>	<u>FY1977</u>	<u>FY1978</u>	<u>FY1979</u>	<u>FY1980</u>
<u>Department of the Interior</u>							
15.103	\$ 6.92	\$ 8.15	\$ 7.81	\$ 9.33	\$ 11.17	\$ 13.59	\$ 13.59
15.130	22.08	28.35	35.52	31.45	34.64	31.70	28.20
15.144	--	--	--	--	--	--	5.50
<u>Department of Justice</u>							
16.516	--	10.60	11.50	43.27	63.75	61.63	61.62
16.517	--	27.37	27.95	14.01	52.57	20.99	37.24
16.537	--	--	--	--	--	--	5.50
<u>Department of Labor</u>							
17.211	173.87	210.38	179.53	209.50	376.46	400.75	420.21
17.232	370.00	3516.77	5902.85	8043.87	5370.46	8972.37	6996.68
17.234	--	62.33	80.07	51.34	62.44	753.10	78.87
<u>Community Services Administration</u>							
49.002	178.69	348.14	437.60	326.57	364.10	364.10	383.80



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Table II-23 (Continued)

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<u>Federal Catalog No.*</u>	<u>FY1974</u>	<u>FY1975</u>	<u>FY1976</u>	<u>FY1977</u>	<u>FY1978</u>	<u>FY1979</u>	<u>FY1980</u>
<u>ACTION</u>							
72.001	\$ 24.93	\$ 28.31	\$ 31.82	\$ 34.00	\$ 34.90	\$ 34.90	\$ 46.90
Totals	\$3324.12	\$6880.50	\$10019.28	\$14827.80	\$12836.08	\$18346.66	\$15387.52

\*Program titles are identified in Table II-1.

Source: Catalog of Federal Domestic Assistance (1974-1980).

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Table II-24. PROGRAM OBLIGATIONS, DESCRIPTIVE MEASURES, 1974-1980 (In millions of dollars)

<u>Obligations 1974-1980</u>	<u>Number of Programs</u>	<u>Minimum Obligation</u>	<u>Maximum Obligation</u>	<u>Average Obligation</u>
1974	22	\$1.20	\$1446.00	\$151.00
1975	28	2.27	3516.80	245.73
1976	32	1.25	5902.90	313.10
1977	36	.84	8043.90	411.80
1978	36	.44	5370.50	358.21
1979	38	.74	8972.40	464.98
1980	40	1.47	6996.70	384.34

Source: Catalog of Federal Domestic Assistance (1974-1980).

Table II-25. ANNUAL PERCENT CHANGE IN PROGRAM OBLIGATIONS, 1974-1975 TO 1979-1980

Federal Catalog No.*	% Change 1974-75	% Change 1975-76	% Change 1976-77	% Change 1977-78	% Change 1978-79	% Change 1979-80
10.661	36.48	165.34	63.54	18.47	-12.90	-9.88
10.663	--**	--	--	1291.80	76.94	2.78
10.881	--	--	--	24.77	2.02	3.30
13.235	-33.91	-37.30	104.59	-1.09	-17.98	30.68
13.752	-16.22	-.14	-31.89	10.75	-.61	9.66
13.254	-18.60	26.12	-35.59	4.13	-29.66	-49.04
13.257	-31.22	6.73	2.34	0.	0.	-3.52
13.275	-16.35	11.01	-44.78	298.51	-39.10	89.52
13.295	--	--	116.52	57.67	70.03	-14.89
13.420	--	-50.00	0.	0.	0.	50.00
13.428	9.75	2.42	5.89	11.95	36.50	0.
13.429	17.39	5.59	34.83	11.34	17.59	21.93
13.431	5.40	1.88	5.55	1.99	-2.32	30.52
13.492	-.01	.01	8.15	13.37	25.16	-2.25
13.493	3.71	31.98	-15.59	-13.34	4.10	10.34
13.525	-7.72	1.52	-.11	.11	0.	0.

Table II-25 (Continued)

Federal Catalog No.*	% Change 1974-75	% Change 1975-76	% Change 1976-77	% Change 1977-78	% Change 1978-79	% Change 1979-80
13.529	-9.10	-4.99	-.06	.06	-.20	-12.61
13.534	-4.62	40.09	5.76	4.83	23.77	8.33
13.535	0.	29.17	-15.65	.05	7.03	7.14
13.551	89.17	40.97	4.06	6.07	23.56	8.32
13.570	--	--	-44.90	4.53	16.63	-91.00
13.571	--	--	6.73	5.14	1.75	0.
13.623	--	63.61	2.46	37.53	1.42	1.44
13.628	--	1.49	3.84	2.58	1.18	.20
13.640	--	--	32.72	46.73	568.53	50.92
13.642	--	--	--	4.78	9.33	12.18
13.645	--	--	--	0.	0.	0.
13.652	--	--	--	--	--	.44
13.975	--	--	--	--	--	1656.76
15.103	17.77	4.22	19.45	19.73	21.69	0.
15.130	28.41	25.29	11.46	10.14	8.49	11.04

Table II-25 (Continued)

Federal Catalog No.	% Change 1974-75	% Change 1975-76	% Change 1976-77	% Change 1977-78	% Change 1978-79	% Change 1979-80
15.144	--	--	--	--	--	--
16.516	--	8.49	276.27	47.33	3.32	.02
16.517	--	2.15	-49.87	275.10	-60.07	77.39
16.537	--	--	--	--	--	--
17.211	21.00	-14.67	16.70	79.70	6.45	4.86
17.232	850.48	67.85	36.27	-33.24	67.07	-22.02
17.234	--	28.45	-35.87	21.62	20.60	4.74
49.002	94.83	25.70	-25.37	11.49	.11	5.29
72.001	13.58	12.39	6.86	2.65	0.	34.38

\*Program titles are identified in Table II-1.

\*\*--indicates that data are not available.

Source: Catalog of Federal Domestic Assistance (1980).

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Table II-26. AVERAGE ANNUAL PERCENT CHANGE IN OBLIGATIONS, 1974-1980

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<u>Year</u>	<u>Number of Programs</u>	<u>Minimum Percent Change</u>	<u>Maximum Percent Change</u>	<u>Average Percent Change</u>	<u>Percent Change in U.S. Budget Outlays*</u>
1974-75	22	-34	850	48	21
1975-76	28	-50	165	17	12
1976-77	32	-50	276	11	10
1977-78	36	-47	1292	61	12
1978-79	36	-60	569	23	10
1979-80	38	-91	1657	47	14

\*U.S. Budget in Brief (1980), p. 69.

Source: Catalog of Federal Domestic Assistance (1974-1980).

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Table II-27. NUMBER OF PROGRAMS THAT DECLINED, GREW, OR REMAINED CONSTANT BETWEEN 1974-1975 AND 1979-1980

	<u>Missing</u>	<u>Negative Change</u>	<u>Positive Change (including 0)</u>
FY 1974-1975	18	9	13
Number		40.9	59.1
Percent			
FY 1975-1976			
Number	12	7	21
Percent		25.0	75.0
FY 1976-1977			
Number	8	15	17
Percent		46.9	53.1
FY 1977-1978			
Number	4	4	32
Percent		11.1	88.9
FY 1978-1979			
Number	4	11	25
Percent		30.6	69.4
FY 1979-1980			
Number	2	12	26
Percent		31.6	68.4

Source: Catalog of Federal Domestic Assistance (1974-1980).

Table II-28. TRENDS IN OUTLAYS 1970-1979 FOR SELECTED FEDERAL PROGRAMS  
(In millions of dollars)

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Percent of Programs</u>	<u>Total Outlays</u>	<u>Percent of Total Outlays</u>
1979	55	23	\$17450.22	29
1978	42	18	13284.88	22
1977	36	15	12130.13	20
1976	33	14	6406.78	11
1975	27	11	3210.97	5
1974	18	8	2497.61	4
1973	16	7	2279.27	4
1972	6	3	1883.98	3
1971	4	2	94.75	<1
1970	1	<1	44.70	<1
Total	238		\$59283.30	

Source: Community Services Administration.



Table II-29. TOTAL OUTLAYS BY AGENCY, 1970-1979 FOR SELECTED FEDERAL PROGRAMS (In millions of dollars)

<u>Agency</u>	<u>Number of Program Outlays</u>	<u>Percent of Programs</u>	<u>Total Outlays</u>	<u>Percent of Total Outlay</u>
Action	8	3	\$198.53	<1
Department of Justice	11	5	278.04	1
Department of the Interior	23	10	484.72	1
Department of Agriculture	11	5	621.95	1
Community Services Administration	12	5	1753.28	3
Department of Labor	25	11	25752.97	43
Department of Health, Education, and Welfare	148	62	30193.81	51
Total	238		\$59283.30	

Source: Community Services Administration.

Table II-30. TOTAL OUTLAYS BY TYPE OF ASSISTANCE 1970-1979 FOR SELECTED FEDERAL PROGRAMS (In millions of dollars)

<u>Type of Assistance</u>	<u>Number of Program Outlays</u>	<u>Percent of Programs</u>	<u>Total Outlays</u>	<u>Percent of Total Outlays</u>
Other Grants	2	1	\$ 28.78	1
Direct Payments	10	4	73.62	1
Salaries and Expense	14	6	109.48	1
Contractual Procurements	11	5	220.35	1
Project Grants	121	51	6943.91	12
Formula Grants	80	34	51907.16	88
Total	238		\$59283.30	

Source: Community Services Administration.

Table II-31. TOTAL OUTLAYS BY DEPARTMENT 1970-1979 FOR SELECTED FEDERAL PROGRAMS (In millions of dollars)

<u>Department of Agriculture</u>		
<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	2	\$296.07
1978	2	292.22
1977	1	17.39
1976	1	6.98
1975	1	3.64
1974	1	2.24
1973	1	1.64
1972	1	1.31
1971	1	.47
Total	11	\$621.95

Department of Health, Education, and Welfare

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	29	\$ 7170.08
1978	26	7478.63
1977	21	3026.27
1976	20	3225.23
1975	17	2601.40
1974	14	2444.62
1973	12	2225.93
1972	5	1882.67
1971	3	94.28
1970	1	44.70
Total	148	\$30193.81

Table II-31 (Continued)

Department of the Interior

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	3	\$ 92.98
1978	4	205.21
1977	5	60.78
1976	4	26.60
1975	3	36.40
1974	2	32.04
1973	2	30.71
Total	23	\$ 484.72

Department of Justice

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	5	\$ 82.17
1978	2	106.66
1977	2	48.30
1976	2	40.91
Total	11	\$278.04

Table II-31 (Continued)

Department of Labor

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	12	\$ 9394.92
1978	5	4794.91
1977	4	8623.26
1976	3	2772.46
1975	<u>1</u>	<u>167.42</u>
Total	25	\$25752.97

ACTION

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	2	\$ 34.93
1978	1	34.88
1977	1	33.50
1976	1	27.12
1975	1	28.40
1974	1	18.71
1973	<u>1</u>	<u>20.99</u>
Total	8	\$198.53

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Table II-31 (Continued)

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Community Services Administration

<u>Year</u>	<u>Number of Program Outlays</u>	<u>Total Outlays</u>
1979	2	\$ 379.08
1978	2	372.37
1977	2	320.64
1976	2	307.49
1975	4	373.71
Total	12	\$1753.28

Source: Community Services Administration.

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Table II-32. TOTAL OUTLAYS BY TYPE OF ASSISTANCE 1970-1979 FOR SELECTED FEDERAL PROGRAMS (In millions of dollars)

<u>Year</u>	<u>Formula Grants</u>	
	<u>No. of Program Outlays</u>	<u>Total Outlays</u>
1979	19	15765.71
1978	15	11549.10
1977	12	11029.30
1976	8	5353.88
1975	8	2428.00
1974	6	2028.51
1973	5	1885.94
1972	4	1854.24
1971	2	65.82
1970	<u>1</u>	<u>44.70</u>
Total	<u>80</u>	<u>51907.16</u>

<u>Year</u>	<u>Project Grants</u>	
	<u>No. of Program Outlays</u>	<u>Total Outlays</u>
1979	30	1642.50
1978	21	1507.53
1977	18	1057.27
1976	19	1117.28
1975	12	716.80
1974	10	459.94
1973	9	385.73
1972	1	28.50
1971	<u>1</u>	<u>28.50</u>
Total	<u>121</u>	<u>6943.91</u>

Figure II-7. Total Outlays by Department 1970-1979  
for Selected Federal Programs (in \$1000)

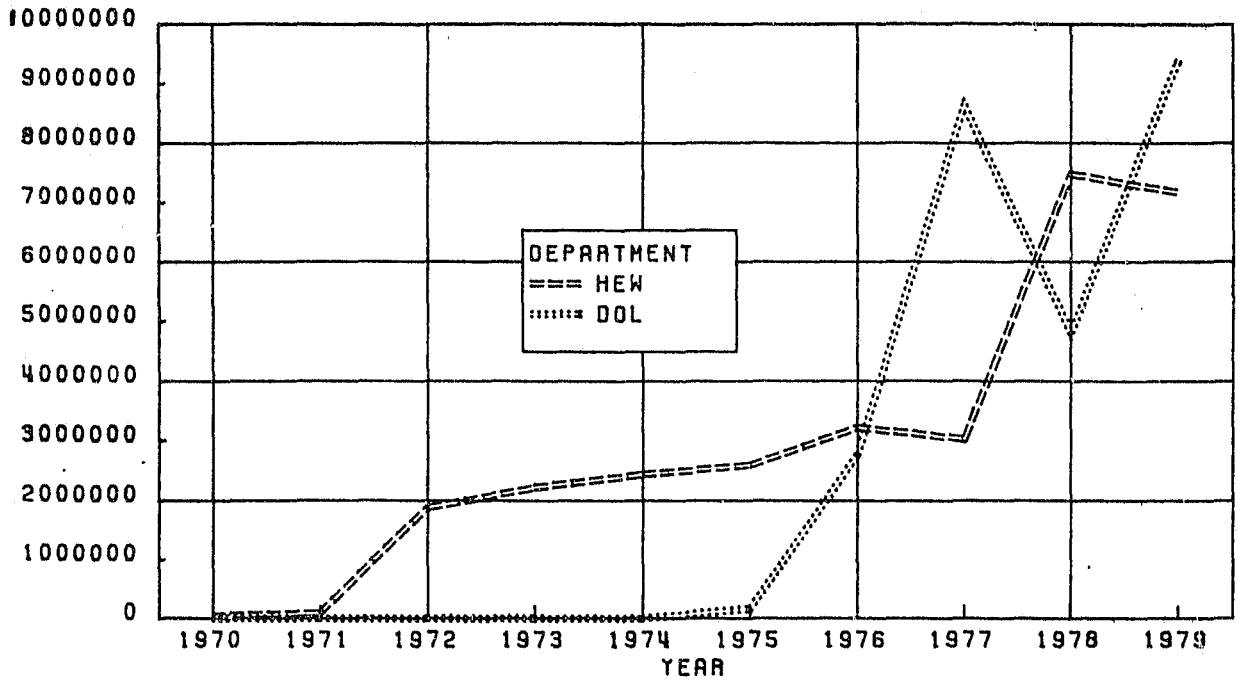


Figure II-8. Total Outlays by Department 1970-1979  
for Selected Federal Programs (in \$1000)

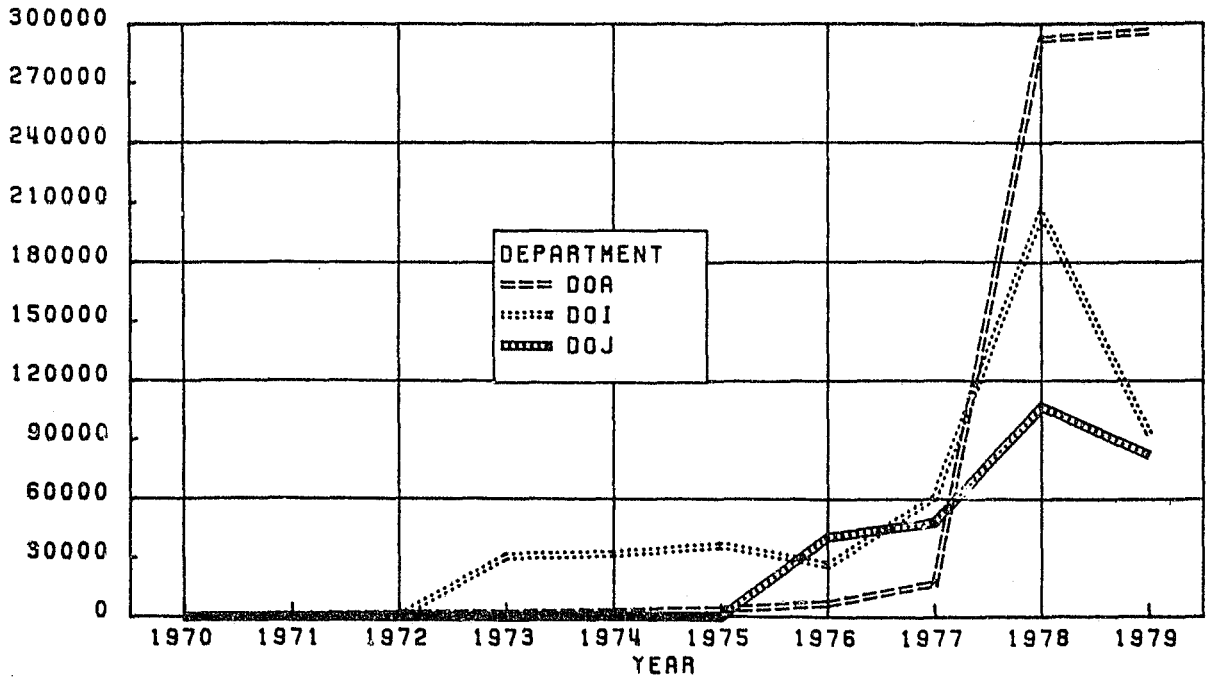




Figure II-9. Total Outlays by Department 1970-1979  
for Selected Federal Programs (in \$1000)

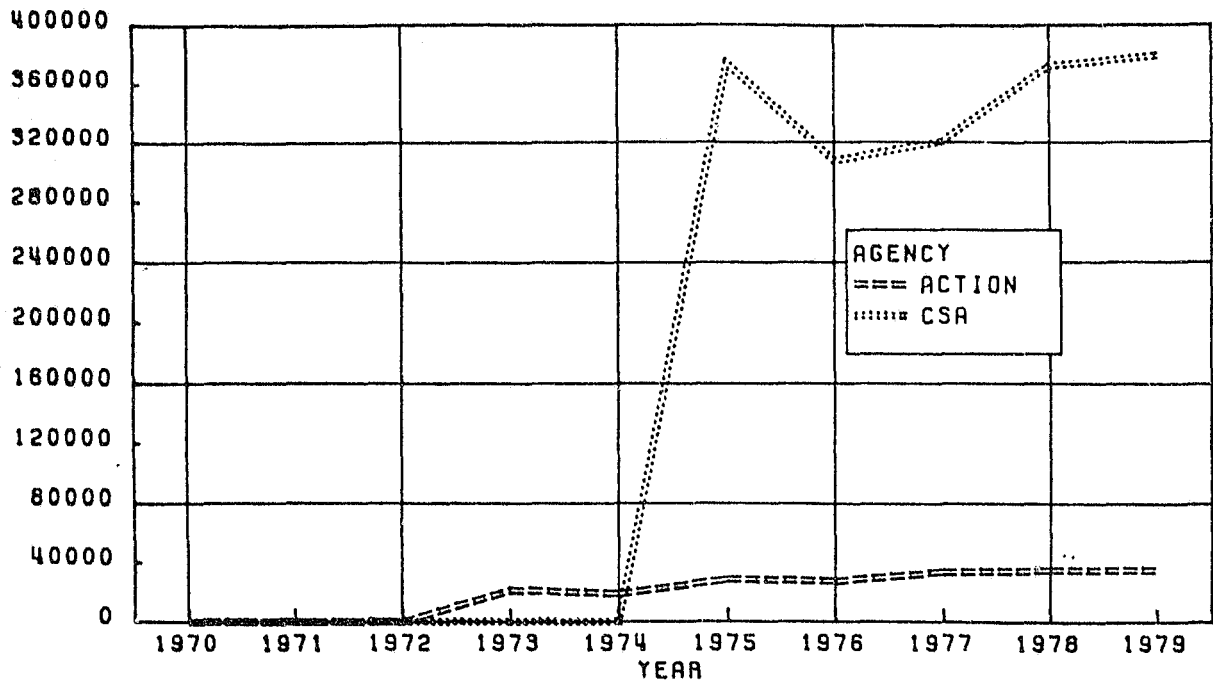


Figure II-10. Total Outlays by Type of Assistance 1970-1979  
for Selected Federal Programs (in \$1000)

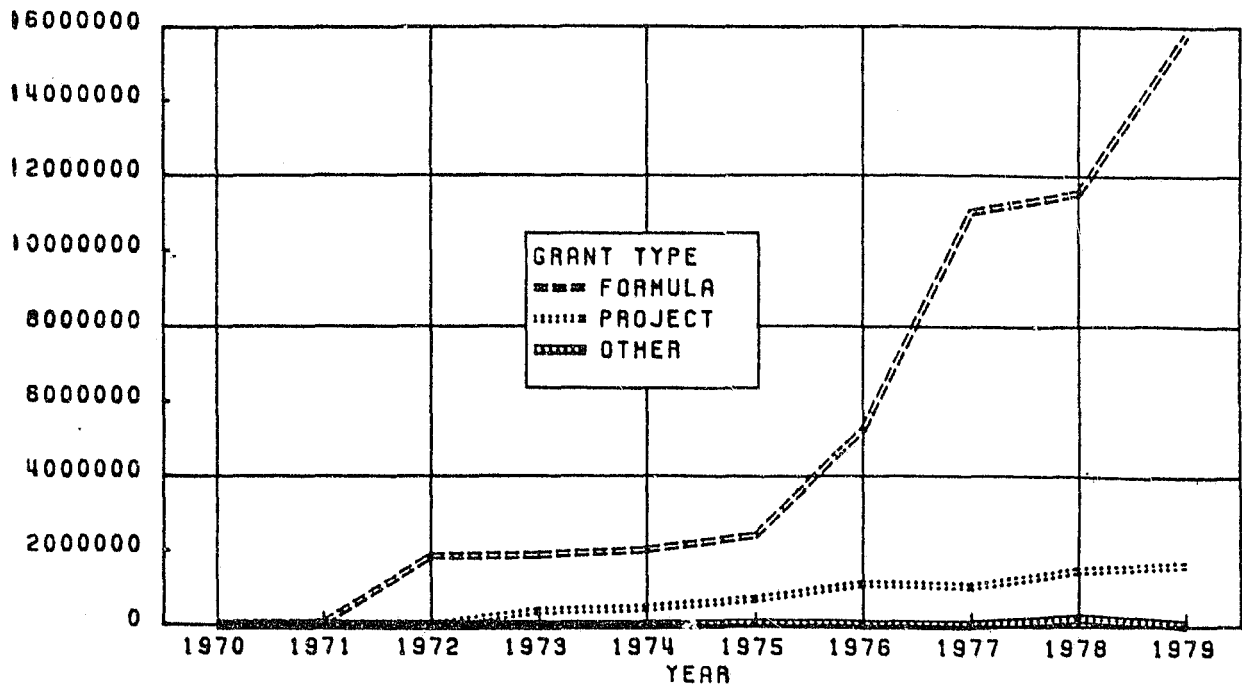


Table II-33. TOTAL OUTLAYS BY TYPE OF ASSISTANCE AND STATE FOR SELECTED FEDERAL PROGRAMS, 1979

	Formula		Project		Other		Total	
	Amount*	%	Amount*	%	Amount*	%	Amount*	%
Ala.	\$ 263.40	1.72	\$ 25.84	2.03	\$ .32	.76	\$ 289.55	1.74
Alaska	58.45	.38	4.60	.36	.67	1.60	63.70	.38
Arizona	203.63	1.33	17.69	1.39	10.63	24.02	231.49	1.39
Ark.	117.64	1.16	17.67	1.39	.24	.57	195.56	1.17
Calif.	1669.00	10.89	116.87	9.16	1.90	4.55	11787.79	10.74
Colo.	154.05	1.00	16.75	1.31	1.55	3.70	172.35	1.04
Conn.	209.39	1.37	15.00	1.18	.0	.0	224.38	1.35
Del.	45.13	.29	2.00	.24	.0	.0	48.12	.29
D.C.	192.12	1.25	29.04	2.28	10.12	24.15	231.27	1.39
Florida	619.94	4.04	50.15	3.93	.17	.41	670.27	4.03
Georgia	350.14	2.28	34.22	2.68	.45	1.08	384.81	2.31
Hawaii	69.46	.45	7.50	.59	.0	.0	76.96	.46
Idaho	56.73	.37	5.04	.39	.65	1.55	62.42	.37
Ill.	745.72	4.86	52.60	4.12	.41	.97	798.73	4.80
Indiana	292.74	1.91	34.32	2.69	.20	.47	327.25	1.97
Iowa	138.12	.90	10.35	.81	.0	.0	148.47	.89
Kansas	103.16	.67	14.66	1.15	.0	.0	117.83	.71
Kentucky	227.14	1.48	17.59	1.38	.24	.57	244.93	1.47
Louisiana	304.54	1.99	21.63	1.70	.24	.57	326.41	1.96
Maine	76.16	.50	8.35	.65	.08	.20	84.59	.51
Maryland	274.38	1.79	40.18	3.15	.21	.50	314.76	1.89
Mass.	462.43	3.02	39.61	3.11	2.00	4.77	504.04	3.03

Table II-33 (Continued)

	Formula		Project		Other		Total	
	Amount*	%	Amount*	%	Amount*	%	Amount*	%
Michigan	\$ 692.65	4.52	\$ 43.23	3.39	\$ .79	1.87	\$ 736.66	4.43
Minn.	229.38	1.50	12.30	.96	1.00	2.38	242.68	1.46
Miss.	207.48	1.35	20.18	1.58	.24	.56	227.90	1.37
Missouri	312.63	2.04	21.46	1.68	.16	.39	334.26	2.01
Montana	62.72	.41	6.89	.54	1.19	2.85	70.80	.43
Nebraska	76.61	.50	9.19	.72	.085	.20	85.89	.52
Nevada	44.65	.29	5.67	.44	.52	1.23	50.83	.31
N. Hamp.	41.01	.27	7.90	.62	.13	.30	49.03	.29
N. Jersey	579.03	3.89	44.31	3.47	.032	.08	641.37	3.85
N. Mexico	114.97	.75	14.84	1.16	1.38	3.29	131.18	.79
New York	1561.67	10.19	117.86	9.24	.22	.53	1679.75	10.09
N. Carolina	347.14	2.26	34.38	2.70	.42	1.01	381.94	2.29
N. Dakota	43.27	.28	4.14	.32	.75	1.79	48.16	.29
Ohio	631.81	4.12	53.02	4.16	.12	.28	684.94	4.11
Oklahoma	178.12	1.16	19.10	1.50	.20	.05	197.24	1.18
Oregon	176.42	1.15	10.33	.81	.53	1.26	187.28	1.13
Penn.	824.21	5.38	59.51	4.67	.27	.63	883.98	5.31
Rhode Island	75.80	.49	7.67	.60	.0	.0	83.47	.50
S. Carolina	215.59	1.41	19.19	1.50	.15	.35	234.93	1.41
S. Dakota	45.03	.29	6.15	.48	.95	2.26	52.13	.31
Tenn.	260.47	1.70	20.79	1.63	.36	.87	281.62	1.69
Texas	800.71	5.22	65.06	5.10	.48	1.14	866.25	5.20

Table II-33 (Continued)

	Formula		Project		Other		Total	
	Amount*	%	Amount*	%	Amount*	%	Amount*	%
Utah	\$ 62.85	.41	\$ 8.10	.63	\$ .52	1.25	\$ 71.47	.43
Vermont	34.68	.23	5.56	.44	.092	.22	40.33	.24
Virginia	287.60	1.88	23.36	1.83	.37	.89	311.34	1.87
Washington	79.85	1.82	21/39	1.68	.49	1.18	300.92	1.81
W. Virginia	147.66	.96	12.80	1.00	.14	.33	160.59	.96
Wisconsin	264.80	1.73	16.22	1.27	.64	1.53	281.66	1.69
Wyoming	20.11	.13	2.36	.19	.35	.83	22.83	.14

\*In millions of dollars

Source: Community Services Administration.



Figure II-13. Map of Total Outlays for Selected Federal Programs by State, 1979

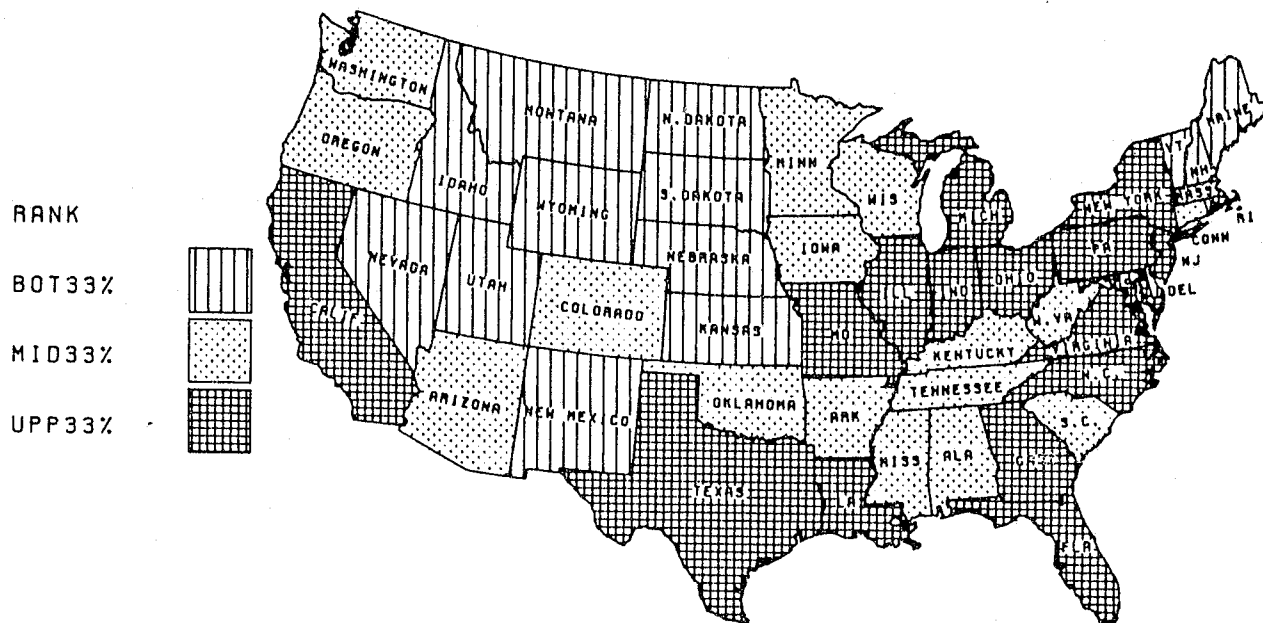


Table II-34. PER CAPITA OUTLAYS BY TYPE OF ASSISTANCE AND STATE FOR  
SELECTED FEDERAL PROGRAMS, 1979

	<u>Formula</u>	<u>Project</u>	<u>Other</u>	<u>Total</u>
Alabama	\$ 69.88	\$ 6.85	\$ 0.08	\$ 76.82
Alaska	143.97	11.28	1.65	156.89
Arizona	83.11	7.22	4.11	94.44
Ark.	81.49	8.11	0.11	89.70
Calif.	73.54	5.15	0.08	78.78
Colo.	55.57	6.04	0.56	62.17
Conn.	67.22	4.81	0.00	72.03
Delaware	77.54	5.15	0.00	82.69
D.C.	292.86	44.27	15.42	352.55
Florida	69.97	5.66	0.02	75.65
Georgia	68.43	6.69	0.09	75.20
Hawaii	75.91	8.20	0.00	84.11
Idaho	62.68	5.57	0.72	68.97
Ill.	66.41	4.68	0.04	71.13
Indiana	54.21	6.35	0.04	60.60
Iowa	47.60	3.57	0.00	51.16
Kansas	43.18	6.14	0.00	49.32
Kentucky	64.40	4.98	0.07	69.45
Louisiana	75.79	5.38	0.06	81.24
Maine	69.42	7.61	0.07	77.11
Maryland	66.15	9.69	0.05	75.88
Mass.	80.16	6.87	0.35	87.37

Table II-34 (Continued)

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	<u>Formula</u>	<u>Project</u>	<u>Other</u>	<u>Total</u>
Michigan	\$ 75.23	\$ 4.70	\$ 0.09	\$80.01
Minn.	56.50	3.03	0.25	59.77
Miss.	85.42	8.31	0.10	93.82
Missouri	64.23	4.41	0.03	68.68
Montana	79.79	8.77	1.52	90.08
Nebraska	48.68	5.84	0.05	54.57
Nevada	63.60	8.07	0.74	72.41
N. Hamp.	46.23	8.90	0.14	55.28
N. Jersey	81.43	6.04	0.00	87.48
N. Mex.	92.64	11.96	1.11	105.71
New York	88.49	6.68	0.01	95.18
N. Car.	61.92	6.13	0.08	68.13
N. Dak.	65.86	6.31	1.14	73.31
Ohio	58.88	4.94	0.01	63.83
Okla.	61.59	6.60	0.01	68.20
Oregon	69.81	4.09	0.21	74.11
Penn.	70.26	5.07	0.02	75.35
Rhode Is.	81.59	8.26	0.00	89.85
S. Car.	73.53	6.55	0.05	80.13
S. Dak.	65.36	8.93	1.38	75.66
Tenn.	59.47	4.75	0.08	64.30
Texas	59.84	4.86	0.04	64.74
Utah	45.98	5.92	0.38	52.29

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Table II-34 (Continued)

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	<u>Formula</u>	<u>Project</u>	<u>Other</u>	<u>Total</u>
Vermont	70.34	11.27	0.19	81.80
Virginia	55.77	4.53	0.07	60.37
Wash.	71.08	5.44	0.13	76.65
W. Va.	78.62	6.82	0.07	85.51
Wisc.	27.24	1.67	0.07	28.98
Wyoming	44.70	5.26	0.77	50.73

Source: Community Services Administration.

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Table II-35. AVERAGE PER CAPITA OUTLAYS BY TYPE OF ASSISTANCE BY REGION, 1979  
(In millions of dollars)

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Average Per Capita Outlay

<u>Region</u>	<u>Formula</u>	<u>Project</u>	<u>Other</u>	<u>Total</u>
Northeast	\$7.28	\$0.73	\$0.09	\$8.02
North Central	5.61	0.51	0.26	6.14
South	8.25	0.85	0.96	9.20
West	7.43	0.72	0.92	8.21

Source: Community Services Administration.

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Table II-36. RANKING OF TOTAL AND PER CAPITA OUTLAYS BY STATE FOR SELECTED FEDERAL PROGRAMS, 1979

	<u>Total Outlays</u>	<u>Per Capita Outlays</u>
Alabama	33	31
Alaska	9	50
Arizona	27	47
Arkansas	22	43
California	51	33
Colorado	20	11
Connecticut	24	21
Delaware	3	38
Washington, D.C.	26	51
Florida	44	27
Georgia	41	25
Hawaii	12	39
Idaho	8	18
Illinois	47	20
Indiana	38	10
Iowa	18	4
Kansas	16	2
Kentucky	30	19
Louisiana	37	36
Maine	14	32
Maryland	36	29
Massachusetts	42	41

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Table II-36 (Continued)

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	<u>Total Outlays</u>	<u>Per Capita Outlays</u>
Michigan	46	34
Minnesota	29	8
Mississippi	25	46
Missouri	39	17
Montana	10	45
Nebraska	15	6
Nevada	6	22
New Hampshire	5	7
New Jersey	43	42
New Mexico	17	49
New York	50	48
North Carolina	40	15
North Dakota	4	23
Ohio	45	12
Oklahoma	23	16
Oregon	21	24
Pennsylvania	49	26
Rhode Island	13	44
South Carolina	28	35
South Dakota	7	28
Tennessee	31	13
Texas	48	14

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Table II-36 (Continued)

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	<u>Total Outlays</u>	<u>Per Capita Outlays</u>
Utah	11	5
Vermont	2	37
Virginia	35	9
Washington	34	30
West Virginia	19	40
Wisconsin	32	1
Wyoming	1	3

Source: Community Services Administration.

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Table II-37. RELATIONSHIP BETWEEN TOTAL OUTLAYS BY TYPE OF ASSISTANCE AND SELECTED INDICATORS OF NEED, 1979

	<u>Population 1979</u>	<u>Unemploy- ment Rate 1979</u>	<u>Number of Juveniles in Correctional Institutions 1978</u>	<u>Children in Need of Supervision 1975</u>	<u>Crime Index 1979</u>
Formula	.9660	.2466	.8581	.7949	.2440
Project	.9413	.2392	.8486	.7747	.2130
Total	.9651	.2469	.8582	.7946	.2416



## **Chapter III**

### **Federal Coordination Activities and Plans**

A cornerstone of the Federal juvenile justice and delinquency prevention effort is the mandate and authority contained in P.L. 94-415, as amended, "to provide a comprehensive, coordinated approach to the problems of juvenile delinquency." The Federal government has a myriad of programs and resources addressing different aspects of the delinquency problem. The Juvenile Justice and Delinquency Prevention Act has the major goal of creating a central focal point to organize these resources in a unified and consistent way.

Over the past few decades, Congress created several mechanisms intended to improve coordination among Federal delinquency-related programs. These included the President's Committee on Juvenile Delinquency and Youth Crime (1961-1965) and the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs (1971-1974). These mechanisms shared the common problems of uncertainty about authority and responsibility and the lack of adequate funds, staff, and policy-level support.

To correct these problems, the 1974 Juvenile Justice and Delinquency Prevention Act assigned overall responsibility for coordinating the Federal effort to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). It also created the Coordinating Council on Juvenile Justice and Delinquency Prevention as an independent body in the Executive Branch to facilitate coordination. In addition, the Act established the National Advisory Committee on Juvenile Justice and Delinquency Prevention, a Presidentially appointed citizen body that advises the Office on its operations, including its coordination responsibilities.

This chapter describes the efforts and progress made in 1980 toward coordinating the Federal delinquency activities and programs analyzed in Chapter II, and describes plans for coordinating these activities in future years. The chapter focuses on the two bodies with the primary coordination responsibility--the Coordinating Council and OJJDP.

#### **COORDINATING COUNCIL**

The purpose of the Coordinating Council, as described in the JJDP Act, is "to coordinate all Federal juvenile delinquency programs." The Council assists OJJDP in its review of these programs. The Council is specifically directed to make recommendations to the President and the Congress regarding the coordination of overall policy and development of objectives and priorities for all Federal juvenile delinquency programs and activities.

Under the Juvenile Justice Amendments of 1980, the Coordinating Council has 18 prescribed members, nine of whom were added by the new legislation. The amendments also require the Council to meet quarterly, to review joint funding proposals involving OJJDP and any agency represented on the Council, and to report to both the Congress and the President.

The Council is chaired by the Attorney General and is composed of the Secretaries or their designees of the Departments of Health and Human Services (HHS), Labor (DOL), Education (ED), and Housing and Urban Development (HUD), as well as the heads of several independent agencies and sub-cabinet level offices with direct responsibility for youth programs.<sup>1</sup> The Administrator of OJJDP in the Department of Justice serves as Vice Chairman and has responsibility for insuring staff support for Council activities.

In addition, other statutory members include the Director of the Office of Drug Abuse Policy, the Director of ACTION, and the Deputy Administrator of the National Institute for Juvenile Justice and Delinquency Prevention.

#### Activities in 1980

During 1980, the Coordinating Council took significant steps towards developing a working agenda and set of procedures and priorities for Council action.

Significant support in achieving these goals was provided to the Council by a Presidential message to Congress indicating that the Office of Management and Budget (OMB) would take all steps necessary to ensure that the statutory members of the Council designate individuals who have significant decision-making authority to attend Council meetings and to ensure the cooperation and contribution of staff support from member agencies to Council activities.

Through OJJDP, the Council also was able to secure contractor support to assist it in issue development, preparation for meetings, and follow-through on Council decisions. The award of this contract helped to alleviate the persistent and serious problem the Council had faced since its creation regarding inadequate or inconsistent staff support.

With Department of Justice backing and adequate staff support available, the Council undertook an orderly process in 1980 to set goals and priorities for its operation. The Council:

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<sup>1</sup>The nine sub-cabinet members added by the 1980 amendments include: Department of Health and Human Services--Commissioner of the Administration for Children, Youth, and Families and Director of the Youth Development Bureau; Department of Education--Director for the Office of Special Education and Rehabilitation Services; Department of Justice--Director of the Bureau of Prisons; Director of the Office of Justice Assistance, Research, and Assistance, Administrator of LEAA, and Director of the National Institute of Justice; Department of the Interior--Commissioner of the Bureau of Indian Affairs; and Director of the Community Services Administration.

- Prepared draft bylaws that address membership requirements, meeting procedures, and Council operations;
- Sanctioned a systematic attempt to obtain information on Federal youth programs. Its support contractor surveyed 45 Federal programs that provide assistance to States and localities to operate projects related to juvenile delinquency (see Chapter II); and
- Initiated a structured priority-setting process designed to provide focus to the Council's activities and respond to common concerns of member agencies.

The priority-setting process initiated by the Council represents a significant step by the Council to identify solid, concrete issues around which coordination is both needed and possible. OJJDP and contractor staff conducted a series of structured interviews with Council members and other significantly involved officials, including Congressional staff members, to develop a catalog of priority areas. The three areas mentioned most frequently as important for Council action were:

- Deinstitutionalization of status offenders;
- Separation of juveniles from adults in correctional facilities; and
- Services for seriously emotionally disturbed and mentally retarded offenders.

Based on these interviews, OJJDP and contractor staff organized the responses into issue cluster areas, each with subareas. The three areas are: Prevention of Delinquency; Services to Youth at Risk; and Services to Youth in the Juvenile Justice System. The complete listing is included in Table III-1. Staff is preparing brief background papers on each subarea describing the opportunities each presents for coordination of Federal activities.

In addition to the above activities, the Coordinating Council continued its ongoing efforts to improve the coordination of Federal delinquency-related programs. The Council:

- Acted as a forum for information exchange among key Federal agencies concerned with youth;
- Facilitated the development of a partial information base on Federal programs relating to delinquency;
- Reviewed several joint funding agreements between OJJDP and other Federal agencies.

### Future Plans

Because of the change of Administration at the close of 1980, the priority-setting process and other Council plans were not completed. However,

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Table III-1. AREAS REQUIRING FEDERAL COORDINATION

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1. Area 1: Prevention of Delinquency
    - 1.1 Subarea 1: Prevention in School Settings
      - School Violence and Vandalism
      - Education/School-based Strategies
    - 1.2 Subarea 2: Prevention in Family Settings
      - Abuse
      - Family Supports
      - Divorce
      - Family Accountability
      - Parenting Skills
    - 1.3 Subarea 3: Prevention in Community Settings
      - Employment Strategies
      - Community Service
      - Community Organization
      - Youth Participation
      - Deterrence
      - Minority Communities
  2. Area 2: Services to Youth at Risk
    - 2.1 Subarea 1: Services to Status Offenders and Non-Offenders
      - Deinstitutionalization
      - Provision of Alternative Services
      - Maintenance of the Family Unit
    - 2.2 Subarea 2: Services to Youth at Juvenile Justice System Entry
      - Diversion
      - Diagnostic and Referral Services
      - Liaison between Social Services and Police
      - Handling of Minorities
  3. Area 3: Services to Youth in the Juvenile Justice System
    - 3.1 Subarea 1: Services to Offenders with Special Needs
      - Mentally Disturbed Offenders
      - Mentally Retarded Offenders
-

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Table III-1. (Continued)

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- Serious/Violent Offenders
  - Drug/Alcohol Abusers
  - Treatment of Minorities
- 3.2 Subarea 2: Separation of Youth from Adult Offenders
- Youth in Federal Custody
  - Alternatives to Local Jails
- 3.3 Subarea 3: Access to Services for Adjudicated Youth
- Employment
  - Educational Opportunities
- 

the work accomplished in 1980 and the new staffing resources provide the new Council with a firm foundation for setting its own priorities and developing its own implementation agenda. For 1981 and the future, the Council has an opportunity to make substantial progress in coordinating Federal delinquency programs.

With strong OJJDP and Administration leadership, the Council can engage in cooperative planning and coordinated action leading to:

- Proposed legislative changes;
- Budgetary recommendations;
- Federal policy definition;
- Revised regulations and guidelines;
- Joint planning of research and program activities;
- Coordinated funding, technical assistance, and training activities; and
- Models for State and local coordination.

The first meeting of the new Council can set new precedents for the Council's role. Historically persistent problems of membership and operating procedures can be addressed through the adoption of formal bylaws and action by the Attorney General to insure that each Department is represented by a designee who can speak authoritatively for the Secretary. Most importantly, by following through on a priority-setting process and focusing its attention on

a limited number of problem areas, the Council should be able to act decisively on major issues of effectiveness and efficiency affecting Federal youth programs.

#### OJJDP

Under the Concentration of Federal Effort section of the JJDP Act, OJJDP is responsible for implementing overall policy and developing objectives and priorities for all Federal juvenile delinquency programs and activities relating to prevention, diversion, training, treatment, rehabilitation, evaluation, research, and improvement of the juvenile justice system.

The Act requires the Office to:

- Develop objectives and priorities for all Federal juvenile delinquency programs;
- Conduct and support evaluations of Federal juvenile delinquency programs;
- Implement Federal delinquency programs among and with other Federal agencies;
- Develop an annual analysis and evaluation of Federal juvenile delinquency programs;
- Provide training and technical assistance to governments and agencies concerning juvenile delinquency programs; and
- Develop a comprehensive plan for Federal juvenile delinquency programs.

In carrying out its coordination functions, OJJDP works closely with the Coordinating Council and the National Advisory Committee. The Office provides staff and contractor support to both organizations, including arranging and scheduling meetings, providing background information, and developing agenda. The Office has encouraged the groups to work together and to be aware of each other's activities. During 1980, the Office's coordination activities included:

- Review of proposed regulations being developed by several other Federal agencies to help ensure that these programs would properly reflect priorities detailed in the JJDP Act;
- Establishment of four interagency agreements to fund programs jointly with other Federal departments and agencies; and
- Sponsorship of two ongoing studies: one to assess the policies of five Federal agencies on the detention and confinement of youth in their facilities or under their care; and a second to assess the policies of seven Federal programs that impact on the deinstitutionalization of status offenders and non-offenders.

## Review of Proposed Regulations

During 1981, OJJDP reviewed and commented on regulations under development to implement the Adoption Assistance and Child Welfare Act and the Mental Health Systems Act.

Adoption Assistance and Child Welfare Act. This Act is intended to encourage a permanent living arrangement for all children within their own families. It seeks to restrict any long-term, inappropriate use of foster care and provides incentives for the adoption of children with special needs. The Act allows States to use additional foster care funds for home-based community services. In accordance with OJJDP's legislative mandate, there may be substantial potential for increasing services to status offenders, or at least to those dependent or neglected youth who are under the jurisdiction of the juvenile court system and awaiting outplacement from institutions.

In its comments, OJJDP stressed that the regulations should actively encourage States to reach out to children and youth inappropriately placed in institutional settings. The comments emphasized that there should be an immediate recognition of "at risk" or hard-to-place foster care youths who are put in institutions primarily because there are no alternatives for their care.

Mental Health Systems Act. During 1980, OJJDP also participated in several working sessions with representatives from the National Institute of Mental Health who are responsible for the development of guidelines implementing this new legislation. The program being designed is authorized for funding up to \$10 million and will have as its specific purpose the development of coordination mechanisms to improve the delivery of services to severely mentally disturbed children and adolescents and to members of their families. The statute identifies the juvenile justice system as one particular focal point around which "cooperative arrangements" should be established to improve service delivery. OJJDP's input into the guideline-development process repeatedly emphasized the need to view the existing juvenile system as a prime "entry point" whereby mentally disturbed youth could be identified and referred for community-based treatment.

## Interagency Agreements

During 1980, OJJDP entered into four interagency agreements designed to provide a range of preventive and other services to youth.

Youth Intermediary Corporation. In a landmark program, four Federal agencies, with OJJDP taking the lead, have entered into an agreement for interagency support of a demonstration program to develop, implement, support, and evaluate multi-component youth services programs for high-risk youth. In addition to OJJDP, the participating agencies are the Office of Youth Programs (DOL), the Administration for Children, Youth, and Families (HHS), and the Science and Education Administration (USDA). In carrying out this demonstration, the four departments have provided funds for the development of an Intermediary, a private, not-for-profit organization to be known as "Act Together." This or-

ganization will work with the four Federal agencies to facilitate the development of model programs. It is hoped that the Intermediary Corporation will provide an effective vehicle for funding local programs from multiple Federal agency sources with a minimum of forms and red tape.

Act Together's major responsibility will be to plan, organize, initiate, and conduct a competition among State, local, and private youth-serving agencies to identify quality programs that are either providing multiple services to high-risk youth or programs that can be easily modified to do so. Approximately \$2.1 million will be available for action projects. Act Together's other responsibilities are to:

- Identify programs and strategies that have the potential to serve as new national models of comprehensive service programs for high-risk youth;
- Document and publicize results of research, evaluations, and studies on comprehensive programs for high-risk youth;
- Provide technical assistance in the area of comprehensive programming to projects under this initiative;
- Provide feedback and recommendations to the Coordinating Council on policies, regulations, guidelines, practices, etc., that should be modified and/or eliminated because of their inconsistencies with the policies of the JJDP Act;
- Facilitate access to current information on Federal policies and program resources for troubled youth by local youth service agencies.

Total funds for the program are \$3,595,927; OJJDP is supporting the Intermediary Corporation with \$1,195,927.

Youth Participation and Community Services/Job Development Demonstration Projects. OJJDP, the Office of Youth Programs (DOL), and the Youth Development Bureau (HHS) are jointly sponsoring and monitoring a national demonstration program of two program models designed to prevent delinquency and reduce youth unemployment. The models are being established and evaluated in 20 runaway youth centers funded by the Youth Development Bureau.

The two program models being tested are:

- Youth Participation Model. This model demonstrates innovative methods for employing and training youth in responsible, challenging work roles that may lead to career decisions, personal growth, and educational development. This component will also provide supplementary educational training and career development services. A portion of the working hours will be devoted to formal supportive educational and training activities or to informal seminars focused on the work experience gained from involvement in the runaway youth centers on-going activities.



- Community Services/Job Development Program Model. This model demonstrates innovative methods for preparing youth for placement in unsubsidized jobs or appropriate educational or training programs by providing short-term and intermediate employment and training in community service/job development projects. This model also provides work experience, training, educational services, and financial support for at-risk youth. Youth participating in this program will be employed part-time up to 40 hours a week. All employment activities have a community service focus. In addition, a minimum of eight hours a week are devoted to training, career development, or educational activities.

OJJDP has provided \$1.75 million of the total \$2.5 million budgeted for this program.

Prevention of Delinquency Through Alternative Education. A joint effort of OJJDP and the Office of Youth Programs (DOL), the Alternative Education program supports projects to reduce the number of student dropouts, truants, and suspensions; to prepare students for employment or successful participation in post-secondary training or education; and to upgrade the quality of alternative education programs.

The major target areas for this program are schools and school districts with youth in grades 6 through 12 serving communities characterized by high rates of crime, delinquency, suspensions, dropouts and youth unemployment. The major focus of this program is on assisting youth in making the transition from elementary to junior high and from junior high to high school.

OJJDP is providing \$8 million of a total program budget of \$11 million.

The Arts Connection. The Arts Connection is a multi-faceted program for artistically gifted children and youth. Traditionally supported by a partnership of State and local agencies and private foundations, the program now is also receiving funds from OJJDP and the Office of Gifted and Talented in the Department of Education.

The Arts Connection program consists of two major components:

- Performing Arts Identification and Training. This component identifies students from elementary schools in high crime areas who demonstrate artistic talent and could benefit from professional performing arts training. Those identified will receive training in the studios of the Alvin Ailey Dance Company and the New York School for Circus Arts.
- Arts Exposure. This component develops peer and mentor support and awareness through in-school residencies by professional performing artists. This program will reach the entire school community of the 12 participating elementary schools--approximately 6,000 students plus teachers and parents.

OJJDP funds will be used for the auditioning and training of youth in several specific inner city schools. The OJJDP component is intended to examine the impact that an arts exposure program, such as the one operated by the "Arts Connection," has on delinquency, school behavior, and school attendance.

OJJDP is providing \$400,000 to the program, which has a total budget of \$440,000.

## Chapter IV

### Recommendations

The Juvenile Justice and Delinquency Prevention Act vests responsibility for coordination of Federal efforts in juvenile delinquency both with the Administrator of OJJDP and the Coordinating Council on Juvenile Justice and Delinquency Prevention. The Act requires in section 204(b)(5) and in section 206(c) that the Administrator and the Council, respectively, submit to Congress and to the President their recommendations for improvements in the coordination of Federal efforts. The recommendations were developed by OJJDP and endorsed by the Coordinating Council at its July 29, 1981 meeting.

These recommendations are based upon the findings and implications section of this report. As such, they come with the limitations to the report noted in that section. However, they provide a realistic view of what can be accomplished through coordination of Federal efforts to prevent and control juvenile delinquency in the near future.

The recommendations proposed in this report are geared toward enabling Federal programs to work together and with State and local governments to develop and implement strategies to increase program flexibility. The seven recommendations fall into three categories:

1. An emphasis on serious and violent juvenile crime;
2. Coordination of Federal agency efforts in research, training, technical assistance, program planning, and policy development; and
3. Simplification of Federal eligibility and target population criteria to permit State and local program flexibility.

The 1980 amendments to the Juvenile Justice and Delinquency Prevention Act (P.L. 96-509) required OJJDP to develop and implement programs that respond to serious and violent crime. The level of such crime has grown over the past 15 years and public fear of violent juvenile crime has increased appreciably in the past several years. With those considerations in mind, OJJDP is recommending an approach to controlling serious and violent juvenile crime that focuses the efforts and resources of several Federal agencies in a coordinated attack on the problem.

Much has been said about coordinating the Federal effort in youth programming in general, and about coordinating juvenile delinquency prevention and control efforts specifically. In this report, OJJDP recommends several beginning, crucial steps to translate that rhetoric into reality. OJJDP proposes to begin those efforts with the support and advice of the Administration, and the Congress.

## Recommendations

1. The Administration should undertake an interagency effort to test promising approaches to reducing and controlling serious and violent juvenile crime. This effort should involve the coordination of resources among agencies in research, training, technical assistance, evaluation, and information dissemination as well as program development. The input of State and local elected and appointed officials, and of organizations representing these officials, should be actively sought and incorporated into Federal program planning and development activities regarding serious and violent juvenile crime.
2. The Administration should support a process that would facilitate interagency planning to coordinate technical assistance, training, research, and program development for Federal juvenile delinquency-related programs.
3. Federal agencies providing financial or other forms of assistance to remove status and other non-offenders from secure facilities should coordinate their efforts to develop and implement community-based programs, services, and facilities. Agencies that provide financial or other assistance to juvenile institutional programs should undertake efforts to assure that those institutions meet the statutory provisions of Federal youth-related legislation such as the Juvenile Justice and Delinquency Prevention Act, the Adoption Assistance and Child Welfare Act of 1980, the Indian Child Welfare Act, and the Mental Health Systems Act.
4. The Coordinating Council on Juvenile Justice and Delinquency Prevention should provide input to the Office of Management and Budget on priorities for Federal delinquency-related programs to assist OMB in reviewing the budgets of Federal programs. This process should have as its goal the concentration of Federal resources and the consistency of Federal policy with respect to juvenile delinquency prevention and control. The Coordinating Council, as part of the process outlined in recommendation 7, should solicit the views of State and local elected and appointed officials, to assist them in the formulation of priorities for forwarding to the Office of Management and Budget.
5. The Administration should undertake an interagency evaluation of successful models of coordination of planning, administration, and delivery of youth services at the State and local level. The Federal government should assist State and local governments by providing technical assistance in developing and implementing coordination models. This effort should examine the impact upon the delivery of services of changes in the funding patterns for youth services.
6. The Administration and the Congress should undertake efforts to increase program flexibility at the State and local government level. Among the issues such efforts should consider is the development of standard target population definitions and reduced and more uniform eligibility criteria. OJJDP's Fifth

Annual Analysis and Evaluation identified 64 target groups and 111 eligibility criteria for service among the 39 Federal programs responding to the survey of Federal youth programs. Reductions in the number and development of standard criteria should be accomplished either through legislative or regulatory change or through the design of mechanisms to permit waiver of such requirements in joint funding efforts. The Coordinating Council on Juvenile Justice and Delinquency Prevention should examine a limited number of areas to determine the feasibility of this process and submit its findings and recommendations with respect to the simplification of eligibility criteria and development of standard target group definitions. The Coordinating Council should pursue these efforts in conjunction with representatives of State and local elected officials.

7. The Coordinating Council on Juvenile Justice and Delinquency Prevention, in conjunction with the Advisory Commission on Intergovernmental Relations, should conduct hearings, meetings, conferences or other such forums as necessary to permit State and local governments to provide input to Federal agencies regarding the operational impact of Federal youth programs. The development of a participatory partnership to implement this process is encouraged. Cooperative agreements should be developed to carry out tasks that would permit State and local officials and private not-for-profit agencies to present their views to the Federal government. This mechanism would permit the Federal government to assess the impact of its guidelines, regulations, and legislation while permitting more flexible and innovative approaches to service delivery at the State and local level.

**Appendix**  
**Supplemental Tables**

Table A-1. FEDERAL PROGRAMS INCLUDED IN 1980 SURVEY

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>
10.661	Youth Conservation Corps-- Grants to States	USDA--Forest Service--Human Resource Program
10.663	Young Adult Conservation Corps--Grants to States	USDA--Forest Service--Human Resource Program/DOI--Manpower Training and Youth Activities
10.881	Cooperative Extension Service 4-H	USDA--Science and Education Administration
13.235	Drug Abuse Community Service Programs	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.
13.252	Alcoholism Treatment, and Rehabilitation/Occupational Alcoholism Service Programs	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.
13.257	Alcohol Formula Grants	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.
13.275	Drug Abuse Prevention/ Education Programs	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.
13.295	Community Mental Health Centers--Comprehensive Services Support	HHS--PHS--Alcohol, Drug Abuse and Mental Health Admin.
13.420	Alcohol and Drug Abuse Education Program	ED--Division of Alcohol and Drug Education Programs
13.428	Educationally Deprived Children--Local Educational Agencies	ED--Office of Elementary and Secondary Education
13.429	Educationally Deprived Children--Migrants	ED--Office of Elementary and Secondary Education
13.431	Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children	ED--Office of Elementary and Secondary Education
13.492	Upward Bound <sup>a</sup>	ED--Division of Student and Veterans Programs--Office of Post Secondary Education

Table A-1 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>
13,975	Adolescent Pregnancy Prevention and Services	HHS--Office of Human Development Services
15.103	Indian Social Services--Child Welfare Assistance	DOI--Bureau of Indian Affairs
15.130	Indian Education--Assistance to Schools	DOI--Bureau of Indian Affairs
15.144	Indian Child Welfare Act-- Title II Grants	DOI--Bureau of Indian Affairs
16.516	Juvenile Justice and Delinquency Prevention--Formula Grants	DOJ--OJJDP
16.517	Juvenile Justice and Delinquency Prevention-- Special Emphasis	DOJ--OJJDP
16.537	Urban Crime Prevention	DOJ--LEAA/ACTION
17.211	Job Corps	DOL--Employment and Training Administration
17.232	CETA--Comprehensive Employment and Training Programs	DOL--Employment and Training Administration
17.234	Employment and Training-- Indians and Native Americans	DOL--Employment and Training Administration
49.002	Community Action	Community Service Administration
72.001	The Foster Grandparent Program	ACTION--Older Americans Volunteer Programs
--	Office of Domestic Violence Program	HHS--Office of Human Development Services
--	Urban Initiatives Anti-Crime Program	HUD--Public Housing and Indian Programs



Table A-1 (Continued)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>
13.493	Vocational Education--Basic Grants to States	ED-Office of Vocational and Adult Education
13.525	Emergency School Aid Act-- Basic Grants to Local Educational Agencies	ED-Office of Elementary and Secondary Education
13.529	Emergency School Aid Act-- Grants to Non-profit Orgs.	ED--Office of Elementary and Secondary Education
13.534	Indian Education--Grants to Local Educational Agencies	ED--Office of Elementary and Secondary Education
13.535	Indian Education--Special Programs and Projects	ED--Office of Elementary Secondary Education
13.623	Administration for Children, Youth, and Families-- Runaway Youth	HHS--Office of Human Development Services
13.628	Child Abuse and Neglect Prevention and Treatment	HHS--Office of Human Development Services
13.640	Administration for Children, Youth, and Families--Youth Research and Development	HHS--Office of Human Development Services
13.642	Social Services for Low Income and Public Assistance Recipients	HHS--Office of Human Development Services
13.645	Child Welfare Services-- State Grants	HHS--Office of Human Development Services
13.652	Administration for Children, Youth, and Families-- Adoption Opportunities	HHS--Office of Human Development Services

Table A-2. TARGET GROUPS BY PERCENT CHILDREN (Ages 0-12)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group-- Children (0-12)</u>
13.252	Problem drinkers, their families, and their communities	1
72.001	Juvenile delinquents under age 18	1
13.623	Runaway and homeless youth 12-18 years of age	5
16.516	Juveniles, status and non-status offenders, criminal offenders	5
16.517	Juveniles at or under the age of 18	5
13.295	Children and adolescents	16
13.295	Individuals living in entire mental health catchment area	16
13.640	Pregnant teenagers and adolescent mothers	28
13.420	Elementary and secondary school students, Grades K-12	40
13.640	Adolescent female prostitutes	56
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	58
72.001	Children having exceptional and specialized needs	68
10.881	Children in rural areas	70
13.640	Youth from families experiencing marital transitions	76
13.428	Educationally deprived children residing in low income families	81
13.428	Neglected and delinquent children	81
13.640	Youth in need of life skills training	91

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Table A-2 (Continued)

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<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group-- Children (0-12)</u>
--	Children from families that perpetrate domestic violence	98
13.640	Deinstitutionalized status offenders with behavioral problems	100

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

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Table A-3. TARGET GROUPS BY PERCENT TEENAGER (Ages 13-17)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group-- Teenagers (13-17)</u>
17.232C	Ages 16-19 unemployed	1
99.998	Children from families that perpetrate domestic violence	2
13.295	Children and adolescents	7
13.295	Individuals living in an entire mental health catchment area	7
13.640	Youth in need of life skills training	7
13.254	Narcotic addicts and drug dependent persons	10
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	14
13.428	Educationally deprived children residing in low income families	19
13.428	Neglected and delinquent children	19
13.640	Youth from families experiencing marital transitions	20
72.001	Children having exceptional and specialized needs	22
10.881	Children in rural areas	28
13.640	Adolescent female prostitutes	30
13.640	Pregnant teenagers and adolescent mothers	39
17.232B	14-21 years of age, economically disadvantaged	40
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	41
10.663	Citizens or lawfully permanent residents of U.S., or lawfully admitted refugees	44

Table A-3 (Continued)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group-- Teenagers (13-17)</u>
10.663	Unemployed, but not enrolled for the normal period between school terms	44
10.663	Youth between the ages 16 to 23 inclusive	44
17.211	Youth 16-22 economically disadvantaged	47
13.420	Elementary and secondary school students, Grades K-12	60
10.661	Permanent residents of the U.S. between the ages of 15 and 19	90
13.975	Pregnant adolescents and adolescent parents	90
16.516	Juveniles, status and non-status offenders, criminal offenders	90
16.517	Juveniles at or under the age of 18	90
13.623	Runaway and homeless youth 12-18 years of age	93
72.001	Juvenile delinquents under age 18	98
13.252	Problem drinkers, their families, and their communities	99

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-4. TARGET GROUPS BY PERCENT YOUNG ADULT (Ages 18-21)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group--Young Adult (18-21)</u>
72.001	Juvenile delinquents under age 18	1
10.881	Children in rural areas	2
13.623	Runaway and homeless youth 12-18 years of age	2
13.640	Youth in need of life skills training	3
13.640	Youth from families experiencing marital transitions	4
13.257	Alcohol abusers or alcoholics	5
16.516	Juveniles, status and non-status offenders, criminal offenders	5
16.517	Juveniles at or under the age of 18	5
72.001	Children having exceptional and specialized needs	8
10.661	Permanent residents of the U.S. between the ages of 15 and 19	10
13.975	Pregnant adolescents and adolescent parents	10
13.640	Adolescent female prostitutes	14
13.254	Narcotic addicts and drug dependent persons	18
13.295	Individuals living in entire mental health catchment area	19
13.640	Pregnant teenagers and adolescent mothers	33
10.663	Citizens or lawfully permanent residents of U.S., or lawfully admitted refugees	42
10.663	Unemployed, but not enrolled for the normal period between school terms	42

Table A-4 (Continued)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group--Young Adult (18-21)</u>
10.663	Youth between the ages 16 to 23 inclusive	42
17.211	Youth 16-22 economically disadvantaged	47
17.232B	14-21 years of age, economically disadvantaged	55
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	76
17.232C	Ages 16-19 unemployed	97
17.232A	Economically disadvantaged and at least 15 weeks unemployed (Title II)	100
17.232A	Economically disadvantaged and unemployed (Title II)	100
17.232A	Member of family receiving AFDC or SSI (Title II)	100
17.232A	10 of 12 weeks unemployed and low family income (Title VI)	100

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-5. TARGET GROUPS BY PERCENT NATIVE AMERICAN

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group--Native American</u>
10.881	Children in rural areas	1
10.881	Youth in depressed areas of U.S. cities	1
13.420	Elementary and secondary school students, Grades K-12	1
13.428	Educationally deprived children residing in low income families	1
13.428	Neglected and delinquent children	1
13.640	Youth in need of life skills training	1
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	1
17.232A	Economically disadvantaged and at least 15 weeks unemployed (Title II)	1
17.232A	Member of family receiving AFDC or SSI (Title II)	1
17.232B	14-21 years of age, economically disadvantaged	1
13.623	Runaway and homeless youth 12-18 years of age	2
17.232A	Economically disadvantaged and unemployed (Title II)	2
17.232A	Member of family receiving AFDC or SSI (Title II)	2
17.232A	10 of 12 weeks unemployed and low family income (Title VI)	2
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	2
17.232C	Ages 16-19 unemployed	3
16.517	Juveniles at or under the age of 18	4



Table A-5 (Continued)

Federal Catalog No.*	Target Group	Percent of Target Group--Native American
17.211	Youth 16-22 economically disadvantaged	4
10.661	Permanent residents of the U.S. between the ages of 15 and 19	5
13.492	Low income individuals	5
10.663	Youth between the ages 16 to 23 inclusive	6
13.640	Adolescent female prostitutes	7
13.254	Narcotic addicts and drug dependent persons	8
13.252	Problem drinkers, their families, and their communities	14
13.534	Indian students in elementary and secondary public schools	100
13.535	Indian students in Indian controlled schools	100
13.535	Indian students	100
15.103	Indian children who require placement	100
15.130	Elementary and secondary students of Bureau of Indian Affairs schools	100
15.130	Indian students in public schools ages 1-12	100
15.130	Post-secondary or continuing education students	100
15.144	Unstable Indian families, tribes, and organizations	100
17.234	Unemployed, underemployed, economically disadvantaged Indian/Native Americans	100

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-6. TARGET GROUPS BY PERCENT BLACK

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group--Black</u>
13.252	Problem drinkers, their families, and their communities	9
10.661	Permanent residents of the U.S. between the ages of 15 and 19	11
10.663	Youth between the ages 16 to 23 inclusive	12
13.640	Youth from families experiencing marital transitions	12
10.881	Children in rural areas	15
13.623	Runaway and homeless youth 12-18 years of age	15
13.640	Adolescent female prostitutes	15
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	28
17.232A	Economically disadvantaged and at least 15 weeks unemployed (Title II)	29
17.232A	Member of family receiving AFDC or SSI (Title II)	29
17.232A	Member of family receiving AFDC or SSI (Title VI)	30
17.232A	10 of 12 weeks unemployed and low family income (Title VI)	30
17.232A	Economically disadvantaged and unemployed (Title II)	33
13.428	Educationally deprived children residing in low income families	34
13.428	Neglected and delinquent children	34
13.420	Elementary and secondary school students, Grades K-12	35

Table A-6 (Continued)

<u>Federal Catalog No.,*</u>	<u>Target Group</u>	<u>Percent of Target Group--Black</u>
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	35
17.232C	Ages 16-19 unemployed	36
10.881	Youth in depressed areas of U.S. cities	37
13.640	Youth in need of life skills training	39
13.640	Pregnant teenagers and adolescent mothers	40
13.254	Narcotic addicts and drug dependent persons	41
17.232B	14-21 years of age, economically disadvantaged	48
16.517	Juveniles at or under the age of 18	53
17.211	Youth 16-22 economically disadvantaged	53
13.492	Low income individuals	53
--	Low income/elderly residents of public housing, selected public housing sites	75
13.640	Deinstitutionalized status offenders with behavioral problems	85

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-7. TARGET GROUPS BY PERCENT HISPANIC

Federal Catalog No.*	Target Group	Percent of Target Group--Hispanic
13.640	Adolescent female prostitutes	2
10.881	Children in rural areas	3
13.640	Youth from families experiencing marital transitions	4
10.661	Permanent residents of the U.S. between the ages of 15 and 19	6
13.623	Runaway and homeless youth 12-18 years of age	6
10.663	Youth between the ages 16 to 23 inclusive	7
13.640	Pregnant teenagers and adolescent mothers	7
13.640	Youth in need of life skills training	7
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	7
13.252	Problem drinkers, their families, and their communities	9
13.420	Elementary and secondary school students, Grades K-12	10
13.428	Educationally deprived children residing in low income families	10
13.428	Neglected and delinquent children	10
17.211	Youth 16-22 economically disadvantaged	10
10.881	Youth in depressed areas of U.S. cities	11
13.492	Low income individuals	11
13.640	Deinstitutionalized status offenders with behavioral problems	11
17.232A	Member of family receiving AFDC or SSI (Title II)	12

Table A-7 (Continued)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group--Hispanic</u>
17.232A	10 of 12 weeks unemployed and low family income (Title VI)	12
17.232A	Economically disadvantaged and at least 15 weeks unemployed (Title II)	13
17.232A	Economically disadvantaged and unemployed (Title II)	13
17.232A	Member of family receiving AFDC or SSI (Title II)	13
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	13
17.232C	Ages 16-19 unemployed	15
--	Low income/elderly residents of public housing, selected public housing sites	17
13.254	Narcotic addicts and drug dependent persons	18
17.232B	14-21 years of age, economically disadvantaged	18
16.517	Juveniles at or under the age of 18	21

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-8. TARGET GROUPS BY PERCENT WHITE

Federal Catalog No.*	Target Group	Percent of Target Group--White
--	Low income/elderly residents of public housing, selected public housing sites	11
16.517	Juveniles at or under the age of 18	21
13.492	Low income individuals	22
17.211	Youth 16-22 economically disadvantaged	31
17.232B	14-21 years of age, economically disadvantaged	31
13.254	Narcotic addicts and drug dependent persons	33
17.232C	Ages 16-19 unemployed	45
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	48
10.881	Youth in depressed areas of U.S. cities	50
13.640	Pregnant teenagers and adolescent mothers	51
17.232A	Economically disadvantaged and unemployed	51
13.420	Elementary and secondary school students, Grades K-12	53
13.640	Youth in need of life skills training	53
13.428	Educationally deprived children residing in low income families	54
13.428	Neglected and delinquent children	54
17.232A	Member of family receiving AFDC or SSI (Title II)	54
17.232A	10 of 12 weeks unemployed and low family income (Title VI)	54
17.232A	Economically disadvantaged and at least 15 weeks unemployed (Title II)	55

Table A-8 (Continued)

Federal Catalog No.*	Target Group	Percent of Target Group--White
17.232A	Member of family receiving AFDC or SSI (Title VI)	55
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	62
13.252	Problem drinkers, their families, and their communities	67
10.663	Youth between the ages 16 to 23 inclusive	70
13.623	Runaway and homeless youth 12-18 years of age	74
10.661	Permanent residents of the U.S. between the ages of 15 and 19	75
13.640	Adolescent female prostitutes	76
13.295	Children and adolescents	80
10.881	Children in rural areas	81
13.295	Individuals living in entire mental health catchment area	81
13.640	Youth from families experiencing marital transitions	84

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-9. TARGET GROUPS BY PERCENT MALE AND FEMALE

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group Males</u>	<u>Percent of Target Group Females</u>
13.640	Pregnant teenagers and adolescent mothers	0	100
13.640	Adolescent female prostitutes	0	100
13.975	Pregnant adolescents and adolescent parents	0	100
13.640	Youth from families experiencing marital transitions	26	74
13.975	Non-pregnant adolescents and males	30	70
13.640	Youth in need of life skills training	32	68
13.623	Runaway and homeless youth 12-18 years of age	41	59
10.881	Children in rural areas	45	55
13.492	Low income individuals	47	53
15.130	Elementary and secondary students of Bureau of Indian Affairs schools	47	53
15.130	Indian students in public schools ages 1-12	47	53
15.130	Post-secondary or continuing education students	47	53
17.232A	Economically disadvantaged and unemployed (Title II)	47	53
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	47	53



Table A-9 (Continued)

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group Males</u>	<u>Percent of Target Group Females</u>
13.295	Individuals living in entire mental health catchment area	49	51
13.975	Families of pregnant adolescents and adolescent parents	50	50
--	Children from families that perpetrate domestic violence	50	50
13.254	Narcotic addicts and drug dependent persons	51	49
17.232B	14-21 years of age, economically disadvantaged	51	49
13.645	Children--handicapped, homeless, dependent, neglected, abused, and delinquent	52	48
17.232A	Economically disadvantaged and at least 15 weeks unemployed	52	48
17.232A	Member of family receiving AFDC or SSI	52	48
10.661	Permanent residents of the U.S. between the ages of 15 and 19	53	47
13.640	Deinstitutionalized status offenders with behavioral problems	57	43
17.232A	Member of family receiving AFDC or SSI (Title II)	57	43
17.232A	10 of 12 weeks unemployed and low family income (Title VI)	57	43
13.295	Children and adolescents	58	42
13.252	Problem drinkers, their families, and their communities	61	39
10.663	Youth between the ages 16 to 23 inclusive	63	34

Table A-9 (Continued)

Federal Catalog No.*	Target Group	Percent of Target Group Males	Percent of Target Group Females
17.211	Youth 16-22 economically disadvantaged	70	30
17.232C	Ages 16-19 unemployed	74	26
13.295	Alcohol and drug abusers	78	22
16.517	Juveniles at or under the age of 18	85	15
13.975	Fathers and husbands of pregnant adolescents and adolescent parents	100	0

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-10. TARGET GROUPS BY PERCENT HAVING SOME CONTACT WITH JUSTICE SYSTEM

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group -- Some Contact with Justice System</u>
10.881	Children in rural areas	1
17.232B	14-21 years of age, economically disadvantaged	2
72.001	Children having exceptional and specialized needs	4
17.232D	Ages 16-21, criteria of 85 percent lower living standard income level	5
17.232C	Ages 16-19 unemployed	12
13.623	Runaway and homeless youth 12-18 years of age	30
15.103	Indian children who require placement	30
17.211	Youth 16-22 economically disadvantaged	38
16.516	Juveniles, status and non-status offenders, criminal offenders	90
13.431	Neglected and delinquent children	95
16.517	Juveniles at or under the age of 18	95
13.640	Deinstitutionalized status offenders with behavioral problems	100
72.001	Juvenile delinquents under age 18	100

\*Program titles are identified in Table-A-1.

Source: Survey of Federal Programs (1980).

Table A-11. TARGET GROUPS BY MENTAL HEALTH/MENTAL RETARDATION ADJUDICATION, CHILD WELFARE ADJUDICATION, AND DELINQUENCY ADJUDICATION

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group MH/MR Adjudication</u>
16.516	Juveniles, status and non-status offenders, criminal offenders	2

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group Child/Welfare Adjudication</u>
13.431	Neglected and delinquent children	5
15.103	Indian children who require placement	30
16.516	Juveniles, status and non-status offenders, criminal offenders	35
13.428	Neglected and delinquent children	61
13.652	Special needs children needing adoption	100

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group Delinquency Adjudication</u>
13.254	Narcotic addicts and drug dependent persons	12
16.516	Juveniles, status and non-status offenders, criminal offenders	35
13.428	Neglected and delinquent children	39
13.428	Neglected and delinquent children	95
72.001	Juvenile delinquents under age 18	100

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).

Table A-12. TARGET GROUPS BY PERCENT IN MEDICAL, CHILD WELFARE AND CORRECTIONAL INSTITUTIONS

<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Target Group Medical Institution</u>
16.516	Juveniles, status and non-status offenders, criminal offenders	1
13.975	Pregnant adolescents and adolescent parents	25
15.103	Indian children who require placement	50
<u>Federal Catalog No. *</u>	<u>Target Group</u>	<u>Percent of Target Group Child/Welfare Institution</u>
13.431	Neglected and delinquent children	5
16.516	Juveniles, status and non-status offenders, criminal offenders	10
15.103	Indian children who require placement	21
13.428	Neglected and delinquent children	61
<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Group--Correctional Institution</u>
15.103	Indian children who require placement	3
13.254	Narcotic addicts and drug dependent persons	12
<u>Federal Catalog No.*</u>	<u>Target Group</u>	<u>Percent of Group--Correctional Institution</u>
16.516	Juveniles, status and non-status offenders, criminal offenders	15
13.428	Neglected and delinquent children	39
13.431	Neglected and delinquent children	95

\*Program titles are identified in Table A-1.

Source: Survey of Federal Programs (1980).