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



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FISCAL YEAR 1988  
ANNUAL REPORT

119856

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

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# OJJDP

Fiscal Year 1988 Annual Report

NCJRS

OCT 24 1989

ACQUISITIONS

Terrence S. Donahue  
*Acting Administrator*

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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## Foreword

The information contained in this Report summarizes and highlights the programs and activities of the Office of Juvenile Justice and Delinquency Prevention, a component of the Office of Justice Programs (OJP) within the U.S. Department of Justice.

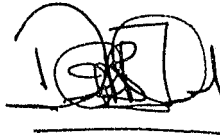
OJP is composed of five Bureaus or Offices: the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. While each Bureau and Office retains independent authority in awarding funds to carry out the programs it sponsors, together the components constitute a single agency whose goals are to implement innovative programs and to promote improvements in the Nation's criminal and juvenile justice systems.

The Office of Justice Programs and its components assist State and local governments in reducing crime and fostering the cooperation and coordination needed to make the criminal justice system function more effectively and fairly. In carrying out its duties and responsibilities, OJP forms partnerships with State and local governments to help policymakers, practitioners, and the public understand the costs of crime in terms of public safety and the social and economic health of communities.

The accomplishments described in this Report would not have been possible without the partner-

ships forged within OJP's research and development components and between State and local officials across the country. These achievements are a prime example of what can be accomplished through federalism. By working together, Federal, State, and local governments can reduce crime and improve enforcement of the laws that protect our citizens and keep our Nation strong.

Richard B. Abell

A handwritten signature in black ink, appearing to read 'R. B. Abell', written over a horizontal line.

Assistant Attorney General



## Foreword

Many factors may place children and adolescents at risk of involvement in delinquency, for example, illegal drug use, poor family relationships, failure in school, juvenile gang membership, high crime neighborhoods, and sexual exploitation. Programs must target risk factors directly to effectively prevent and control delinquency and related problems.

These risk factors must be addressed at the local and State levels by a coordinated effort involving all components of the juvenile justice system—prevention, law enforcement, prosecution, adjudication, and supervision.

During FY 1988, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) focused its efforts on encouraging jurisdictions to develop systemwide, comprehensive responses to juvenile justice issues. In fact, many of our programs were designed to help law enforcement agents, school administrators, social service professionals, and judges and other court personnel work together to plan and implement coordinated, comprehensive programs that address the needs of their communities. We also emphasized the importance of basing program designs on research and other information regarding the extent and nature of the problem.

We did this through a wide array of programs that not only addressed a variety of issues—from drug abuse to serious juvenile crime to alternative educa-



tion to jail removal—but also all components of the juvenile justice system.

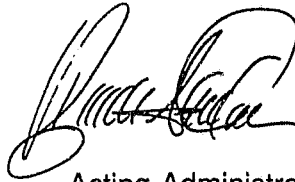
We took care, as well, to ensure that we coordinated our own efforts within OJJDP by making sure that our research, development, training and technical assistance, and formula grant programs worked in tandem with one another. These programs, which are described in this *OJJDP FY 1988 Annual Report*, are indicative of our efforts to provide leadership and guidance to help local and State practitioners improve their juvenile justice systems.

In keeping with a mandate from Congress, this *Annual Report* includes descriptions of only those programs funded by OJJDP during FY 1988. But these 50-plus programs are by no means all-inclusive of OJJDP's efforts during FY 1988. We continued, as well, to monitor and move ahead on 17 initiatives that were begun in FY 1987. Early assessment results from many of these programs were completed and disseminated to the field through *OJJDP Bulletins and Updates*. In addition, the Office funded six new programs and seven continuation programs under the Missing Children's Assistance Act. As mandated by Congress, these programs are discussed in the *OJJDP Annual Report on Missing Children*.

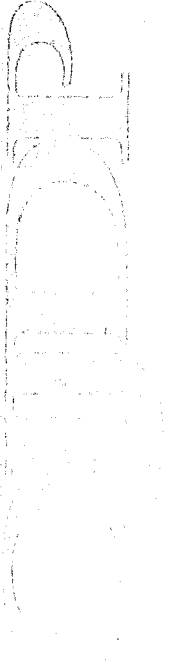
As the Federal agency responsible for addressing juvenile justice issues, OJJDP has an obligation to provide State and local jurisdictions with information about effective programs that can help them improve their juvenile justice system. It is my hope that State

and local policymakers will use the information we have provided in this Report in developing the coordinated responses that are so critical to improving the juvenile justice system.

Terrence S. Donahue

A handwritten signature in black ink, appearing to read "Terrence S. Donahue", written in a cursive style.

Acting Administrator



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# Introduction

With the passage of the Juvenile Justice and Delinquency Prevention (JJDP) Act in 1974, Congress created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the U.S. Department of Justice. OJJDP is the Federal agency that provides direction, coordination, resources, and leadership to State and local jurisdictions working to achieve the goals of the JJDP Act. It also supports research on juvenile delinquency; develops and demonstrates juvenile justice programs; implements the provisions of the Missing Children's Assistance Act; supports training and technical assistance for State and local juvenile justice practitioners; and implements policy and develops objectives for all Federal juvenile delinquency programs.

OJJDP is composed of four divisions:

- (1) The **Special Emphasis Division** makes discretionary awards to public and private agencies, organizations, and individuals to foster promising approaches to delinquency prevention, treatment, and control.
- (2) The **State Relations and Assistance Division** oversees OJJDP's formula grant program, monitors States' compliance with the mandates of the JJDP Act, and provides training and technical assistance to participating States.
- (3) The **Training, Dissemination, and Technical Assistance Division** supports programs that train professionals, paraprofessionals, volunteers, and other personnel who work with juveniles and their families, and serves as a clearinghouse for



collecting, preparing, publishing, and disseminating information about juvenile delinquency.

- (4) The **Research and Program Development Division** sponsors research to develop estimates and monitor trends in juvenile delinquency and victimization and to improve understanding of the causes of juvenile delinquency and the juvenile justice system's handling of juvenile offenders. It also applies research to the development and testing of state-of-the-art programs.

In addition to the four divisions, two major program areas are housed within the Office of the OJJDP Administrator. The **Concentration of Federal Effort Program** promotes a unified Federal effort to examine issues related to juvenile delinquency and encourages interagency and interdepartmental cooperation to maximize the use of Federal funds, reduce overlapping and duplicative efforts, and enhance information exchange and resource sharing. The **Missing Children's Program** coordinates Federal, public, and private initiatives in behalf of missing and exploited children and provides direction for research, data collection, policy development, and information dissemination regarding this issue. The *OJJDP Annual Report on Missing Children* describes many Federal, State, and local efforts to assist missing children and their families, including research, demonstration programs, and services sponsored by OJJDP and other Federal agencies; activities of State clearinghouses; and accomplishments of the National Center for Missing and Exploited Children.

OJJDP's FY 1988 program planning process consisted of three activities. OJJDP staff participated in the annual conference of the National Coalition of

State Juvenile Justice Advisory Groups to solicit ideas from the field on the priority issues and program needs of States as well as State juvenile justice practitioners. Other training seminars and conferences provided OJJDP with opportunities to review specific issues with a variety of juvenile justice professionals. Finally, a Program Development Workshop, focused specifically on high risk youth, was convened to formulate targeted strategies to prevent, intervene in, and treat illegal drug and alcohol use by high risk youth. As a result of this comprehensive planning process, OJJDP identified four priority areas for FY 1988: serious juvenile crime, missing and exploited children, illegal drug use, and jail removal.

The common goals of all of OJJDP's FY 1988 programs were to enhance the effectiveness of each component of the juvenile justice system, as well as increase coordination among all the components. To this end, the programs encompassed three concepts:

- (1) Systemwide development: Programs focus on one or more specific components of the juvenile justice system to develop state-of-the-art approaches to respond to problems or issues and to increase the effectiveness of services for juveniles.
- (2) System coordination: Programs emphasize community organization and planning strategies as well as juvenile justice systemwide participation in program development and implementation.
- (3) System operations: Programs enhance the juvenile justice system's decisionmaking, data collection and analysis, resource management, and evaluations of operations and outcomes.

All together, OJJDP provided support to more than 50 programs during FY 1988. Many of them are described in this Report and in other OJJDP publications available from the Juvenile Justice Clearinghouse, Box 6000, Rockville, Maryland, 20850.

In November 1988, just after the end of the 1988 fiscal year, Congress amended the JJDP Act and reauthorized the programs administered by OJJDP for another 4 years. The amendments increased the Office's formula grant funds, resulting in a reduction of discretionary funds; mandated several special studies and new reports; and expanded the peer review and competition requirements for grant applications submitted to OJJDP.

This *Annual Report* fulfills Congress' mandate that the Administrator of OJJDP submit each year to the President, the Speaker of the House of Representatives, and the President pro tempore of the Senate a report that contains the following information:

- (1) A summary and analysis of the most recent data available about juveniles taken into custody.
- (2) A description of the activities funded under Part A of the JJDP Act.
- (3) A description of States' compliance with the deinstitutionalization of status offenders and nonoffenders, the sight and sound separation of adults and juveniles in custody, and jail removal mandates of the JJDP Act and the plans submitted to ensure compliance.

- (4) A summary of the programs or activities funded under Parts C and D of the JJDP Act, an evaluation of program results, and a recommendation regarding the program's replicability.
- (5) A description of selected exemplary delinquency prevention programs funded under Title II of the JJDP Act.

The five chapters of this Report correspond to these reporting requirements.



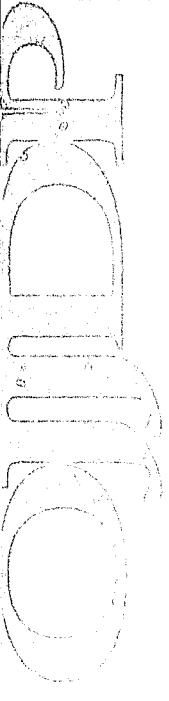


# **I.**

## **Juveniles Taken Into Custody**

The 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act require the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide an annual summary and analysis of the most recent available data regarding juveniles taken into custody. Specifically, the JJDP Act calls for information about the number and characteristics (e.g., type of offense, race, gender, and age) of juveniles taken into custody annually, the rate at which they were taken into custody, the number of juveniles who died while in custody, and the circumstances under which they died. This information must be reported separately for nonoffenders, status offenders, and delinquent offenders; and for specific types of detention or correctional facilities.

Currently, more than 11,000 detention and correctional facilities nationwide may hold juveniles in custody. They include secure detention and correctional facilities, State prisons, adult jails and lockups, and public and private juvenile custody facilities. It is estimated that together they admit into custody as many as 800,000 juveniles each year. While most facilities record specific demographic, legal, and other information for administrative and operational purposes, there is no mechanism to collect and synthesize the information available nationally for research, policy, or program development. OJJDP, therefore, is funding a new program to meet the congressional mandate and at the same time provide useful information to juvenile justice planners, researchers, and policymakers.



In February 1989, OJJDP announced a \$450,000 competitive research program entitled Juveniles Taken Into Custody. Applicants were invited to submit proposals to assist OJJDP in designing a strategy to collect nationally representative information about juveniles taken into custody. OJJDP awarded a cooperative agreement to the National Council on Crime and Delinquency in San Francisco to: (1) identify and analyze existing Federal and State data; (2) develop a research design that includes creation of a new survey instrument, a methodology for data collection, and plans for analysis; (3) provide support to the field by developing and delivering technical assistance; and (4) analyze juvenile custody data and prepare reports.

The project will be undertaken in collaboration with the U.S. Bureau of the Census, which will be responsible for data collection. The grantee will be required to produce a summary and analysis of existing Federal statistics on juveniles in custody, as well as a summary of existing information sources and future plans that will satisfy the annual reporting requirements.

## **II.**

# **Programs Funded Under Part A of the JJDP Act**

It is important that Federal agencies coordinate their efforts to reduce juvenile delinquency to make the best possible use of Federal dollars and prevent duplication of programs. Congress addressed this issue in Part A of the Juvenile Justice and Delinquency Prevention (JJDP) Act, mandating that the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) implement policy and develop objectives for all Federal juvenile delinquency programs. To help accomplish this mission, Congress created the Concentration of Federal Effort (CFE) Program.

This chapter, in accordance with the mandates of the JJDP Act, summarizes major activities that fall under Part A, including:

- The Concentration of Federal Effort Program.
- The Coordinating Council on Juvenile Justice and Delinquency Prevention.
- OJJDP programs funded under Part A.

## **The Concentration of Federal Effort Program**

CFE promotes a unified Federal effort to address the many issues regarding juvenile justice. It was designed to coordinate programs and assist agencies responsible for juvenile delinquency prevention and treatment programs. It helps promote cooperation

and joint programs between departments and agencies in such areas as prevention, diversion, training, treatment, rehabilitation, evaluation, research, and improvement of the juvenile justice system.

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

The Coordinating Council on Juvenile Justice and Delinquency Prevention, the major vehicle through which the CFE Program meets its mandate, was established by Congress in 1974 to enhance coordination among the Federal Government's juvenile delinquency programs. The Coordinating Council recommends Federal juvenile justice program priorities and is the catalyst for interagency communication concerning juvenile justice and missing children programs.

The Coordinating Council has been instrumental in coordinating and improving programs for youth and increasing public awareness of juvenile justice issues. The Council provides a forum for its members and the public to learn about important juvenile justice issues, exchange ideas and information about effective programs, and develop cooperative system-wide responses to assist communities.

As an independent organization that operates in the Executive Branch of the Federal Government, the Coordinating Council is well-positioned to address the multifaceted concerns of the juvenile justice system. Seventeen statutory members serve on the Council,

including the Attorney General of the United States, who is its Chair, and the Administrator of OJJDP, who is its Vice Chair. Other statutory members are the Secretaries of the Departments of Health and Human Services, Labor, Education, and Housing and Urban Development; the Directors of the Office of Community Services, White House Drug Abuse Policy Office, ACTION, Bureau of Prisons, Office of Special Education and Rehabilitation Services, Youth Development Bureau, Bureau of Justice Assistance, and National Institute of Justice; the Commissioners of the Administration for Children, Youth and Families and the Bureau of Indian Affairs; and the Assistant Attorney General in the Office of Justice Programs. Four agencies voluntarily participate on the Council: the Drug Enforcement Administration; National Highway Traffic Safety Administration; Alcohol, Drug Abuse, and Mental Health Administration; and the Environmental Protection Agency.

### *Objectives of the Coordinating Council*

Each year the Coordinating Council makes recommendations to the President and Congress regarding the coordination of policy and the development of objectives and priorities for all Federal juvenile delinquency and missing children programs. Members also review and make recommendations on joint funding proposals between the Office of Juvenile Justice and Delinquency Prevention and any agency represented on the Coordinating Council.

The Coordinating Council reviews the programs and practices of Federal agencies to determine whether they are consistent with the mandates of the



JJDP Act that call for removing juveniles from adult jails and lockups, deinstitutionalizing status offenders, and providing sight and sound separation of juveniles and adults in secure detention and correctional facilities. Beginning this year, the Coordinating Council will also review the reasons why Federal agencies take juveniles into custody and make recommendations for improving both the agencies' practices and the facilities used to hold juveniles.

### *FY 1988 Accomplishments of the Coordinating Council*

In FY 1988, under the leadership of the OJJDP Administrator, the Coordinating Council initiated a new format for its quarterly meetings. To ensure that its members would be knowledgeable about the most pressing juvenile justice issues, the Coordinating Council invited outside experts to speak about current juvenile justice concerns and the latest approaches to deal with youth-related problems. To promote inter-governmental information sharing, the Coordinating Council also invited representatives of local governments and youth-serving organizations, as well as national organizations headquartered in the Metropolitan Washington, D.C., area.

As required by the JJDP Act, the Coordinating Council met four times during FY 1988. Its issue-oriented meetings focused on the following topics: the influence of the media and rock music on youth, illegal drug use by juveniles, youth gang violence and drug trafficking, and the implications of AIDS for the juvenile justice system. Researchers and community-based practitioners addressed the Council about

these issues and, based on their presentations, OJJDP prepared and disseminated bulletins to juvenile justice researchers, practitioners, and policymakers.

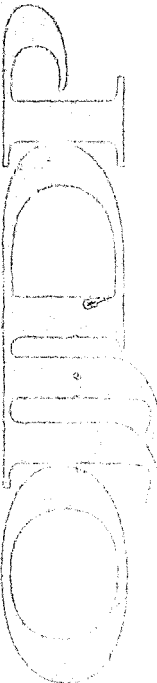
Coordinating Council agencies supported more than 200 programs in FY 1988, collaborating on 18 of them. Their programs addressed illegal drug use; missing, exploited, and abused children; gang violence; school crime; youth productivity and employability; AIDS prevention; and statistics on children and youth in the juvenile justice system. These Federal efforts, as well as the proceedings of the quarterly meetings, are described in the Coordinating Council's FY 1988 annual report, *The Twelfth Analysis and Evaluation of Federal Juvenile Delinquency Programs*, which is available from the Juvenile Justice Clearinghouse (NCJ 115786). The *Twelfth Analysis* is the last Coordinating Council annual report because the 1988 amendments to the JJDP Act abolished the requirement for a yearly analysis.

### ***Priorities and Recommendations of the Coordinating Council***

The Coordinating Council develops annual recommendations to guide Federal juvenile justice policy and programs. As a result of its FY 1988 deliberations, the Coordinating Council established the following priorities for the coming year:

- (1) Federal agencies should continue to work together to develop and implement programs to eliminate illegal drug use by youth. Collaborative activities such as sharing research findings, joint





funding of demonstration projects, joint conferencing, and sharing of clearinghouse materials should be encouraged to increase cost effectiveness, avoid duplication of effort, and facilitate dissemination of information about promising approaches in prevention, intervention, and treatment.

- (2) Federal agencies that support programs for children and youth should encourage local communities to develop comprehensive strategies to reduce the factors that put young people at high risk of drug involvement. Those factors include delinquency, teen pregnancy, suicide attempts, running away, dropping out of school, substance abuse, mental illness, economic disadvantage, disabilities, and child victimization.
- (3) Federal programs designed to reduce juvenile gang violence and illegal drug activity should be continued. Information on promising prevention and intervention techniques, including drug testing programs, should be made available to cities with emerging youth gang and drug problems.
- (4) Federal agencies should initiate activities to prevent the spread of the human immunodeficiency virus among high risk adolescents. Information should be widely distributed about prevention techniques available to juvenile detention centers, correctional institutions, shelter care facilities, and drug abuse programs. AIDS education efforts should convey the message that abstinence from sex and illegal drug use are the most effective measures in preventing AIDS.

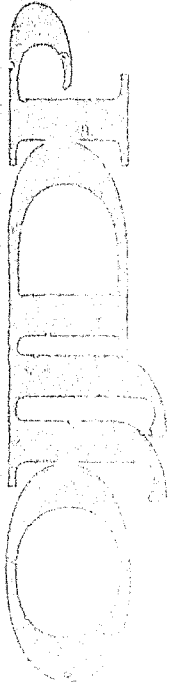
- (5) Federal efforts to accurately record the incidence of missing children and to improve juvenile justice statistics systemwide should be continued.
- (6) Aggressive Federal activity to eliminate the sexual exploitation of children, including the vigorous prosecution of child pornographers, should be pursued.
- (7) Federal agencies should continue to work together to foster State and local efforts to improve school discipline and reduce school crime in the Nation's elementary and secondary schools so that the academic climate is conducive to learning.

## **Other Programs Funded Under Part A of the JJDP Act**

During FY 1988, OJJDP supported 10 programs using funds allocated under Part A of the Juvenile Justice and Delinquency Prevention Act. The following programs not only represent a comprehensive effort to respond to critical juvenile justice needs, they also promote collaboration and cooperation among agencies in developing effective delinquency prevention and rehabilitation programs.

### ***Super Teams***

Super Teams is a two-phased drug prevention program that uses peer counselors in schools to prevent drug use among students. During Phase I, student leaders are selected to become peer coun-



selors, and support for the program is generated among school personnel and parents. In Phase II, students attend an intensive residential training program where they learn techniques to avoid negative peer pressure and to influence other youth to refrain from using alcohol and drugs. Professional athletes, including members of the National Football Players Association, serve as role models for the student leaders and youth in participating schools.

Super Teams student leaders implement anti-drug initiatives throughout the school year and provide outreach to youth in feeder schools. The program, which now operates at six sites in Metropolitan Washington, D.C., has produced notable results in each school. In many cases, Super Teams members have not only refrained from substance abuse, but have improved their grades, attendance, and attitudes and have helped other students do the same. In addition to providing peer counseling support, Super Teams members participate in many extracurricular activities such as assembly programs, tutorial programs, "rap" sessions, sports, and open forums. Because of its positive effect in Washington, several other communities are considering establishing the program in their schools.

### *A Strategic Planning Approach to Child Sexual Exploitation*

In August 1988, OJJDP and the National District Attorneys Association conducted a national conference on child sexual exploitation. Twelve communities were invited to send teams of law enforcement

officers, medical professionals, social service workers, and representatives of government and community service organizations.

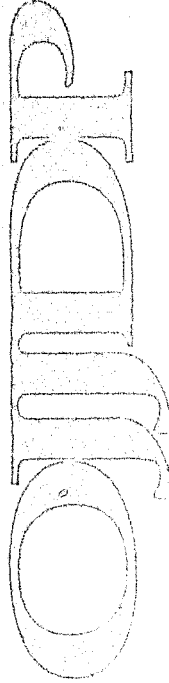
The conference provided state-of-the-art information about child sexual exploitation and encouraged participants to develop comprehensive strategies to combat child sexual exploitation, prostitution, pornography, and sexual abuse. It highlighted the need for all components of the juvenile justice system to work together in directing their resources to deal with these problems.

Experts in the field described strategies for preventing and responding to child sexual exploitation. The community teams then convened to discuss how they could apply the approaches to their own jurisdictions.

### *National Media Campaign on High Risk Youth*

The National Media Campaign on High Risk Youth is being developed by the National School Safety Center to aggressively communicate several important messages: illegal drug use will not be tolerated, youth are accountable for their actions, and families and communities are responsible for providing the support and resources necessary to resolve the problems high risk youth face.

Public service announcements on radio and television, educational films, posters, and magazine articles will be used to heighten public awareness and change public attitudes about the importance of



providing corrective interventions for high risk youth. The media campaigns will promote not only the development of programs that specifically address factors—such as poor family relationships—that make youth vulnerable to involvement in illegal drugs, but also the need for public and private agencies to “own” the problem and develop coordinated system-wide strategies. The project held a High Risk Youth Practicum in November 1988, bringing together juvenile justice and education experts to discuss alternative approaches for the public awareness campaigns.

### *Juvenile Court Technical Assistance*

Because of the important role of the juvenile court, OJJDP supports projects that provide information, training, and technical assistance to help court personnel make appropriate decisions regarding juveniles who appear before them. The National Center for Juvenile Justice (NCJJ) helps juvenile court practitioners improve the court’s processing and handling of juveniles.

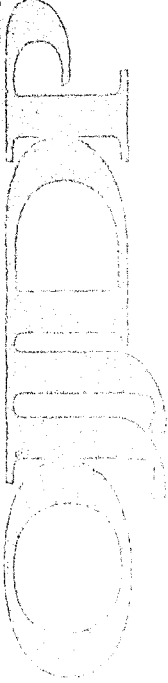
During FY 1988, NCJJ responded to 450 requests for technical assistance in such areas as court administration and management, program development, court decisionmaking, legal opinions, due process requirements, case law, and management information systems. NCJJ conducted 22 onsite consultations, sponsored a series of statewide Juvenile Justice Information Workshops, and began a Juvenile Probation Officer Initiative (JPOI) to offer resources specifically for probation officers. Through JPOI, the Center established a data base of juvenile probation

officers throughout the United States and then surveyed a sample of officers to identify ways to enhance the profession and improve probation operations. A JPOI Task Force was formed to review the survey results and suggest appropriate responsive action. To date, the project has developed a *Desktop Guide to Juvenile Probation Practice* and a model curriculum for entry-level probation officer training.

### *Juvenile Justice Technical Assistance to Law Enforcement Agencies*

OJJDP, through the Federal Law Enforcement Training Center at Glynco, Georgia, sponsors several training programs for State and local law enforcement officers—Police Operations Leading to Improved Children and Youth Services (POLICY I and II); School Administrators For Effective Police, Prosecution, and Probation Operations Leading to Improved Children and Youth Services (SAFE POLICY); and Child Abuse and Exploitation Investigative Techniques (CAEIT). To ensure that the skills and knowledge these courses offer are applied effectively, OJJDP provides followup technical assistance to participating agencies.

Technical assistance, entitled Child Abuse and Exploitation Investigative Techniques Academy Transfer, is also available to help State and local law enforcement training academies implement a child abuse and exploitation curriculum. The assistance: (1) acquaints police officer instructors with the unique aspects of and techniques for conducting child abuse and exploitation investigations; (2) develops skills for implementing the instructional material; (3) coordi-



nates the development of training aids, materials, and guidelines to assist newly-trained instructors; and (4) encourages law enforcement agencies and other institutions to develop and deliver similar training programs in their own jurisdictions. To further enhance inhouse training, OJJDP has developed a training video based on the child abuse curriculum. The video will be available for sale to State and local law enforcement agencies in the summer of 1989.

More than 2,150 law enforcement personnel attended POLICY I, POLICY II, and CAEIT courses in FY 1988. Forty jurisdictional teams comprised of the chief executive of the school system, law enforcement agency, probation department, and prosecutor's office were trained in SAFE POLICY in FY 1988. Next year, OJJDP will add a new course to its training schedule. Entitled Managing Juvenile Operations, this program will teach management techniques to commanders of police juvenile units.

### *Technical Assistance to States for Compliance With the JJDP Act*

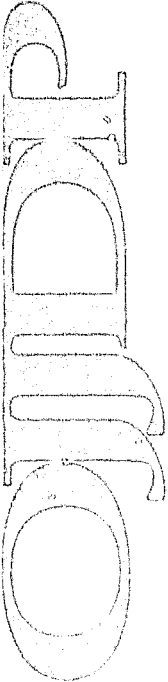
OJJDP, through Community Research Associates (CRA), helps States deinstitutionalize status offenders, separate juveniles from adults in detention and correctional facilities, and remove juveniles from adult jails and lockups, as required by Sections 223(a) (12), (13), and (14) of the JJDP Act. CRA's technical assistance, which includes regional training workshops, individualized onsite problem solving, and dissemination of written materials, focuses on improving detention practices and policies, the proper use of custodial settings, expanding alternative services for preadjudicatory youth, assessing juvenile court

operations, analyzing juvenile populations, and developing legislation. During FY 1988, more than 75 projects were conducted for State and local governments, public and private agencies, State Advisory Groups, and State planning agencies. These projects included assistance to Cuyahoga County, Ohio, and Polk County, Iowa, to reduce the inappropriate use of secure detention by developing specific detention criteria and alternative custody settings; assessments of status offender programs in Seattle, Washington, St. Paul, Minnesota, Wheeling, West Virginia, and Boston, Massachusetts; analysis of law enforcement practices and detention screening in Mobile County, Alabama; and assistance to the Illinois Department of Children and Family Services to improve its compliance monitoring system and to train regional staff responsible for inspection and data collection.

### *1988 Citizenship: Washington Focus 4-H Fellow Program*

The National 4-H Council, through its Citizenship Washington Focus, helps youth across the Nation work together to identify problems in their communities and develop responsive plans of action. As part of this initiative, the 4-H established a Fellowship Program at OJJDP to bring attention to critical juvenile justice issues such as illegal drugs and alcohol, youth gangs, violent crime, and vandalism. Every week between June 4 and August 12, 1988, 50 youth attended briefings and workshops about the OJJDP formula grant program, its operation in their States, the National School Safety Center, the McGruff Crime Prevention Campaign, and the National Crime Pre-





vention Council. The National 4-H Council estimates that the educational impact derived from the Citizenship Washington Focus extends well beyond the number of actual participants since the youth make presentations, distribute literature, and write reports about their experiences when they return home.

### *Training for State Policymakers*

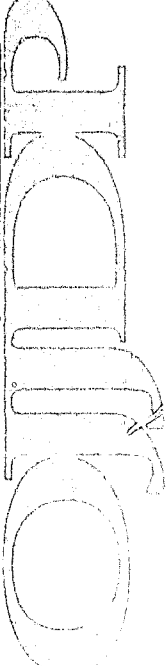
OJJDP undertook a major initiative during FY 1988 to inform key State and local budget officials about strategies for developing effective programs and making efficient use of fiscal resources to respond to critical juvenile justice issues. OJJDP invited State directors of education, corrections, substance abuse programs, and criminal and juvenile justice agencies—those individuals responsible for allocating juvenile justice resources—to a conference entitled *New Directions: Issues and Programs in Juvenile Justice*. The conference, held in Cincinnati, Ohio, featured the latest information and expertise about combating problems such as serious juvenile crime, illegal drug and alcohol use among juveniles, and youth gangs. Participants learned about available training and technical assistance resources, as well as specific results of some of the latest research in juvenile justice. The conference also gave participants an opportunity to share their juvenile justice concerns with OJJDP and make suggestions for preventing delinquency and improving the juvenile justice system.

### *Juvenile Justice Resource Center*

The Juvenile Justice Resource Center (JJRC) provides staff support and technical services to the Office of Juvenile Justice and Delinquency Prevention. In FY 1988, JJRC provided staff assistance to the Coordinating Council on Juvenile Justice and Delinquency Prevention and the Attorney General's Advisory Board on Missing Children; managed a pool of consultant experts who evaluated grant proposals and project results and served as panelists at professional meetings and conferences; and wrote the *Twelfth Analysis and Evaluation of Federal Juvenile Delinquency Programs, Achievements and Challenges: OJJDP's FY 1987 Annual Report*, and *OJJDP Updates* on deinstitutionalization of status offenders, the Paint Creek Youth Center, SAFE POLICY, and private sector probation. JJRC also assisted with special projects requested by the OJJDP Administrator, including preparation of a briefing on high risk youth for the National Drug Policy Board, onsite and followup support for a presentation on youth gangs for Federal agencies, and technical assistance on a program development workshop on missing children.

### *Training in the Prosecution and Investigation of Child Sexual Exploitation*

An interagency agreement between OJJDP and the Justice Department's National Obscenity Enforcement Unit and U.S. Attorney's Office helped train Federal, State, and local prosecutors and investigators during FY 1988. OJJDP funds supported the



production and publication of the *Child Sexual Exploitation and Pornography Prosecution Manual* and enabled Law Enforcement Coordinating Committees to sponsor two conferences to enhance the skills of prosecutors and investigators of child pornography cases.


# III.

## State Compliance with Mandates of the JJDP Act

The Juvenile Justice and Delinquency Prevention (JJDP) Act requires that States receiving formula grants from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) deinstitutionalize status offenders and nonoffenders, provide sight and sound separation of juveniles and adults in detention and correctional facilities, and remove juveniles from adult jails and lockups. The 1988 JJDP Act amendments require OJJDP's *Annual Report* to describe the extent to which each State complies not only with the mandates of the Act but also with the provisions of its own juvenile justice plan.

Within OJJDP, the State Relations and Assistance Division (SRAD) oversees the formula grant program and monitors States' compliance with the JJDP Act. The Division provides training and technical assistance to States receiving formula grants, and awards funds to public and private nonprofit agencies in States that do not participate in the formula grant program to support their goal of achieving compliance with the deinstitutionalization, sight and sound separation, and jail removal mandates of the JJDP Act.

During FY 1988, SRAD completed the audits of States' monitoring systems that support collection of reliable and valid data about juveniles in custody, issued policy statements regarding the *de minimus* standard for compliance with jail removal and the distinction between police custody and incarceration, and funded a major Jail Removal Initiative to help



States that have not been able to comply substantially with the jail removal mandate.

## **The Status of States' Compliance**

Table 1 on the following page depicts each State's compliance with key provisions of the JJDP Act, including Section 223(a)(12)(A), which prohibits secure confinement of status offenders and nonoffenders; Section 223 (a)(13), which requires sight and sound separation of incarcerated juveniles and adults; and Section 223(a)(14), which forbids holding juveniles in adult jails and lockups. Information presented in the Table is based on the States' 1986 monitoring reports that were submitted to OJJDP last year and used by the Office to determine each State's eligibility to receive an FY 1988 formula grant award; more current information will be available during the summer of 1989.

The JJDP Act also requires that States receiving formula grant funds provide an adequate system for monitoring jails, detention centers, and correctional and nonsecure facilities to ensure compliance with the mandates described above. During FY 1987 and 1988, SRAD staff conducted audits of the States to determine the adequacy of their monitoring systems. In general, the audit showed that a majority of the States have established systems that satisfactorily monitor detention centers and adult jails; however, some weaknesses were observed in monitoring law enforcement lockups and in applying statutory and regulatory exceptions during monitoring.

In their audit reports to the States, SRAD staff made specific recommendations to improve deficiencies. Additionally, OJJDP's technical assistance contractor for the States, Community Research Associates, incorporated relevant instruction about common compliance problems into the curriculum for its training workshops for State juvenile justice professionals.

## **State Use of Formula Grant Funds: FY 1988 Multiyear Comprehensive Plans**

Formula grants provided under the Juvenile Justice and Delinquency Prevention Act support programs and services to prevent juvenile delinquency, divert juveniles from the juvenile justice system, provide community-based confinement alternatives, establish and adopt juvenile justice standards, improve sentencing procedures, and facilitate coordination between the juvenile justice and criminal justice systems. States are required by statute to submit 3-year comprehensive plans that are updated annually. Most recently, States submitted multiyear plans for FY 1988 through 1990. They are described below. In general, they show that States not in compliance with the jail removal requirement are spending significant funds to satisfy the provisions of the law, while States that have achieved compliance are working not only to maintain their success, but also to enhance prevention programs, advocacy programs, and information systems. Several States have a plan to target funds to study the disproportionate incarceration of minority youth.

OLDP

Status of States' Compliance  
1986 Monitoring Reports

State	Sec. 223 (a) (12) (A) (Deinstitutionalization)		Sec. 223 (a) (13) (Separation) Compliance	Sec. 223 (a) (14) (Jail Removal)		
	Full	Substantial		Full	Substantial	Noncompliance
Alabama	■		■		■	
Alaska	■		●			■
Arizona	■		■			■
Arkansas	■		■		■	
California	■		●		■	
Colorado	■		●			■
Connecticut	■		■			■
Delaware	■		■	■		
Dist. of Columbia	■		●	■		
Florida	■		■			■
Georgia	■		■		■	
Hawaii <sup>1</sup>						
Idaho	■		●			■
Illinois	■		■			■

TABLE 1

- Designated date for compliance has not been reached.
- 1 Nonparticipating State.
- 2 These were Trust Territories in 1986.

State	Sec. 223 (a) (12) (A) (Deinstitutionalization)		Sec. 223 (a) (13) (Separation)	Sec. 223 (a) (14) (Jail Removal)		
	Full	Substantial	Compliance	Full	Substantial	Noncompliance
Indiana	■		●			■
Iowa	■		■			■
Kansas	■		●			■
Kentucky	■		■			■
Louisiana	■		■		■	
Maine	■		■			■
Maryland	■		●			■
Massachusetts	■		●			■
Michigan	■		■			■
Minnesota	■		■			■
Mississippi	■		■			■
Missouri	■		■		■	
Montana	■		●		■	
Nebraska	■		●			■
Nevada <sup>1</sup>						
New Hampshire	■		■			■

TABLE 1  
(continued)



TABLE 1  
(continued)

State	Sec. 223 (a) (12) (A) (Deinstitutionalization)		Sec. 223 (a) (13) (Separation)	Sec. 223 (a) (14) (Jail Removal)		
	Full	Substantial	Compliance	Full	Substantial	Noncompliance
New Jersey	■		■			■
New Mexico	■		■			■
New York	■		■	■		
North Carolina	■		■	■		
North Dakota <sup>1</sup>						
Ohio	■		■		■	
Oklahoma		■	●			■
Oregon	■		■	■		
Pennsylvania (exempt)	■		■	■		
Rhode Island	■		■		■	
South Carolina	■		■			■
South Dakota <sup>1</sup>						
Tennessee	■		■		■	
Texas	■		■			■
Utah	■		■			■
Vermont	■		●			■

TABLE 1  
(continued)

State	Sec. 223 (a) (12) (A) (Deinstitutionalization)		Sec. 223 (a) (13) (Separation)	Sec. 223 (a) (14) (Jail Removal)		
	Full	Substantial	Compliance	Full	Substantial	Noncompliance
Virginia	■		■		■	
Washington	■		■			■
West Virginia	■		■		■	
Wisconsin	■		■			■
Wyoming <sup>1</sup>						
American Samoa	■		■	■		
Guam	■		■	■		
Puerto Rico	■		■			■
Northern Marianas	■		■			■
Marshall Islands <sup>2</sup>	■		■			■
Micronesia <sup>2</sup>	■		■			■
Palau <sup>2</sup>	■		■			■
Virgin Islands	■		■	■		

● Designated date for compliance has not been reached.  
<sup>1</sup> Nonparticipating State.  
<sup>2</sup> These were Trust Territories in 1986.



## *Alabama*

Alabama established three priorities in its multi-year plan. The State determined that Federal funds would be used to support two of them, while State funds would support the third. In FY 1988, a Community-based Residential Facilities and Alternatives Program provided local juvenile courts with resources so that nonserious juvenile offenders would not have to be confined in jails or other institutional settings. In addition, the Delinquency Prevention Program worked to reduce the number of petitions filed in the State by stressing the need to reach young people before they get into trouble. In FY 1990, State funds will support the Community-Based Youth Diversion Program to diminish the need to adjudicate and institutionalize nonserious juvenile offenders.

## *Alaska*

Alaska budgeted all of its formula grant funds for an Alternatives to Detention Program that is working to bring the State into compliance with the jail removal, sight and sound separation, and deinstitutionalization mandates of the JJDP Act. Alaska plans to achieve compliance through a comprehensive strategy that includes expanding secure and nonsecure alternatives, increasing public and official awareness of the JJDP Act, training law enforcement professionals, promulgating regulations, developing a network to transport juveniles from rural areas to appropriate detention and correctional facilities, implementing 24-hour intake services, and promoting and supporting services to deal with alcohol and substance abuse.

## *Arizona*

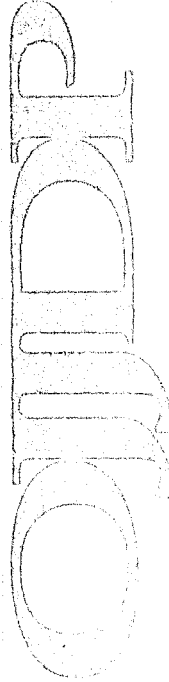
The majority of Arizona's funds are maintaining the State's compliance with the requirements of the JJDP Act, particularly the deinstitutionalization of status offenders. Funds support alternatives to secure detention, such as residential facilities, diversion, crisis intervention and counseling, and transportation services. Recently, the Native American Juvenile Justice Program was added to the State plan to assist Indian tribes in developing alternatives to secure detention for youth on reservations.

## *Arkansas*

Arkansas' single priority for FY 1988 through 1990 is the removal of juveniles from adult jails and lock-ups. Its plan identifies the lack of secure detention facilities and enabling jail removal legislation as impediments that will be targeted for improvement. Arkansas will continue its training programs to support jail removal activities and develop and demonstrate effective alternatives to incarceration.

## *California*

California's juvenile justice plan has three priorities: (1) juvenile delinquency prevention; (2) serious violent juvenile offenders; and (3) jail removal. The State will spend almost half of its formula grant allocation on local government and private, nonprofit programs for status offenders and their families, homeless and runaway youth in need of supervision, community-based alternatives to incarceration, and



school-based projects designed to deter truancy and improve the socioacademic environment. In addition, the State juvenile justice planning agency will assist district attorneys' offices and other agencies in detecting and prosecuting serious juvenile offenders; provide treatment and counseling services for serious and violent offenders; and support statewide efforts to suppress gang violence, train law enforcement, and educate the community about drug abuse, gang activity, and serious, violent offenders. Finally, a major focus of the State plan is to help rural counties that do not have juvenile detention centers or other local alternatives better conform to the jail removal mandate.

### *Colorado*

Colorado's long-term commitment to delinquency prevention is perpetuated in its 3-year plan. School-based prevention programs and law-related education curriculum form the backbone of the plan. In addition, the plan continues Colorado's comprehensive strategy for achieving compliance with jail removal and sets aside significant funds for restitution and substance abuse initiatives.

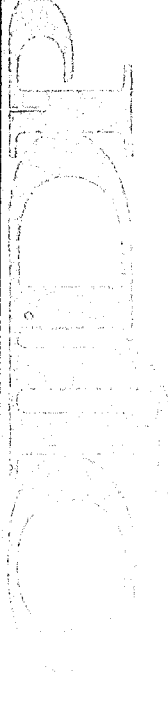
### *Connecticut*

Connecticut's plan identifies the following program areas for action: (1) positive youth development, which will increase opportunities and rewards for youth participation in family and school activities, evaluate and document parent education and support centers, and provide health and safety programs for

classrooms; (2) delinquency prevention, which will develop and support crisis intervention programs and programs that teach coping skills to youth and their families; (3) adjudication of juveniles, which will enhance court processing of juveniles, increase the expertise of court personnel, and ensure public safety by promoting efficient court handling of cases; (4) rehabilitation of juveniles, which will provide comprehensive planning for youth in custody; (5) enhancing the capacity of the juvenile justice system, which will enhance the ability of State and local governments and public and private agencies to conduct effective juvenile justice and delinquency prevention programs; and (6) helping families with service needs, which will promote State and local responsibility and cooperation in handling status offenders by developing a network of services that includes prevention and early intervention programs, crisis intervention, family counseling, alternative education, employment training, and shelter care.

### *Delaware*

Delaware's plan focuses on alternatives to incarceration; drug, alcohol, and mental health services; and delinquency prevention. The Alternatives to Incarceration Program will support restitution and alternative placement screening projects to improve dispositional options available for delinquent youth. Prevention, early intervention, and educational services will be provided to juveniles arrested on drug and alcohol charges through the Drug, Alcohol, and Mental Health Program. The program will also focus on building independent living skills and enhancing self-esteem among troubled youth. Projects planned



for the Delinquency Prevention Program include parenting training for teen parents, tutorial and other support services for high risk youth, and counseling and reentry support services for delinquent youth.

### *District of Columbia*

The District of Columbia has funded three program areas: (1) monitoring, which will enable the District to conduct more comprehensive data collection and analysis in tracking compliance with the JJDP Act; (2) prevention, which targets the problems that place youth at risk of becoming involved in delinquent activities and, therefore, the juvenile justice system; and (3) services for youth already involved in the juvenile justice system.

### *Florida*

Florida plans to spend most of its total formula grant allocation on initiatives that will bring the State into compliance with the jail removal mandate. Other initiatives that will be supported include school-based early intervention programs in high crime areas and innovative strategies to handle incorrigible youth who might otherwise be placed in secure detention.

### *Georgia*

In its plan, Georgia targeted the following program areas for funding: (1) development of a unified, coordinated juvenile justice system that will provide computerized information exchange; (2) training for juvenile court judges; (3) specialized drug and alcohol

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abuse treatment services; (4) inschool probation for delinquent and status offenders; (5) restitution and mediation; and (6) treatment for adolescent sex offenders. Early intervention, prevention, and transitional services for youth returning to their communities will also receive program funding. A Request for Proposals was developed in 1988 to address the overrepresentation of minorities in the juvenile justice system.


### *Hawaii*

Because Hawaii is a nonparticipating State, its formula grant allocation was made to a private, nonprofit organization, the Hawaii Youth Services Network. The Network has worked primarily to assist the State in coming into compliance with the deinstitutionalization mandate of the JJDP Act. Activities include establishing detention criteria, educating the community about deinstitutionalization, developing alternatives to secure detention, developing counseling services for status offenders and their families, and implementing a compliance monitoring system that will collect data to measure progress being made toward achieving compliance with the Act.

### *Idaho*

The primary focus of Idaho's plan is the removal of juveniles from adult jails and lockups. The State plans to develop detention criteria, expand alternative services, establish transportation systems to handle youth in rural areas, and monitor all facilities, including privately operated ones, that hold youth. A





second priority is to support regional councils that coordinate youth services. The goals of this effort are to make service delivery for children uniform throughout the State, provide a youth advocacy forum, and improve the quality of services for children.

### *Illinois*

Eliminating the detention of juveniles in adult jails and lockups is the major emphasis of Illinois' plan. The plan targets three barriers to jail removal: (1) laws and standards that are not adequate to prohibit the jailing of juveniles, (2) the lack of detention screening criteria, and (3) the absence of broad-based support for jail removal. Other priorities include developing effective community-based services for chronic offenders while maintaining public safety; determining the extent and nature of the juvenile sex offender population in the State; and demonstrating the feasibility of treatment programs for juvenile sex offenders.

### *Indiana*

The majority of Indiana's formula grant funds have been directed toward achieving and maintaining compliance with the deinstitutionalization, sight and sound separation, and jail removal provisions of the JJDP Act. Indiana's plan calls for expanding secure and nonsecure alternatives to jails and lockups, placing a jail/lockup monitor in selected counties, providing direct technical assistance to all counties, supporting efforts to pass jail removal legislation, and working with the judiciary to promulgate statewide juvenile detention criteria.

## *Iowa*

Implementing new jail removal statutes and enhancing its whole juvenile justice system are the focuses of Iowa's plan. Efforts will include developing additional alternatives to custodial settings; improving detention facilities and practices, including returning juveniles to their homes; and tracking service needs and compliance with the JJDP Act. The plan also provides funding for policy changes that will institutionalize a child/family centered, prevention-oriented juvenile justice system.

## *Kansas*

Alternatives to jail are the top priority of the Kansas plan. Options such as holdover facilities modeled after those in Michigan, expanded intake services, and additional secure detention beds for rural areas are being pursued. Kansas' plan also devotes funds to compliance monitoring, training for juvenile justice personnel, and accreditation of detention and correctional facilities.

## *Kentucky*

Kentucky is directing most of its formula grant funds toward achieving compliance with the jail and lockup removal provisions of the JJDP Act. The plan calls for expanding nonsecure residential alternatives for status and minor delinquent offenders and providing funds to transport youth who require secure custody to juvenile detention centers. A portion of Kentucky's formula grant is being made available for prevention services.



## *Louisiana*

Louisiana's plan provides funding for four program areas. Jail removal will receive the largest allocation. A second priority includes establishing home detention/supervised release programs for preadjudicatory youth so that more space will be available for secure detention, acquiring equipment, renovating detention and correctional facilities, and handling serious female juvenile offenders. A third priority will be to support research, planning, and evaluation for juvenile justice issues and programs. The fourth program area will train juvenile justice officials and conduct a statewide conference for juvenile justice professionals and youth.

## *Maine*

Two program areas will be funded in Maine's plan. A Juvenile Justice System Program will support State compliance with the JJDP Act. A Jail Diversion Pilot Project will fund two initiatives that offer alternative placements for youth who otherwise would have been inappropriately confined in adult jails.

## *Maryland*

Maryland's Juvenile Justice Advisory Council selected the development of a jail removal compliance monitoring data base as the top priority for its plan. Other priorities that will be funded are services for children in need of supervision (CINS), including an intensive truancy project, mediation services for CINS' families, and 24-hour family crisis intervention; an alcohol and drug abuse prevention and treatment

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program; delinquency prevention projects; child abuse and neglect prevention and treatment programs; and services to serious, violent juvenile offenders.

### *Massachusetts*

The plan for Massachusetts directs the majority of the State's formula grant funds toward jail removal. Substance abuse peer prevention programs, dropout prevention through inschool supervision, and alternatives to detaining juveniles in police lockups also will receive support.

### *Michigan*

Michigan has chosen to spend its formula grant funds on activities designed to achieve and maintain compliance with the deinstitutionalization and jail removal provisions of the JJDP Act. Its plan calls for developing additional nonsecure holdovers, expanding existing youth attendant programs statewide, and helping sheriffs' departments and municipal police agencies to establish written policies and procedures to guide the handling of juveniles in their custody. Training will be provided to State and local officials on using the valid court order exception to deinstitutionalizing status offenders.

### *Minnesota*

Jail removal and prevention consistently have been among Minnesota's major formula grant emphases. The State's plan continues these objectives. Its

Prevention Program supports services for at risk youth that are provided by nonprofit organizations as well as government agencies outside the juvenile justice system, while its Jail Removal Plan develops alternative detention options. Minnesota's goal is to coordinate community-based services to strengthen the family and reduce out-of-home placements. Its plan also addresses diversion and postadjudication alternatives.

### *Mississippi*

Mississippi's plan targets four program areas for funding: (1) the development and enactment of legislation prohibiting detention of juveniles in adult jails, and the establishment of alternative programs in rural areas and uniform statewide intake and detention screening criteria; (2) elimination of the use of secure detention facilities as placement alternatives; (3) delinquency prevention; and (4) rehabilitation of serious and violent juvenile offenders.

### *Missouri*

Increasing availability of alternatives to detention, improving detention programs, and establishing delinquency prevention programs that strive to increase youths' self-worth are the goals of Missouri's plan. Training, technical assistance, and coordinated communication among providers at the State and local level are top priorities of the plan. The State is beginning to study current court data to determine whether minority youth are handled differently and, if so, the causes and conditions that contribute to the

problem. In addition, it is conducting a needs assessment of juvenile justice service programs to bring about more specialized resources such as restitution and law-related education and establish model programs for violent juvenile offenders.

### *Montana*


Montana's plan focuses on removing juveniles from jail by offering alternatives for youth who require secure holding and by stimulating the use of innovative programs to reduce the need for placing youth in detention.

### *Nebraska*

Nebraska's plan targets deinstitutionalization of status offenders and jail removal as its top priorities. Initiatives supported by formula grant funds will include shelter, group, and foster care homes; attendant care facilities; volunteer emergency care programs; inhome detention; and programs that promote coordination and networking among service providers.

### *Nevada*

Nevada was a nonparticipating State until June 25, 1987, when it received its first formula grant award from OJJDP. Nevada directed all of its FY 1988 formula grant to meeting the deinstitutionalization, sight and sound separation, jail removal, and compliance monitoring mandates of the JJDP Act. The State funded a status offender program that



transports juveniles who require secure detention from remote areas where there are no detention facilities to areas where such facilities exist. Nevada also developed alternatives to secure detention and designed awareness programs for probation officers and child care practitioners to teach them about the usefulness of nonsecure alternatives. A comprehensive monitoring system was also developed to collect and report data about the status of the State's compliance with the JJDP Act.

### *New Hampshire*

New Hampshire's plan devoted the majority of the State's formula grant funds to removing juveniles from adult jails and lockups. The remaining money will support primary prevention programs.

### *New Jersey*

New Jersey's plan identifies nine program areas for funding: (1) aftercare and parole services, (2) alcohol and drug abuse prevention and treatment, (3) alternatives to incarceration/commitment, (4) alternatives to secure detention, (5) community-based services for delinquent youth, (6) compliance monitoring, (7) delinquency prevention, (8) training for juvenile justice personnel, and (9) State-level youth-serving initiatives.

### *New Mexico*

The plan for New Mexico focuses on assisting those counties that have the greatest need for alter-

native services for status offenders and juveniles in jail. New Mexico's plan also addresses serious juvenile offenders; delinquency prevention; and the development of intake, screening, and detention standards.

### *New York*

New York's plan directs funds to the following priorities: (1) delinquency prevention/diversion, (2) services and program development for detained and incarcerated youth, (3) dispositional alternatives for juveniles, (4) court processing, (5) compliance monitoring, and (6) systems planning and interagency coordination.


### *North Carolina*

North Carolina's plan targets four major program areas. Funds will be made available for (1) early intervention projects; (2) replication of classroom and family programs; (3) replication of inhome services; and (4) expansion of primary prevention efforts that address poverty, unemployment, substance abuse, lack of education, health problems, family violence and abuse, and child victimization.

### *North Dakota*

Because North Dakota is a nonparticipating State, its formula grant funds were awarded to the North Dakota Association of Counties, which is working to help the State achieve compliance with the JJDP Act and move toward participation in the Formula Grant





Program. Its efforts have focused on developing alternatives both to jailing juveniles and securely detaining status offenders.

### *Ohio*

The plan for the State of Ohio provides a comprehensive response to identified juvenile justice needs. The State will conduct local needs assessments and statewide research on juvenile crime; increase coordination of youth-related policies; develop community-based residential alternatives to currently overcrowded training schools for nonserious juvenile offenders; and enhance programs that target serious and violent juvenile offenders. Ohio will also increase the number of secure and nonsecure custodial alternatives, including home detention programs, to help ensure its compliance with the jail removal and deinstitutionalization mandates.

### *Oklahoma*

The Oklahoma plan is based on an effective analysis of juvenile crime problems and juvenile justice needs. The State's strategy will focus primarily on achieving and maintaining compliance with the JJDP Act. Once this goal has been accomplished, remaining resources will be devoted to delinquency prevention. State jail removal legislation that closely parallels the Federal law improved Oklahoma's ability to conform with the mandates of the JJDP Act. The legislation assures that the failure to remove juveniles from adult jails and lockups will be handled as a violation of State law.

## *Oregon*

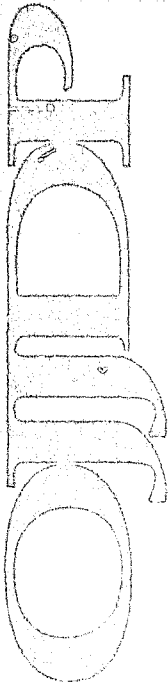
The Oregon State Advisory Group has designated primary delinquency prevention as the top priority of its plan. This program will support a statewide youth development initiative. During FY 1988, training and technical assistance were key activities; in the coming years, several demonstration projects will be established. Oregon also plans to promote advocacy for at risk girls, and research and advocacy on the issue of minority youth in the juvenile justice system.

## *Pennsylvania*

Pennsylvania's plan directs funds to the following five projects: (1) system improvements, including the development of alternatives to secure detention in Philadelphia to relieve overcrowding; (2) establishment of alternatives to police lockups to reduce the number of juveniles held longer than 6 hours by police; (3) development of juvenile residential placements for adjudicated delinquents in Philadelphia; (4) serious violent habitual juvenile offender initiatives; and (5) family-focused treatment programs.

## *Rhode Island*

Rhode Island's plan focuses on three programmatic areas. A high priority is placed on advocacy to build public support for the welfare of children. Juvenile delinquency prevention programs that involve both youth and their community also are receiving significant attention. Finally, technical assistance is supported to ensure the successful implementation



and institutionalization of programs for youth in the social services delivery network.

### *South Carolina*

The plan for South Carolina funds five program areas: (1) alternatives to adult jails and lockups; (2) prevention and residential services for adjudicated youth; (3) planning, research, and evaluation; (4) technical assistance and training; and (5) improving State and local service delivery to children.

### *South Dakota*

Since South Dakota was funded as a nonparticipating State in FY 1988, it had to use all of its funds to achieve compliance with the mandates of the JJDP Act. The recipient of South Dakota's allotment, the South Dakota Association of Counties, has collected data on juveniles in jails in the State, submitted a legislative package that will move the State toward compliance, and provided technical and financial assistance to local governments for establishing alternatives to jail for juveniles.

### *Tennessee*

The plan for Tennessee directs funds to the following eight programs: (1) advocacy for the needs of children, to educate the public and legislators about improvements that should be supported; (2) incarceration and commitment alternatives to ensure appropriate placements; (3) compliance monitoring to determine the nature and scope of barriers to confor-

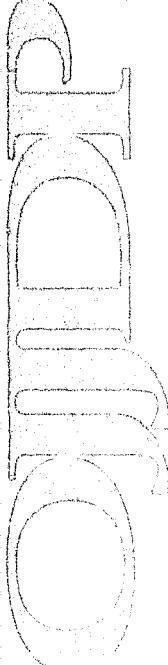
mity with the JJDP Act; (4) data base development to support needs assessments and program planning for at risk youth; (5) delinquency prevention to provide constructive, positive activities for youth, including vocational training; (6) jail removal to maintain compliance with the JJDP Act by training court personnel and establishing alternatives to incarceration such as therapeutic services for preadjudicatory youth; (7) juvenile court and probation services to increase the number of support staff and coordination of community resources; and (8) residential placement facilities to increase alternatives available to the juvenile justice system.

### *Texas*

The Criminal Justice Division of the Office of the Governor submitted a plan that seeks to assure Texas' compliance with the deinstitutionalization and jail removal mandates of the JJDP Act. This goal will be accomplished through 60 to 70 subgrants awarded through Purchase of Services Agreements to juvenile courts, probation departments, and regional councils to provide alternatives to secure detention, including shelter care and counseling services. Approximately 80 percent of Texas' juvenile-court-age population lives in areas served by the recipients of these subgrants.

### *Utah*

To reduce violations of the deinstitutionalization of status offenders requirement, Utah will work toward increasing cooperation among juvenile justice agencies, developing alternatives to detention, and institut-



ing guidelines that will stop the use of secure care for juveniles who have not committed criminal acts. One program in the State's plan supports educational programs for the Division of Youth Corrections and local law enforcement to teach them about Federal and State regulations. In addition, Youth Service Centers will help resolve problems between runaway, ungovernable, dependent, and homeless youth and their parents or guardians so that the youth can either return home or be placed in an acceptable alternative environment.

### *Vermont*

Vermont's plan identifies three program areas for funding: primary prevention, jail removal, and diversion. The immediate goal of primary prevention is to promote proven community-based programs for juveniles, while its long-range goal is to reduce the incidence of socially destructive behaviors, including child abuse and neglect, delinquency, substance abuse, and domestic violence. Jail removal will develop suitable alternative placements by funding alcohol and drug treatment projects, group homes, home detention programs, pretrial detention programs, and training and technical assistance. Finally, the Diversion from Formal Court Processing Program will support emergency shelter care, family crisis intervention, mediation, and alcohol and drug abuse counseling.

### *Virginia*

Virginia's plan supports three program areas. The State will direct the greatest amount of its funds

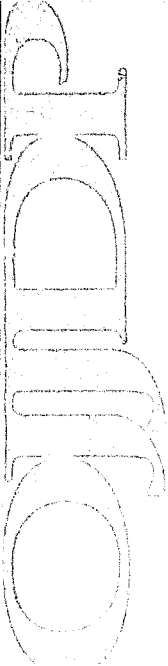
toward improving coordination in program planning and establishing public and private agencies' residential and outpatient services for juveniles throughout the State. Diversion programs to keep youth from further involvement in the juvenile justice system will offer a variety of options to local law enforcement and intake offices. Finally, Virginia will improve the quantity and quality of community-based residential and nonresidential programs that provide education, employment, counseling, referral, and diagnostic services.

### *Washington*

Washington has been in compliance with the JJDP Act for several years. Thus, its plan focuses on maintaining the State's successful record, primarily through prevention programs. The plan strives to combat child abuse, improve detention, and address the problems of alcohol and drug abuse as well as serious habitual offenders. Activities also target compliance monitoring and further development of intake, screening, and detention standards.

### *West Virginia*

Under its plan, West Virginia is creating a State Council for Children's Services to develop evaluation tools, track problem children, and design appropriate intervention approaches that will identify problem behaviors in very young children and provide solutions before the problems become severe. The plan also cites continuation of prevention efforts and technical assistance and training, and the establishment of a juvenile justice information system as priorities. Use



of a wilderness program to reduce recidivism is also being considered, although it has not been funded yet.

### *Wisconsin*

Wisconsin's plan concentrates on jail removal. It addresses both secure and nonsecure alternatives and transportation for juveniles to approved detention centers, and examines the systemic barriers to achieving compliance with jail removal.

### *Wyoming*

Because Wyoming was funded as a nonparticipating State in FY 1988, it had to use all of its JJDP Act money to achieve compliance with the statutory mandates. Wyoming's FY 1988 plan, submitted by Mountain Plains Youth Services, Inc., calls for pilot projects in two or three judicial districts to reduce unnecessary secure detention and provide alternative custodial programs.

### *American Samoa*

The plan for American Samoa targets the island's growing child abuse problem and calls for enhancing shelter care programs. Truancy, drug and alcohol abuse in schools, and first-time offenders are also addressed in the plan. Use of training funds for service providers will be improved by incorporating into training courses presentations by professionals who have attended seminars and workshops outside of the island.

## *Guam*

Guam's plan is aimed at developing a comprehensive data base that can collect and report data about the island's increasing juvenile crime. Alternative placements for status offenders, improved secure detention facilities, and alcohol and drug prevention programs are also important components of the plan.

## *Puerto Rico*

Puerto Rico's plan directs funds to the following five programs: (1) delinquency and drug abuse prevention, (2) restitution, (3) recreational and education services for retarded youth, (4) the Youth Legal Center for low income families, and (5) a compliance monitoring system.

## *Northern Marianas*

Resolving its juvenile corrections problems is the top priority for the Northern Marianas. Its plan also addresses school dropouts, youth unemployment, families in trouble, and first-time offenders ages 14- to 17-years-old. All of the island's efforts will work toward increasing the skills of service providers.

## *Marshall Islands*

A major goal of the Marshall Islands' plan is achieving compliance with the JJDP Act. Other goals include teaching job search skills to youth, promoting and improving family life, offering constructive recreational activities, and providing alternatives to drugs



and alcohol. The Marshall Islands will continue its most successful programs, which develop and promote youth apprentice skills and alternative sentencing models. The Islands will also continue a program based on the Outward Bound model, as well as one that establishes village-based youth clubs.

### *Micronesia*

Micronesia's current plan contains two main thrusts: (1) to make funds available to the State Advisory Group so that it can determine the best allocation of funds to ensure a self-sustaining juvenile justice system when JJDP monies are discontinued as a result of independence; and (2) to develop a delinquency prevention model based on current programs in the State of Yap that can be used throughout Micronesia's four States. Micronesia has appointed a State Advisory Group that includes individuals who served on the Trust Territory Advisory Group as well as representatives of youth and community-based agencies providing services to delinquent and at risk youth. The State Advisory Group will revise Micronesia's current plan once it completes its assessment of the Territory's current juvenile justice system.

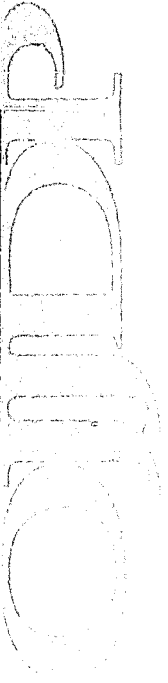
### *Palau*

The goal of the plan submitted by the Republic of Palau is to develop a juvenile justice system based on the successful community planning efforts that were created under the supervision of the Trust Territory of the Pacific. While part of the Trust Terri-

tory of the Pacific, Palau had no substantive role in the national government's programs; it functioned as a separate entity for programming purposes. The plan will increase the knowledge and skills of juvenile justice professionals who work in existing agencies and will blend the efforts of these agencies into a more cohesive juvenile justice system.

### *Virgin Islands*

The Virgin Islands' plan addresses the severe school dropout and youth unemployment problems in the Territory by supporting programs that help build youths' self-worth and teach personal values. Additionally, the Territory will aggressively implement parenting skills training to reduce juvenile delinquency that may result from poor parenting.



# IV.

## Programs Funded Under Parts C and D of the JJDP Act

Prior to the 1988 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act, Part C consisted only of the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) programs. The reauthorization consolidated the programs of NIJJDP and OJJDP's Special Emphasis Division under Part C, National Programs. The amended legislation also established a new section, Part D, Prevention and Treatment Programs Relating to Juvenile Gangs and Drug Abuse and Drug Trafficking. However, Congress did not appropriate funds for Part D.

This chapter describes more than 35 OJJDP programs funded during FY 1988. It also reports on the results of program evaluations, as well as the feasibility of program replicability by Federal, State, or local public and private agencies.

Last year, OJJDP sponsored delinquency prevention programs in the areas of family strengthening, law-related education, and school violence; sponsored research on critical juvenile justice issues, policies, and programs; established demonstration projects to identify effective, innovative programs for responding to juvenile justice problems; provided training for juvenile justice professionals; supported collection and dissemination of information about the prevention, treatment, and control of juvenile delinquency; assisted State Advisory Groups to accomplish the objectives of the JJDP Act; and enhanced community-based alternatives.



## Illegal Drugs and Alcohol

Although the 13th annual survey of drug use among high school seniors and other young adults (conducted by the University of Michigan in 1987) showed a steady decline in the use of most illicit drugs, much work remains to be done to eliminate the drug crisis facing our Nation. Fifty-seven percent of the seniors reported trying an illegal drug; 66 percent identified themselves as current users of alcohol. Drug use among high risk populations such as school dropouts is likely much higher. In addition to being consumers, some youth also traffic in illegal drugs. Drug dealers recruit juveniles to be spotters and lookouts, using large profits to lure them away from school and legitimate employment. OJJDP's FY 1988 drug and alcohol programs included research to examine why some high risk youth become involved with illegal drugs while others do not; demonstration programs to help youth in public housing avoid drugs and to identify comprehensive community-based strategies to prevent youth from using drugs and alcohol; and dissemination programs to promote effective legislation, inform community decision-makers about high risk youth issues, promulgate drug testing guidelines, and train probation and parole officers to recognize juveniles who need drug abuse treatment.

### *Alternative School Program*

Cities in Schools (CIS) is a school dropout prevention program that identifies the needs of youth who are likely to drop out of school and coordinates community resources to help these high risk youth and


their families. (See page 81 of this Report for a description of Cities in Schools.) Recently, CIS developed a model alternative school program offering intensive education services, social services, vocational education, and employment opportunities to potential high school dropouts who are at great risk of using illegal drugs or engaging in delinquent behavior.

Through a public-private venture involving support from OJJDP and Burger King Corporation, CIS will replicate the alternative school concept in 10 communities nationwide, including Miami, home of the Burger King Corporation. As part of this project, Burger King Corporation has agreed to make scholarship funds and corporate training opportunities available to CIS students who stay drug free.

This demonstration program was designed to be replicated by States and localities. Because site activity has not been completed, replication is not advisable at this time.

### *Analysis of Patterns of Drug Abuse by Inner-City Youth*

Inner-city minority youth appear to constitute a disproportionately large percentage of the high risk groups for both drug abuse and drug-related crime. Many such youth, however, do not become drug users or criminals. The Urban Institute interviewed a sample of 387 adolescent males from Washington, D.C., to identify the factors that distinguish those in the group who have not developed drug-related problems from those who have. The research sub-



jects were primarily inner-city black male dropouts or students in the 9th and 10th grades in schools serving the poorest neighborhoods of the District of Columbia. They were asked about their family life, their exposure to drugs, the support systems available to them, and their interactions with the criminal justice system. The researchers supplemented the interview data with information from official school and criminal justice system records.

During FY 1988, the researchers finalized the survey design and collected data. The project has been completed and a report on the findings is being reviewed.

The methodology of this research project could be replicated by those interested in conducting similar research at the State or local level.

### *Boys Clubs in Public Housing*

Service to disadvantaged boys and girls is the primary mission of Boys Clubs of America (BCA). In keeping with its primary mission, BCA is conducting an 18-month demonstration project to establish four Boys and Girls Club units in public housing projects. Specifically, BCA will: (1) identify four public housing projects as sites for a Boys and Girls Club unit and work with the local BCA organization to establish an advisory board, employ and train staff, and develop a budget; (2) provide materials, training, and technical assistance to enable each unit to implement the BCA Targeted Outreach Program, including creation of a youth development program, recruitment of 400 Club members, formation of linkages with community-

based service providers, and implementation of a system to monitor the progress of 100 at risk youth; and (3) provide materials, training, and technical assistance to prepare each unit to implement Smart Moves—the BCA alcohol, drug, and pregnancy prevention program. The experience and knowledge gained from this project will help launch a national campaign to reach hundreds of at risk youth who reside in public housing.

This demonstration project was designed to be replicated by States and localities. Because site activity has not been completed, replication is not advisable at this time.

### ***Community-based Anti-Drug and Capacity-Building Demonstration Project***

The National Center for Neighborhood Enterprise (NCNE) is using the strengths and resources of neighborhood organizations to build a successful campaign against drug abuse and drug-related crimes. NCNE is collecting information about programs that have been effective in drug prevention, treatment, and rehabilitation, and is assessing whether they can be adapted in other neighborhoods. Through this project, NCNE will expand its clearing-house that contains state-of-the-art descriptions of neighborhood programs and how-to manuals to help neighborhoods establish anti-drug and delinquency prevention programs.

The project will also include a national satellite teleconference to disseminate information about the community programs, gather information, and pro-



mote neighborhood-based efforts to reduce juvenile drug use. The teleconference will originate in Washington, D.C. NCNE will provide low cost access to many neighborhood groups throughout the country; approximately 1,400 to 2,000 individuals are expected to participate.

This demonstration project was designed to be replicated by States and localities. Because site activity has not been completed, replication is not advisable at this time.

### ***Drug Identification Program for Juvenile Probation and Parole Personnel***

The purpose of this project is to adapt the Los Angeles Police Department's (LAPD) Drug Evaluation and Classification Process and Training Curriculum for use by juvenile probation and aftercare workers to help them identify juveniles under their supervision who may be using illicit drugs. Conducted jointly by the American Probation and Parole Association and Council of State Governments, the project will enable more timely identification of juveniles who should receive intensive screening and diagnostic services. Besides creating a training curriculum and manual, the project will teach 25 to 30 juvenile probation and parole officers how to use the curriculum.

To date, the project staff has conducted a detailed review of the LAPD Drug Recognition Expert Training Program to learn about the types of information produced by the identification and classification process, the ways it can be used, and the training curriculum

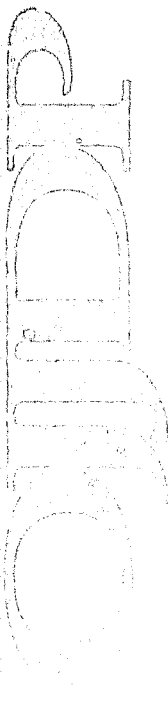
and education required for drug recognition experts. Staff will determine the feasibility of using this kind of identification and classification process in a probation and parole setting. Eventually, if the project's identification and classification process proves useful for probation and parole personnel, it may be adapted to other parts of the juvenile justice system such as intake or detention.

This project is intended to provide training to States and local jurisdictions regarding methods for identifying juveniles who use illegal drugs. The training developed through this project will be suitable for replication.

### *Drug-Related Accountability Package*

The National Council of Juvenile and Family Court Judges incorporated into its Juvenile Court Training Program a plan to identify effective legislation that supports holding families and youth accountable for illegal drug use. (The Juvenile Court Training Program is described on page 91 of this Report.) This project involves identifying existing State statutes that promote user accountability; reviewing how the legislation was developed, passed, and implemented through policy and programs; and developing recommendations regarding the components of effective accountability legislation.

This project is intended to provide information to States and local jurisdictions about legislation that has been enacted to ensure accountability for illegal drug use. The materials developed through this project will be suitable for replication.



## ***Drug Testing Guidelines for the Juvenile Justice System***

This project, being conducted by the American Probation and Parole Association, is developing drug testing guidelines for juvenile probation and parole agencies to help reduce illegal drug use among high risk youth. The guidelines, which will be disseminated nationally, will propose criteria for determining: (1) who should be tested, (2) which testing procedure is most appropriate, (3) who should conduct the tests, and (4) how the test results should be used. Once this project is completed, State and local governments can use the guidelines to implement drug testing as a condition of probation or parole.

A major objective is the systematic analysis of drug testing practices and procedures, particularly as they relate to juvenile probation and parole operations. An extensive literature review has been completed to identify those critical issues, and an assessment of existing drug testing programs is planned. The results will guide policymakers and practitioners who develop chemical drug testing procedures for juvenile probation and parole agencies.

This project is intended to provide information about drug testing procedures to States and local jurisdictions. The information developed through this project will be suitable for replication.

## ***National Information Package on High Risk Youth***

The National Information Package on High Risk Youth, "Building a Future Without Drugs," is being

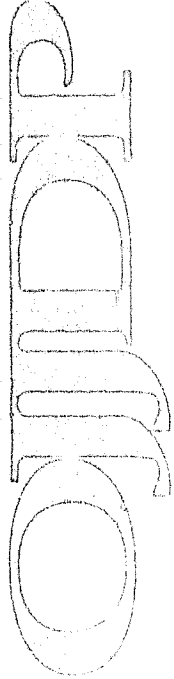
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developed by OJJDP's Juvenile Justice Clearinghouse. This package will offer communities guidance on how to identify the scope of their youth drug problem and will suggest effective community strategies to respond to the problem. It will describe the risk factors that make youth particularly vulnerable to illegal drug use, as well as promote a systemwide planning process to organize key decisionmakers to address their community's high risk youth problems. A list of relevant reading materials and programs across the United States will complete the package. "Building a Future Without Drugs" will be available in mid-1989.

This project is intended to provide information to States and local jurisdictions about illegal drug use among high risk youth. The information developed through this project will be suitable for replication.

### *Youth Drug and Alcohol Abuse: Introduction of Effective Systemwide Strategies*

OJJDP and the National Highway Traffic Safety Administration (NHTSA) are working together through the Pacific Institute for Research and Evaluation to help five demonstration communities coordinate their drug prevention activities. This program is helping them identify substance abuse problems and the resources available to deal with them, articulate responsive policies and design systemwide strategies, establish a program implementation plan, and monitor operations and results. During FY 1988, OJJDP supplemented the project to include training for juvenile justice decisionmakers and strengthen law enforcement and court processing of drug-related cases from arrest through disposition.



In FY 1988, the project sponsored a conference for selected national, private, nonprofit organizations to define anti-drug needs, explain and disseminate information about responses to youth drug and alcohol abuse, and foster coordination and cooperation both among the organizations and between them and the Federal Government. A student training program called TEAM SPIRIT, which is part of the NHTSA TEAM (Techniques for Effective Alcohol Management) Program, will train youth in ways to resist drug use and educate them about the dangers of drug and alcohol.

This demonstration project was designed to be replicated by States and localities. Because site activity has not been completed, replication is not advisable at this time.

## **Youth Gang Programs**

A panel of experts, representing law enforcement, prosecution, corrections, education, and community-based service providers, spoke to the Coordinating Council on Juvenile Justice and Delinquency Prevention in June 1988, and recommended two steps to combat escalating gang violence: (1) reform the juvenile justice system so that it holds juvenile offenders more accountable for their illegal actions, and (2) intensify efforts to keep youth from joining gangs. Youth gangs are not a new phenomenon in America. During the past two decades, however, gangs have assumed alarming new characteristics, due largely to competition for the lucrative illegal drug trade. This competition has led to increased recruitment of youth by older gang members, indiscriminate killings, and

the spread of gangs into suburban areas as well as small and midsize cities across the country. In FY 1988, OJJDP supported two major programs to help communities deal with emerging and ongoing gang problems.

### *Gang Community Reclamation Project*

Gangs create widespread fear among community residents and force out businesses and public and private agencies that offer youth opportunities. Through the Gang Community Reclamation Project, OJJDP is helping four communities in Los Angeles County systematically confront the continued escalation of unlawful and violent youth gang activity. It is focusing on prevention and suppression of gang-related crime, as well as the treatment of gang offenders, through intensive coordination of system and community-based resources and activities. Community residents, businessmen, school administrators, and representatives of community services, public housing, recreation, mental health, and juvenile justice agencies are working together in a united front against gang violence.

Fragmented services and programs will be coordinated and concentrated to address the gang problem. First, law enforcement will secure a community, and then services and programs will be established to prevent and control unlawful gang activity and offer youth alternatives to gang membership.

To date, the gang problem in the target areas has been described, the agencies that will respond have been identified, and an inventory of available resources has been prepared. OJJDP's grant is sup-

porting planning and development activities; necessary services will be funded locally.

OJJDP believes that implementing this program in areas of Los Angeles where the juvenile gang problem is emerging will provide the greatest opportunity to determine its potential for replication in other cities. If the Los Angeles model of coordinated systemwide services proves successful, strong justification will exist to support replication in additional communities.

This demonstration project was designed to be replicated by States and localities. Because site activity has not been completed, replication is not advisable at this time.

### *The National Youth Gang Conference*

OJJDP invited teams of policymakers from 19 cities that are beginning to experience gang problems to a national conference in Los Angeles, where experts from cities with chronic youth gang problems shared their strategies for responding to youth gangs. These teams represented law enforcement, prosecution, the judiciary, court service agencies, community service agencies, and the school system. The conference helped them work together to design specific communitywide approaches to prevent, intervene in, and control youth gangs.

The conference (1) provided a national perspective on youth gangs; (2) gave cities with chronic gang problems an opportunity to share their experiences with cities whose gang problems are emerging; (3) described effective programs for each juvenile justice

system component; (4) helped each participating jurisdiction define its problems, needs, and resources; (5) presented a systemwide approach to resolving gang problems; and (6) created an informal network to promote information sharing and coordination among cities experiencing illegal gang activities.

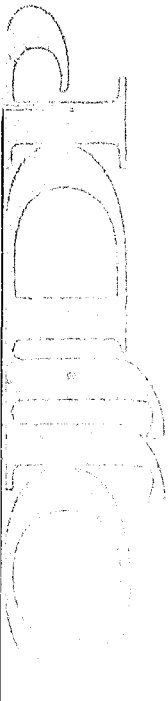
OJJDP, in conjunction with the International Association of Chiefs of Police and the National District Attorneys Association, hosted the conference in January 1989. OJJDP will publish and disseminate an *OJJDP Bulletin* sharing the information presented at this conference.

This project was intended to provide information to States and local jurisdictions about comprehensive community-based strategies to respond to youth gangs. The information developed through this project is suitable for replication.

## Serious Juvenile Crime

Research conducted by the University of Pennsylvania confirms earlier findings that a small percentage of juveniles is responsible for the majority of all juvenile crimes. Results showed that 7.5 percent of 14,000 men born in Philadelphia in 1958 were responsible for 61 percent of all offenses committed by the men in the cohort. The most recent *Uniform Crime Report* indicates that in 1987, there were 1,781,240 arrests of juveniles for Part I crimes, including murder, nonnegligent homicide, forcible rape, robbery, aggravated assault, burglary, larceny/theft, motor vehicle theft, and arson.





To help communities respond to serious juvenile offenders, OJJDP supported four initiatives specifically aimed at this population during FY 1988. Demonstration projects tested the utility of private-sector and coordinated case management responses, while research assessed the outcome of private-sector corrections programs and further examined the criminal careers of the 1958 Philadelphia birth cohort.

### *Private Sector Corrections Initiative for Chronic Serious Juvenile Offenders*

The Private Sector Corrections Initiative for Chronic Serious Juvenile Offenders was a research and development effort designed to determine the capacity and ability of the private sector to manage an experimental correctional program for chronic serious juvenile offenders. OJJDP awarded funds to New Life Youth Services, Inc., in Cincinnati, Ohio, to establish a private-sector program for juveniles. The program, Paint Creek Youth Center, provides a full range of services, including education, family support counseling, drug abuse counseling, vocational training, and employment, to youth who were randomly assigned to the Center by the juvenile court or a State correctional treatment center.

OJJDP awarded a separate grant to the RAND Corporation to evaluate Paint Creek Youth Center. Although final results are not yet available, some of the preliminary findings (described on page 68 of this Report) are promising.

Program documentation, combined with evaluation results from the RAND Corporation, will give State corrections agencies sufficient information to deter-


mine whether they want to establish programs based on the Paint Creek model and whether they should contract with private-sector providers for corrections services. The State of Ohio continued to use Paint Creek after Federal support ended and, in addition, has expressed an interest in replicating the program statewide.

This demonstration project was designed to be replicated by States and localities. It is suitable for replication.

### *Evaluation of OJJDP's Private Sector Corrections Initiative for Chronic Juvenile Offenders*

For many years, States and local jurisdictions have struggled with the issue of how best to deal with chronic serious juvenile offenders. What types of services are needed? What type of setting is most appropriate? How should services be delivered? To help State and local jurisdictions establish effective programs for serious habitual offenders, OJJDP is supporting an evaluation of promising, innovative, correctional approaches for dealing with this population.

The RAND Corporation is assessing the effectiveness of selected private-sector programs in reducing recidivism among serious juvenile offenders. The study uses an experimental design to compare the recidivism rates of youth in the private-sector programs with the recidivism rates of youth in other correctional programs. Researchers also are examining the management and programming techniques of private-sector vendors and the regulatory factors that



affect the quality and growth of private-sector programs. To date, project staff has documented the policies, procedures, and practices of the programs being evaluated. Followup data on youth subjects is currently being collected.

Of the four programs originally selected for evaluation, only the Paint Creek Youth Center, located in Cincinnati, Ohio, completed the experimental design. Preliminary findings include the following:

- (1) Youth at Paint Creek had more favorable attitudes toward their program than youth from the Department of Youth Services (DYS) institutions.
- (2) The average length of stay for youth committed to Paint Creek was 362 days, compared to 274 days for youth placed in Department of Youth Services institutions. Twenty-three percent of the youth initially placed in Paint Creek were removed from the program prematurely and completed their terms in regular DYS institutions.
- (3) A record check for 44 youth released to Hamilton County, Ohio, revealed that, during their first year after release, 71 percent of youth in the control group had been arrested, while 50 percent had been arrested *and* committed to DYS custody. Fifty-five percent of youth from Paint Creek had been arrested, and 15 percent had been arrested *and* committed to DYS or State prison.
- (4) Analysis of followup interviews with the youth revealed an overall low rate of employment (27 percent) and little difference between control and experimental youth in the percentage employed, attending school, using drugs, or committing property crimes.

The methodology of this research program could be replicated by those interested in conducting similar research at the State or local level.

*Juvenile and Adult Criminality in the Life Experiences of the 1958 Philadelphia Birth Cohort*

To assess transitions from juvenile delinquency into adult criminality, this project is tracking into adulthood individuals born in Philadelphia in 1958. Researchers at the University of Pennsylvania are examining official justice system data on approximately 27,000 men and women and are interviewing selected subjects to learn about their criminal and victimization histories; mental and physical health histories; drug and alcohol use; stress and life events; family; child abuse and neglect; peer and gang influences; and employment, educational, and income histories. Because the interview instrument developed under this study examines many factors relevant to delinquent and criminal behavior, the research community can benefit from its use and from secondary analyses of the official records and interview results.

Researchers have drafted a technical report on the data they collected from Philadelphia police and court records. The report discusses such issues as the age of delinquency onset and desistance, development of criminal careers, offense switching patterns, and factors that predict delinquency onset and desistance. Currently, they are preparing the data tapes and associated documentation to make them available to the research community for further analysis.

The methodology of this research program could be replicated by those interested in conducting similar research at the State and local levels.

### *The Serious Habitual Offender Comprehensive Action Program*

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) helps jurisdictions develop coordinated systemwide procedures to identify, track, and control juveniles who repeatedly commit crimes. SHOCAP encourages the entire juvenile justice system, including corrections, prosecutors, police, courts, schools, and community aftercare services to work together to: (1) develop procedures for the early identification and tracking of juvenile offenders; and (2) improve the flow of information among service system components to eliminate or reduce pretrial delays, case dismissals, plea bargaining, and sentence reductions for serious juvenile offenders.

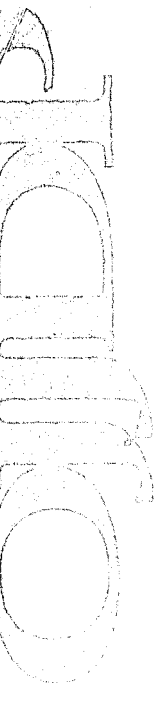
This national demonstration initiative is now entering its third year of program replication. OJJDP has provided 26 jurisdictions with specialized training and technical assistance to help them implement SHOCAP. Three of the initial SHOCAP test sites serve as host centers for jurisdictions coming into the program, enabling prospective participants to get a firsthand look at SHOCAP operations and results. OJJDP funds support the development of training modules, instruction for practitioner trainers, and specialized technical assistance.

SHOCAP has been widely accepted by practitioners and State legislators. The States of California and Florida, where two of the original test sites were located, have enacted laws that reflect SHOCAP concepts. Researchers from the RAND Corporation have concluded that SHOCAP suppresses criminal activity among the most seriously delinquent juveniles.

This demonstration project was designed to be replicated by States and localities. It is suitable for replication.

## **Delinquency Prevention Programs**

As its name implies, one of OJJDP's primary goals is keeping juveniles from becoming involved in the justice system. A number of institutions bear responsibility for preventing juvenile delinquency, including families, schools, and churches; but youth themselves also must take responsibility for being law-abiding, productive members of their communities. To identify who is most likely to commit delinquent acts and thereby improve delinquency prevention strategies, OJJDP in FY 1988 continued its support of a 5-year research program to assess causes and correlates of delinquency. In addition, OJJDP sponsored demonstration projects to identify and disseminate model family strengthening programs and to help teens prevent crime and avoid victimization.



## *A Program of Research on the Causes and Correlates of Delinquency*

In the fall of 1986, OJJDP funded a major longitudinal research program to expand existing knowledge about the development of delinquent careers and to identify intervention strategies to keep high risk youth from becoming juvenile delinquents. OJJDP challenged the research community to form interdisciplinary teams that would use the most advanced analytical techniques of their respective disciplines to creatively assess the influence of delinquency risk factors on youths' behavior. Specifically, the researchers were charged to examine the causes of juvenile crime by exploring a full range of social, psychological, behavioral, and environmental elements in the context of community, family, school, and individual differences.

Through a competitive process, three research teams were selected to participate in the Program of Research: the Institute of Behavioral Science at the University of Colorado; the Hindelang Criminal Justice Research Center at the State University of New York at Albany; and the Western Psychiatric Institute and Clinic at the University of Pittsburgh. Importantly, the research teams have worked together extensively in designing their studies, identifying key theoretical frameworks, and developing core measures. Through these unprecedented collaborative efforts, OJJDP has produced a significant milestone in criminological research—the single largest shared coordination and measurement approach ever undertaken in delinquency research.

Using information gathered from youth, their parents, teachers, and police, each study is designed to examine factors that existed prior to the onset of delinquent activity. As a result, the researchers hope to document predictive factors that can help identify youth most at risk for delinquency, as well as clarify those factors most often associated with the onset of delinquent behavior, its maintenance, and its cessation.

The projects' staffs and advisory board members have met several times to exchange information about the theoretical premises of their respective studies, to identify issues that could be addressed across sites, and to discuss their experiences in interviewing and tracking research subjects. Each project has completed its first data collection survey. Several papers based on preliminary analyses of the data have been written and presented at professional meetings and conferences.

The methodology of this research program could be replicated by those interested in conducting similar research at the State or local level.

*Proyecto Esperanza/Project Hope: Strengthening Hispanic Families and Support Networks*

The National Coalition of Hispanic Health and Human Services Organizations (COSSMHO) works with community-based organizations to help them establish and administer prevention, intervention, and treatment programs for abused, neglected, and runaway youth and their families. COSSMHO's





Proyecto Esperanza/Project Hope assesses family strengthening and crisis intervention programs and designs model programs for Hispanic families.

Phase I of this multiyear initiative began in October 1987, and was completed in August 1988. During this phase, COSSMHO completed a literature review, identified existing family strengthening and crisis intervention programs, developed program evaluation criteria, and completed an assessment report. The literature review revealed that there is little information available about family strengthening approaches; however, it also showed that those strategies that do exist support family-oriented, culturally sensitive interventions.

During Phase II, COSSMHO is designing a model program that will be described in a program planning manual and will serve as the foundation for training materials to help Hispanic agencies replicate the model. Based on its assessment of four existing programs and its application of predetermined measures of program success and effectiveness, the grantee selected the Structural Family Therapy Project as the prototype for replication.

This demonstration project was designed to be replicated by States and localities. Because site activity has not been completed, replication is not advisable at this time.

### *Teens, Crime, and the Community*

Teenagers are the most highly victimized group in society. They also constitute the largest single group of victimizers. Thus, OJJDP is supporting the Na-

tional Crime Prevention Council (NCPC) in an effort to help teens avoid becoming crime victims, as well as prevent crime in their communities. The law-related education (LRE) curriculum (discussed on page 82 of this Report) and NCPC's crime prevention instructional materials are key components of this project.

Currently, NCPC operates school- and community-based programs in 11 cities. More than 15,000 teenagers in 156 high schools have participated. Phoenix, Arizona, Miami, Florida, and Flint, Michigan, have permanently incorporated the LRE curriculum and crime prevention materials into their programs.

NCPC has shown that teenagers, when encouraged, supported, and directed, can prevent crime and avoid victimization. Escort services in which teens accompany elderly citizens to deposit their Social Security checks, graffiti cleanup programs in the schools, and teen-sponsored community crime prevention days are examples of productive activities that have resulted from this program.

This demonstration project was designed to be replicated by States and localities. It is suitable for replication.

## **Missing, Exploited, and Abused Children**

The abductions of Etan Patz and Adam Walsh and the subsequent television movie depicting the experiences of the Walsh family brought national attention to the issue of missing children. In the almost 10

years that have passed since these two tragedies occurred, our Nation has struggled to determine not only the magnitude of the missing child problem, but also the most effective and appropriate responses to it. In 1984, Congress enacted the Missing Children's Assistance Act and established a national resource center and clearinghouse of information about missing and exploited children. Last year alone, the National Center for Missing and Exploited Children received more than 11,000 calls to report possible missing child cases on its toll-free telephone line and provided technical assistance in more than 4,000 missing child cases.

In recent years, accounts of child sexual exploitation, life on the streets, and abusive or neglectful families have become uncomfortably common. In 1986, there were 2,086,000 reported cases of child abuse and neglect according to the National Center on Child Abuse and Neglect. Although children living at home may be molested and sexually abused by family members or friends, missing children are particularly vulnerable to sexual exploitation and abuse, including prostitution and pornography. In 1987, postal inspectors opened 550 new child pornography cases.

In FY 1988, OJJDP's programs for missing, exploited, and abused children included research to develop profiles of serial child molesters, and dissemination projects to enhance prosecutors' ability to convict individuals accused of child abuse, promote stable family placements for abused and neglected children, and ensure adequate representation of abused and neglected children in court. In addition to these projects, OJJDP supported 13 initiatives with

Missing Children's Program funds during FY 1988. They are described in the *OJJDP Annual Report on Missing Children*.

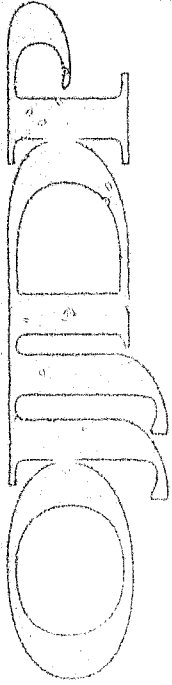
### ***Case History Study of Convicted Serial Child Molesters***

The FBI training academy's Behavioral Science Unit has selected 40 convicted serial child abductors, molesters, and rapists to be interviewed about their crimes. Case histories, based on these interviews, will be prepared and used to train and educate law enforcement officers, child protection professionals, and youth services workers. FBI Special Agents will develop tailored interview protocols to piece together the tactics that abductors and molesters successfully used to lure their child victims. Results of the interviews will be reviewed by experts in the field whose input will be used to develop appropriate training materials.

This project is intended to provide information, training, and technical assistance to States and local jurisdictions about individuals who sexually assault children. The information, training, and technical assistance developed through this project will be suitable for replication.

### ***National Center for the Prosecution of Child Abuse***

Currently in its third year of operation, the American Prosecutors Research Institute/National Center for the Prosecution of Child Abuse (NCPA) is the primary source of training, technical assistance, and



information dissemination for prosecutors who investigate and try child abuse cases. NCPA has distributed its trial manual, *Investigation and Prosecution of Child Abuse*, which is regarded as the best and most comprehensive of its kind, to more than 4,000 prosecutors. Several hundred prosecutors' offices in the United States and abroad received technical assistance during FY 1988. Private clinicians, the American Bar Association, and members and committees of Congress also requested and received technical assistance.

NCPA's experience has demonstrated clearly that a multidisciplinary approach to the prosecution of child abuse cases produces the best conviction results and significantly minimizes trauma to the child victim. Its trial manual has filled an information void and made an extraordinary difference in the way prosecutors approach child abuse cases.

This project is intended to provide information, training, and technical assistance to States and local jurisdictions about investigating and prosecuting child abuse cases. The information, training, and technical assistance developed through this project are suitable for replication.

### ***Permanent Families for Abused and Neglected Children***

The National Council of Juvenile and Family Court Judges (NCJFCJ) offers technical assistance to help State and local jurisdictions implement changes to prevent the unnecessary removal of abused and neglected children from their families and to ensure per-

manent families for those children for whom separation is necessary. The Adoption Assistance and Child Welfare Act (PL 96-272) provided the impetus for all 50 States and the District of Columbia to establish Permanency Planning Task Forces to formulate and institute their own responsive court processes. NCJFCJ, as the only national association of juvenile and family court judges, is in a unique position to work with these State Permanency Planning Task Forces to change policies, procedures, and legal court processes that govern the removal of children from their homes and their subsequent placement in foster care. Liaison is actively maintained with the National Court Appointed Special Advocate Association whose volunteers work directly with children to support the court in finding appropriate services.

This project is intended to provide technical assistance to States and local jurisdictions in effective ways to respond to abused and neglected children. The information and technical assistance developed through this project are suitable for replication.

### *Court Appointed Special Advocates: A National Training and Technical Assistance Project*

It is estimated that nationally 275,000 children live in foster care. More than a decade ago, the Court Appointed Special Advocate Guardian Ad Litem Program (CASA/GAL) was established to guarantee that children whose custody decisions become the responsibility of the court because of abuse, neglect, or exploitation receive the best possible services. CASA/GAL programs train volunteers to work directly

with children both during and after the court process. The volunteer thoroughly investigates the facts of the case and recommends to the court a course of action that serves the best interests of the child. The volunteer appears at all court hearings, ensuring that children receive the services and resources they need.

The National CASA Association serves as a national information clearinghouse for the individual CASA/GAL programs. It conducts public awareness campaigns to generate local support, provides videotapes and guideline manuals to improve the operations and management of CASA/GAL programs, and sponsors an annual conference for court appointed special advocates and guardians *ad litem*.

OJJDP support has enabled CASA to establish a national resource center, sponsor nationwide training programs, distribute printed and audiovisual material, and work closely with the Permanency Planning Project of the National Council of Juvenile and Family Court Judges. In 1988, approximately 12,000 CASA volunteers worked directly with more than 40,000 children. The CASA/GAL program operated in more than 45 States, with 333 individual programs and 8 statewide programs.

This project is intended to provide information and training to States and local jurisdictions about the use of volunteers to represent the interests of abused, neglected, or exploited children in court. The information and training developed through this project are suitable for replication.

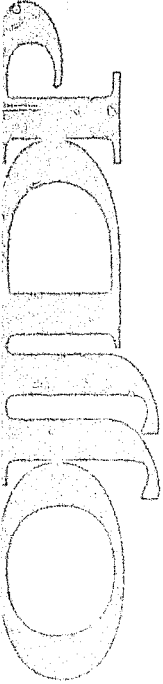
## School-Related Programs

The academic and social environment for America's 45.5 million public school students is too often disrupted by drug use, truancy, vandalism, and gang activity. In fact, as recently as the summer of 1988, the superintendents of the Nation's 15 largest school systems, while attending an Urban School Safety Practicum sponsored by OJJDP in Detroit, Michigan, identified weapons on campus, gangs, and drugs as their three most pressing problems. School crime, however, is not the only problem facing educational systems. Significant numbers of students drop out of school before graduating. The 1985 Current Population Survey, sponsored by the Bureau of Labor Statistics, found that approximately 4.3 million persons, ages 16 to 24, were neither enrolled in school nor had completed high school. Recognizing that the juvenile justice and education systems must work together on school issues, OJJDP funded several projects in FY 1988 to help potential dropouts stay in schools, make school campuses and classrooms safer, and teach youth about their responsibilities as law-abiding citizens.

### *Cities in Schools*

Cities in Schools (CIS), a major public-private partnership in 31 cities, works to reduce school violence and prevent students from dropping out of school. Three central principles guide CIS: a relationship must be established between a troubled youth and a caring adult, the youth and service provider must be held accountable, and fragmented services must be





coordinated and made available to youth and their families.

Students are referred to CIS because of low academic achievement, poor attendance, disruptive behavior, or family problems. Counselors, social workers, and volunteers work with students to improve their personal, educational, and social development skills; provide employment skills; and reinforce positive behavior.

The CIS approach has produced a number of excellent programs that have made a difference for high risk youth. In 1988, Federated Department Stores, Inc., received the Presidential Award for Private Sector Initiatives for its Rich's Academy partnership with CIS in Atlanta. In Charlotte-Mecklenburg County, North Carolina, where CIS operates in five schools, more than 100 IBM professionals serve as mentors and tutors to the program's 260 student participants. A dropout prevention counselor, Department of Social Services social worker, Recreation Department staff member, and court counselor work at each school site.

This demonstration project was designed to be replicated by States and localities. CIS is in the process of developing training materials to assist additional communities in replicating the program.

### *Law-Related Education*

Law-Related Education (LRE) helps students understand responsibilities and rights associated with everyday life. It teaches youth about good citizen-

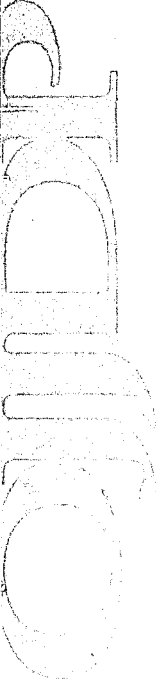
ship, helps them become more accountable for their actions, and promotes respect for the law. During FY 1988, LRE added a drug component to its curriculum to stress to youth that they will be held accountable for illegal drug use.

Since 1978, OJJDP has funded a national LRE effort that is implemented by five grantees: the American Bar Association, Center for Civic Education/Law in a Free Society, Constitutional Rights Foundation, National Institute for Citizen Education in the Law, and Phi Alpha Delta Public Service Center. Today, more than 580 school districts nationwide and more than 1.9 million students participate in LRE programs. As of September 1988, 40 States had developed statewide LRE programs in their schools; 21 States were testing the new drug curriculum; and 43,947 teachers, lawyers, and other individuals had received LRE training. It is anticipated that by 1991 LRE will be institutionalized in all 50 States.

This project is intended to provide information to States and local jurisdictions about law-related education curriculums. The information developed through this project is suitable for replication.

### *National School Safety Center*

Since 1984, OJJDP has funded the National School Safety Center (NSSC) at Pepperdine University to bring national attention to problems that disrupt the educational process. NSSC helps schools respond more effectively to gangs, drugs, and campus violence by providing technical assistance, training, and resource materials to school administrators, law



enforcement officials, youth-serving agencies, and community leaders. Special emphasis is placed on ridding schools of crime, violence, and drugs, and on improving school discipline, attendance, student achievement, and the learning environment.

During 1988, NSSC:

- Responded to more than 1,830 requests per month from practitioners and the public for technical assistance or resource materials.
- Produced and distributed three issues of *School Safety*, a news journal that communicates trends, issues, and exemplary programs. More than 55,000 school administrators, chief law officers, judges, legislators, and other education and juvenile justice personnel in all 50 States receive this publication.
- Developed and disseminated publications, including *School Crime and Violence: Victims' Rights*, *School Discipline Notebook*, *Gangs in Schools*, *Right to Safe Schools*, *School Yard Bullying*, and *School Safety Checkbook*. A publication on confidentiality of juvenile records is currently being written.
- Published resource papers on such school safety topics as drugs, weapons in schools, student and staff victimization, and alternative schools for disruptive youth.
- Sponsored America's Safe School Week during the third week of October to promote exemplary schools and successful programs that prevent school crime, improve discipline, increase attendance, and suppress drug trafficking and abuse.

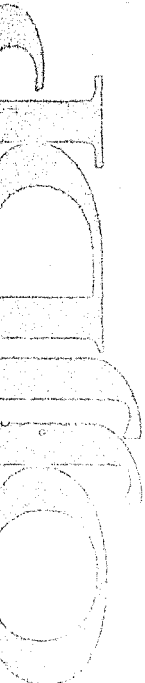
NSSC also sponsored a School Safety Practicum for University Deans; released a new film titled, "Set Straight on Bullies"; and received national exposure on the Phil Donahue, Today, and Good Morning America television shows, and the CBS Evening News.

Since NSSC serves a national audience, States and local governments needing assistance should take advantage of the expertise that is available. Establishing individual State education clearinghouses would be duplicative; thus, this program is not recommended for replication.

### *School Crime and Discipline Research and Development Project*

The School Crime and Discipline Research and Development Project is based on the theory that a clear, well-understood disciplinary code, when consistently enforced, will help reduce discipline and crime problems in schools. The University of Illinois at Chicago and the Education Development Center are conducting research in Chicago and Providence, respectively, to evaluate the impact of a disciplinary code on school order and safety.

Based on a careful analysis of Federal, State, and local laws, the researchers developed disciplinary codes that have been established in four elementary schools. The effects of the codes in the four experimental schools will be compared to conditions in two control schools. In addition, the action teams that developed the codes are acting as catalysts for reviewing and updating school policies and creating



academic environments that are conducive to learning. While the impact of the disciplinary codes has not been formally measured, the experimental schools are already reporting positive results, such as inschool suspension that does not thwart students' academic progress.

The information generated from this research and development program could be replicated to help communities establish and enforce effective disciplinary codes in schools.

## **Improving the Juvenile Justice System**

Congress established OJJDP to provide national leadership to the juvenile justice field. Thus, improving the effectiveness of the juvenile justice system is an important underlying goal of all of OJJDP's programs. In FY 1988, it was the primary objective of 14 projects. These initiatives supported specialized training and technical assistance for juvenile justice professionals, encouraged networking among the States and Territories, documented the processes of the juvenile justice system, disseminated current research findings and descriptions of promising program models, and promoted efficient operations of youth-serving agencies.

### ***Annual State Advisory Group National Training Program***

Prior to the 1988 reauthorization of the Juvenile Justice and Delinquency Prevention Act, OJJDP was


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required to provide funds to State Advisory Groups (SAG) every 2 years for a national conference. The new amendments require OJJDP to help support an annual conference. Although in FY 1988 OJJDP support for the SAG conference was not required, the OJJDP Administrator provided funds to help the SAG's sponsor a conference in Jackson, Mississippi, in May. The conference agenda included discussions of such topics as minorities in the juvenile justice system, gangs, deinstitutionalization of status offenders, and delinquency prevention. Representatives from OJJDP discussed the Office's major programs on drugs, missing children, serious juvenile crime, and jail removal that were designed to help States and local communities improve their juvenile justice systems.

A replication recommendation is not applicable to this program.

### *DSO II: Assessing the Effects of Deinstitutionalization of Status Offenders*

Status offenses—for example, running away, truancy, and possession of alcohol—are offenses that would not be considered criminal if committed by an adult. The early 1970's witnessed a controversial nationwide reform movement to remove status offenders from secure correctional settings. This movement, known as the Deinstitutionalization of Status Offenders (DSO) movement, and its outcome have generated considerable debate over the past 15 years. Some argue that DSO resulted in a juvenile service system that is not responsive to the needs of many troubled youth, while others suggest that legal



control over status offenders is a violation of youths' rights.

In response to these continuing concerns, OJJDP designed a research project to determine the effect that DSO has had on status offenders, their parents, the juvenile justice system, and youth-serving agencies. Researchers from the Social Science Research Institute at the University of Southern California are conducting this study. They are looking at the DSO movement as a social reform process rather than a series of service programs and are assessing State and local approaches to DSO. The project involves:

- (1) Analyzing State legislation to describe different approaches to defining and handling status offenders.
- (2) Interviewing State and local government officials, justice system personnel, public and private youth-serving professionals, and youth to document the handling and disposition of status offenders and to determine the effects of different intervention strategies on delinquency and victimization.
- (3) Conducting surveys of local service providers to assess the type and level of local services available for status offenders.

Researchers have completed a legislative review of every State and have conducted an initial survey of selected cities in States that espouse different DSO philosophies. Preliminary information reveals differences, both across States as well as among cities in the same State, in the type of services provided, the agency providing the service, and the degree to which services are centralized.

It is anticipated that the information generated from this research and development project will assist States and local jurisdictions in assessing both their own DSO philosophy and the impact of DSO in their community.

### *Exploring Careers in Criminal Justice and Law Enforcement*

Law Enforcement Exploring is a component of the Boy Scouts of America National Explorer Program that supports young people's interest in criminal justice careers. By promoting an understanding of the justice system, Law Enforcement Exploring contributes to delinquency prevention and control. Through an apprenticeship-type program, explorers provide direct assistance to law enforcement agencies by participating in Neighborhood Watch programs, traffic control, and child-safety fingerprinting campaigns.

An average of 40,000 youth, both boys and girls, from diverse ethnic groups take part in Law Enforcement Exploring each year. Almost all of the 410 regional Boy Scout Councils have at least one Law Enforcement Explorer Post. Federal funding provides approximately one-half of the financial support necessary to recruit, train, and manage the professional staff involved in the program through the regional Boy Scout Councils. No other national program of this nature exists.

This project is intended to provide youth with information about careers in law enforcement. The information developed through this project is suitable for replication.



### *Insular Area Supplemental Grants*

American Samoa, Guam, the Northern Mariana Islands, the Trust Territory of the Pacific Islands, and the Virgin Islands received Insular Area Supplemental Grants, in tandem with the State block grants, to address special needs and problems. These funds permitted the islands to enhance their juvenile justice programming and enabled more of their juvenile justice professionals to attend OJJDP-sponsored workshops and conferences.

A replication recommendation is not applicable to this program.

### *Jail Removal II Initiative*

OJJDP's Jail Removal II Initiative (JRI II) is assisting States that are not in substantial compliance with Section 223(a)(14) of the JJDP Act, as amended. To participate in JRI II, States had to identify barriers to compliance and develop strategies to address them. To ensure that JRI II has the widest impact possible and that the goal of full compliance with Section 223(a)(14) will be achieved, OJJDP limited the use of program funding to four activities: (1) training, (2) development and implementation of operating guidelines, (3) establishment and operation of temporary secure and nonsecure holding facilities, and (4) reimbursement to local governments for payments made to service providers.

Eighteen States and territories (Alaska, Colorado, Florida, Idaho, Illinois, Iowa, Kansas, Maryland, Massachusetts, Michigan, Minnesota, Nebraska, New Hampshire, the Northern Mariana Islands, Oklahoma,

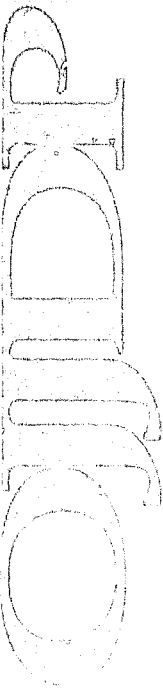
South Carolina, Utah, and Vermont) received JRI II grants. Currently, they are implementing their strategies. It is anticipated that, because of OJJDP's requirements that each State make an unequivocal commitment to achieving jail removal and that State agencies coordinate to implement the jail removal strategy, significant legislative and executive policy changes as well as increased alternative programming will result from JRI II.

This project is intended to provide information, training, and technical assistance to States and local jurisdictions to help them comply with the mandates of the JJDP Act. The information, training, and technical assistance developed through this project are suitable for replication.

### *Juvenile Court Training*

During FY 1988, OJJDP provided training and technical assistance to the Nation's juvenile courts to help them operate as effectively and efficiently as possible. The National Council of Juvenile and Family Court Judges (NCJFCJ) teaches courses for all court personnel; offers technical assistance for juvenile and family court judges; and presents training on chronic, serious, and violent offenders for judges in major metropolitan areas. Such topics as juvenile justice management, family violence, case management, interviewing skills, and evidentiary problems are included in curriculums for judges, court administrators, probation officers, and caseworkers.

During FY 1988, NCJFCJ responded to more than 450 requests for technical assistance from around the country. More than 300 judges attended NCJFCJ's



annual conference, and many attended one of the 10 specialized courses in court administration, family law, and evidence in juvenile court. In all, NCJFCJ conducted 46 separate training events, with an estimated attendance of 2,500.

This project is intended to provide training and technical assistance to States and local jurisdictions about issues related to juvenile court operations. The training and technical assistance developed through this project are suitable for replication.

### *Juvenile Justice Clearinghouse*

The Juvenile Justice Clearinghouse (JJC), operated by Aspen Systems Corporation, prepares, publishes, and disseminates information regarding juvenile delinquency, including State and local delinquency prevention and treatment programs, training and educational programs, statistics, and other pertinent data and information. It is the primary dissemination vehicle for information about all of OJJDP's programs.

JJC contributes to ongoing research by preparing information packets, brochures, and reading lists, and systematically collects and synthesizes the findings of completed studies for distribution to the field. JJC also operates the National Restitution Resource Center, which supports OJJDP's Restitution Education, Specialized Training, and Technical Assistance Program.

The Clearinghouse data base contains approximately 100,000 references. Last year, JJC received more than 3,250 requests and disseminated more

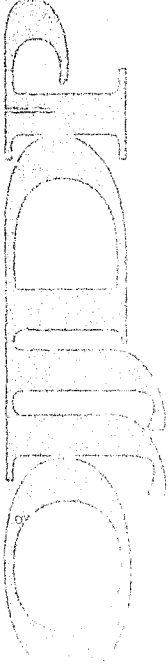
than 133,000 documents, including *OJJDP Updates* on juvenile gangs and drug trafficking, the police response to missing children, targeting serious juvenile offenders, court careers of juvenile offenders, and school safety. In addition, a core of 45,000 individuals, including academicians, students, researchers, youth-serving professionals, policymakers, and juvenile justice personnel receive regular mailings.

The Juvenile Justice Clearinghouse, which is mandated by the JJDP Act to serve as a national clearinghouse, is accessible via a toll-free telephone number, (800) 638-8736, or by writing to Box 6000, Rockville, Maryland, 20850. In 1989, JJC's data base will become accessible via computer/telephone hookup. It would be an unnecessary and costly duplication to replicate the JJC data base elsewhere.

### *Juvenile Justice Training for Local and State Law Enforcement Personnel*

This program is conducted by the Federal Law Enforcement Training Center in Glynco, Georgia. It helps law enforcement officials better understand the juvenile justice system by providing training on issues including child abuse and sexual exploitation, techniques for handling and treating juveniles, steps for fighting drug abuse, and procedures for managing their departments' juvenile units and improving police productivity.

Police Operations Leading to Improved Children and Youth Services (POLICY) has two components. POLICY I introduces law enforcement executives to management strategies to integrate juvenile services



into the mainstream of their operations, while POLICY II helps midlevel managers build on these strategies and demonstrates step-by-step methods to improve police productivity in the juvenile justice area. Child Abuse and Exploitation Investigative Techniques teaches state-of-the-art approaches to building a case for prosecution to law enforcement officers who are responsible for child abuse, sexual exploitation, and missing child cases. Finally, School Administrators for Effective Police, Probation, and Prosecutors Operations Leading to Improved Children and Youth Services (SAFE POLICY) brings together the chief executives of schools, law enforcement, prosecution, and probation to promote inter-agency cooperation and coordination in dealing with youth-related problems.

Attendees evaluate each program upon completion. In addition, an advisory board composed of law enforcement practitioners assesses the curriculums annually. Together, the results of these reviews provide OJJDP with information that describes local law enforcement training needs and identifies areas where adjustments should be made in the existing courses.

This program is intended to provide training to States and local jurisdictions about juvenile justice issues to which law enforcement must respond. The training developed through this project is suitable for replication.

### *Juvenile Justice Training Program*

The Institute for Court Management of the National Center for State Courts conducts six training

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workshops for juvenile justice professionals. Four core courses cover basic management and juvenile justice administration issues and focus on improving case decisionmaking and intervention management early in case processing. The specialized courses stress current critical issues that have a particular impact on the administration of juvenile justice.

During FY 1988, more than 200 juvenile justice professionals, including judges, probation officers, court administrators, and youth service caseworkers, participated in these workshops. As a result of the training, they developed practical skills and concepts for improving their own juvenile justice system. Swifter case processing, more consistent decision-making, and more effective rehabilitative intervention are the goals that participants work toward when they return home.

This project is intended to provide training to States and local jurisdictions about critical juvenile justice issues. The training developed through this project is suitable for replication.

*Management Training and Technical Assistance  
in Nonprofit Organization Management for  
Nonprofit Youth-Serving Agencies*

This training project helps nonprofit youth-serving agencies improve their management and resource development capabilities. More than 135 managers, volunteers, and members of boards of directors of youth-serving agencies attended regional training programs conducted by the Institute for Nonprofit Organization Management (INPOM) during FY 1988. INPOM also provided technical assistance to 29 sites



and 415 individuals. In all, more than 100 organizations benefited from this program. Because participating agencies are independent entities that are largely self-directed and funded, the Federal presence helps draw them together to share techniques and ideas that might not otherwise be communicated.

This project is intended to provide training and technical assistance to nonprofit organizations on management and administrative issues. The training and technical assistance developed through this project are suitable for replication.

### *National Juvenile Court Data Archive*

The National Juvenile Court Data Archive (NJCDA), operated by the National Center for Juvenile Justice, collects and processes administrative data generated by more than 1,300 of the Nation's juvenile courts. NJCDA prepares annual *Juvenile Court Statistics* reports, which contain national estimates of the numbers of delinquency, status offense, and dependency cases, and detailed analyses of case processing decisions. Recently, NJCDA refined its statistical procedures and increased the number of reporting jurisdictions to improve its national estimates.

In addition to the *Juvenile Court Statistics* series, NJCDA data were used to produce reports on the court careers of juvenile offenders, the incidence of drug and alcohol cases and the juvenile courts' responses to them, and a comparison of the way the juvenile courts respond to violent offense cases.

Since data from the NJCDA are available to juvenile justice professionals nationwide, States should be encouraged to contribute their court data to NJCDA, rather than establish their own State archives. Replication of this program would be duplicative.

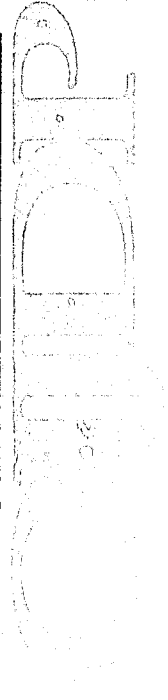
### *Prosecutor Training in Juvenile Justice*

During FY 1988, the National College of District Attorneys (NCDA) presented two 3- to 4-day training courses for lawyers who prosecute juvenile cases. Several key segments of the courses were videotaped for use by trainers in local programs. NCDA also developed a strategy to increase access to its courses throughout the country. Expanding the program to more local, State, and regional audiences and developing a new "train the trainers" program are future goals of this initiative.

The NCDA training sessions consistently have received high ratings from participants who cite a definite need to continue such courses for prosecutors. Many lawyers are not well prepared for juvenile court work and in many district attorneys' offices, juvenile cases do not receive the attention they deserve.

This project is intended to provide training to States and local communities about effective prosecution of juvenile offenders. The training developed through this project is suitable for replication.





## ***Restitution Education, Specialized Training, and Technical Assistance Program***

The Restitution Education, Specialized Training, and Technical Assistance Program (RESTTA) provides information to juvenile restitution programs through OJJDP's grantee, the Pacific Institute for Research and Evaluation. RESTTA enhances the dispositional alternatives available to the juvenile court, helps provide redress to crime victims, and works to assure offender accountability to the community. Expanding restitution to additional jurisdictions and improving existing restitution programs are the two primary goals of this project.

Participant evaluations of RESTTA training and technical assistance and the continuing demand for these services indicate that the program has performed well. At least 50 new restitution programs have been established as a direct result of RESTTA training and technical assistance. Additional RESTTA accomplishments include publication of training materials, such as *Monetary Restitution and Unpaid Community Service: Legal and Liability Issues* and *The Restitution Experience in Youth Employment*; identification of a substantial network of trainers, special consultants, and general practitioners who can assist with the development of new restitution programs; and establishment of the National Restitution Association.

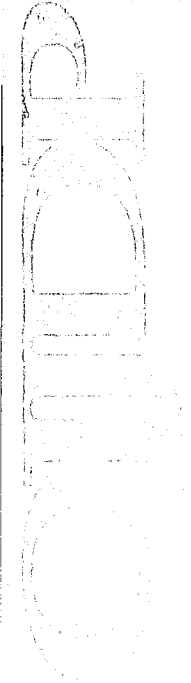
This project is intended to provide information, training, and technical assistance to States and local jurisdictions about restitution. The information, training, and technical assistance developed through this project are suitable for replication.

## *Training and Technical Assistance to Juvenile Correctional and Detention Facilities*

For the past 3 years, OJJDP has supported the American Correctional Association's (ACA) training and technical assistance program, including an annual corrections/detention forum, to help juvenile detention managers and administrators improve the operations of their institutions. During FY 1988, ACA trained more than 320 managers in workshops conducted by its Detention Resource Center. Twenty-four juvenile facilities received onsite technical assistance.

An OJJDP FY 1988 supplement helped ACA develop information on AIDS in juvenile corrections. As part of this initiative, ACA and OJJDP cosponsored a national conference for juvenile detention and corrections personnel and developed brochures and a newsletter about AIDS. ACA also completed a Drug Treatment Resource Manual, which served as the basis of a national conference. Finally, three training films — "Admissions in Juvenile Detention: The Critical Hour," "AIDS in Juvenile Justice Facilities: A Training Program for Juvenile Case Workers," and "A Training Program for Juvenile Facility Residents" — were completed during the year.

This project is intended to provide training and technical assistance to States and local jurisdictions about important issues in juvenile corrections. The training and technical assistance developed through this project are suitable for replication.



# V.


## Exemplary Delinquency Prevention Programs

Prevention of juvenile delinquency is one of the goals of the Juvenile Justice and Delinquency Prevention (JJDP) Act. As a result, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has supported a variety of prevention programs, which have been described in the previous chapters of this Report.

This chapter, in accordance with the annual reporting requirement of the JJDP Act as amended, highlights examples of exemplary delinquency prevention programs supported by OJJDP. Because the family is a primary resource for a child and plays a major role in his or her development, many of these programs focus on helping the entire family unit. OJJDP has not conducted a formal evaluation of these programs, but believes they are examples of effective programs based on information from the jurisdictions where they have been implemented and the fact that they address known risk factors for delinquency. Designation as an exemplary program does not constitute a commitment to future funding by OJJDP.

### *Court Appointed Special Advocates*

Court Appointed Special Advocates (CASA) is an innovative national program in which community volunteers speak up for abused and neglected children in court. Many of these children live in foster



care or temporary facilities. A CASA volunteer works one-on-one with a child, taking the time to find out as much as possible about that child's unique situation and recommending to the court the best possible home situation for the child. By helping children find safe, permanent homes, CASA helps break the cycle of child abuse, giving children a chance to reach their potential to lead productive, responsible lives.

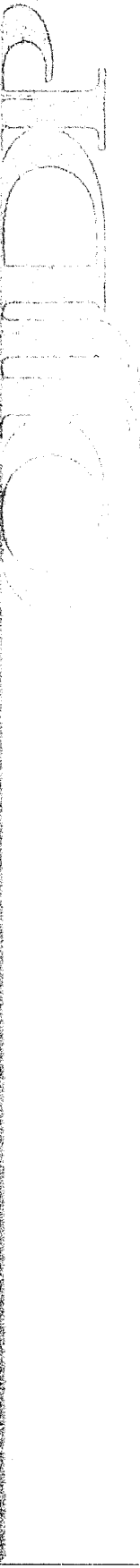
CASA is a grassroots movement that centers around the individual needs of local communities. There are more than 300 CASA programs in 45 States. The following four examples show how CASA works at the local level:

- *Voices for Children CASA Program, San Diego, California.* More than 300 men and women volunteer approximately 33,000 hours each year to speak up for nearly 2,000 abused children in San Diego. The Voices for Children Auxiliary, a support group of community leaders, has more than 1,000 members who actively help the CASA program.
- *The King County Guardian Ad Litem/CASA Program, Seattle, Washington.* King County's CASA program was the first one established in this country and is still the largest, with nearly 400 volunteers serving more than 2,000 children each year. The King County volunteers donated 55,000 hours in 1988 to help Seattle children through the trauma and confusion of the court system. They saved their court more than \$1.8 million in legal fees.

- *The North Carolina Guardian Ad Litem/CASA Program.* This CASA program is one of five nationwide operated by State governments. It is the largest State program in the country with a CASA office in each of the State's 34 judicial districts. CASA volunteers work in 100 counties, helping 2,500 children from the State's urban areas as well as its rural Appalachian hills.
- *The Florida Guardian Ad Litem/CASA Program.* With an office in every judicial district in Florida, this CASA program also operates statewide. Its 2,000 certified volunteers work out of 20 offices across Florida. During 1987, they donated almost 200,000 hours to represent 9,199 children.

### *Serious Habitual Offender Comprehensive Action Program*

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) provides intensive training and technical assistance to a select number of communities to promote specific policies and practices to help the primary components of the juvenile justice system deal with serious juvenile offenders. It helps the entire juvenile justice system, including prevention (schools), intervention (police and prosecutors), and adjudication and supervision (corrections, probation, and parole), to efficiently identify, adjudicate, and provide appropriate supervision and services for the serious habitual juvenile offender. The prevention component aims to identify juveniles who are at risk of becoming habitual offenders in order to intervene before delinquent behavior patterns are established.



The jurisdictions involved with SHOCAP range in population size from Hillsborough County (Tampa), Florida, which has 646,960 residents, to Bartlesville, Oklahoma, which has a population of 34,568. The project sites profiled below demonstrate the diversity of SHOCAP programs.

- *Rocky Mount, North Carolina.* Since the city of Rocky Mount lies in two counties, this SHOCAP program spent a long time encouraging the human service agencies and schools from the two counties to become involved with SHOCAP. The Rocky Mount SHOCAP project is based in the city's police department and relies on a strong interagency task force to promote communication among agencies.
- *Palm Beach County, Florida.* This SHOCAP project, managed by the County Prosecutor's Office, has a strong juvenile detention component to ensure that serious habitual offenders who are arrested are detained. This element of the program is designed to demonstrate that the juvenile justice system will address these offenders differently than other juvenile offenders.
- *Prince William County, Virginia.* This county in the Washington, D.C., metropolitan area encompasses the city of Manassas. Because of its proximity to both the Public Administration Service, OJJDP's SHOCAP grantee, and the American Association of Retired Persons, the county will be a pilot site for using volunteers in agencies involved in SHOCAP. Volunteers will work with probation personnel, allowing them more time to supervise serious habitual offenders. Plans are also being made to have volunteers track serious

habitual offenders by telephone to provide supervision throughout the day. The Prince William County Police Department serves as the lead agency for SHOCAP.


### *Cities in Schools*

The Cities in Schools (CIS) program develops State and local public/private partnerships designed to establish vocational and social programs that provide comprehensive services to youth at risk of becoming involved in delinquency or illegal drug use. It prevents youth from dropping out of school and provides alternative education services. It also ensures that community services are coordinated and made available to youth and their families.

The Charlotte-Mecklenburg, North Carolina, Cities in Schools program is one example of how this program involves members of the community in helping at risk youth. The program recruits both people and financial resources from the community and coordinates them to help high risk students and their families. City, county, and United Way human service professionals, corporate representatives, and college students work with at risk youth and their families at two middle schools, two junior high schools, and one high school. Counseling, social work, health assessments and treatment, academic support and enrichment, and job skills are provided.

Juvenile court counselors are key members of the CIS teams. The counselors are encouraged to refer students on their caseloads to the school team and to become an integral part of behavior modification strategies to be carried out in school and at home.





To date, the community's support for CIS is demonstrated by 200 tutors, including 130 from IBM Corporation, 32 students from Davidson College, 18 from Cablevision of Charlotte, and 15 from other business and city government agencies. In addition, Charlotte Junior League members, First Union Bank employees, and Friends of Johnson C. Smith University act as mentors.

Of the students involved in the Charlotte-Mecklenburg CIS program, 96 percent have remained in school, and 97 percent have been promoted to the next grade. School attendance has increased 10 percent for those with attendance problems. In addition, inschool suspension for those students with behavior problems decreased 52 percent.

### ***Boys Clubs: Targeted Outreach***

OJJDP is providing assistance to help local Boys Clubs of America (BCA) reach out to at risk and delinquent youth, providing them with services that supplement the juvenile court and other youth-serving agencies. Through this program, BCA involves families in their programs and provides juveniles with services to improve self-esteem, build confidence, and avoid delinquent activities and drug involvement.

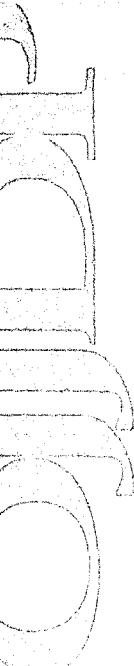
Of the youth who have completed the Targeted Outreach program, 93 percent avoided reinvolvement with the juvenile justice system. In addition, 39 percent of the participants improved their academic performance.

The Boys/Girls Clubs of Greater Cincinnati and the Boys Clubs of Atlanta typify the impact of the Targeted Outreach program. In Cincinnati, the Boys/Girls Clubs organization has been implementing the Targeted Outreach program in five Clubs since 1986. The Clubs have mainstreamed 356 at risk youth into Club programs. The youth are referred to the program by schools and juvenile justice and social service agencies.

Interagency networking to address the needs and concerns of at risk youth was almost nonexistent prior to the implementation of Targeted Outreach. Community agencies were unaware of the programs Boys/Girls Clubs of Greater Cincinnati offered, and area juvenile courts had no outlet for the large numbers of youth ordered to perform community service. Today, the Boys/Girls Clubs organization is the community leader for referral placement.

Young people assigned to community service at the Clubs are usually first-time offenders who must work service hours in lieu of fines and detention. The Boys/Girls Clubs assign them tasks that are related to their interests and designed to boost their self-esteem and develop their leadership potential.

In addition, the Clubs provide educational development activities to youth from third grade through high school. Two full-time and three part-time educational directors, 3 paid tutors, and 25 volunteer tutors from the Cincinnati Volunteer Action Center provide enrichment, homework assistance, and prescribed tutoring activities.



In Atlanta, 670 at risk youth have been mainstreamed into the Targeted Outreach program at 3 Boys Clubs. More than 85 percent of the youth have regularly participated in Club activities for 2 1/2 years. Local police departments, schools, churches, juvenile justice and family service agencies, housing authorities, drug prevention councils, professional athletic teams, and colleges and universities work with the Atlanta Targeted Outreach program.

The Georgia Department of Community Affairs provided \$20,000 to the Clubs to initiate a juvenile community restitution program. Sixty at risk youth completed community service hours at the Clubs in lieu of detention. The Council on Drug and Alcohol Abuse provided \$92,000 to implement a drug prevention program; 1,400 youth and their parents have participated in the 14-hour program.

The Clubs offer a number of programs to help at risk youth, including programs to develop personal visions of success, employment and substance abuse counseling, opportunities to set and reach individual and group goals, and guidance on developing social recreational skills and making wise use of leisure time.

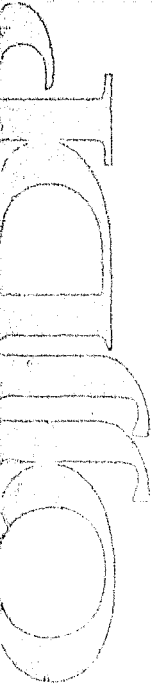
### *Super Teams*

Super Teams helps schools prevent drug and alcohol use by teaching students resistance skills and alternative behaviors. In addition to students, Super Teams involves two vital groups—parents and teachers—in the fight against illegal drugs. Super Teams trains student leaders to combat peer pressure and to

influence other young people to stay away from drugs and alcohol. In many cases, Super Teams members have refrained from substance abuse and improved grades, attendance, and attitudes.

Super Teams operates at six sites in Washington, D.C., and is under consideration in several other areas. The program at McKinley High School, initiated in 1986, is one of the longest operating Super Teams programs. More than 150 students have been trained; some have graduated but return to the program during college vacations. The program at McKinley has sponsored a number of events, including:

- A series of parent/student Saturday Communications Forums to encourage parents to come to the school and discuss in an open, nonthreatening fashion issues and concerns about teenagers, their attitudes, values, behaviors, frustrations, and peer pressures. Substance abuse and teen pregnancy are also key discussion issues. Law enforcement officers, health-related professionals, and other experts have participated in the forums.
- A presentation to the McKinley faculty explaining drug terms and the language of the streets to help teachers become more aware and informed about the meaning of things they overhear from students.
- Open forums every other Wednesday after school for the entire student body. Between 60 and 75 students regularly attend the forums to discuss drug abuse and trafficking, peer pressure, peer status, teen behavior, and teen pregnancy.



# Publications of the Office of Juvenile Justice and Delinquency Prevention

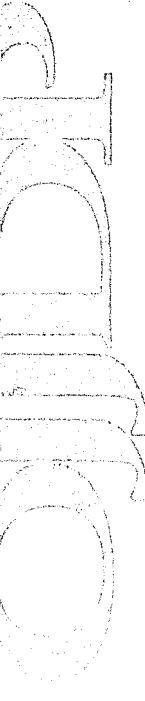
Below is a list of publications about past and current OJJDP programs. They may be obtained by calling the Juvenile Justice Clearinghouse's toll-free telephone number: 1-800-836-8736 (or 1-301-251-5500 in Maryland and the Washington, D.C., area). To place your name on the Juvenile Justice Clearinghouse mailing list, write to JJC, Box 6000, Rockville, Maryland 20850.

## *Juvenile Justice Bulletins*

- *Juvenile Gangs: Crime and Drug Trafficking* (NCJ 113767)
- *Proyecto Esperanza: Community-Based Help for At-Risk Hispanic Youth* (NCJ 113953)
- *CASA: Court Appointed Special Advocate for Children...A Child's Voice in Court* (NCJ 111392)
- *Preliminary Estimates Developed on Stranger Abduction Homicides of Children* (NCJ 115213)

## *OJJDP Updates*

- *The Juvenile Court's Response to Violent Crime* (NCJ 115338)
- *First Comprehensive Study of Missing Children in Progress* (NCJ 110809)

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- *Study Sheds New Light on Court Careers of Juvenile Offenders (NCJ 113400)*
  - *Targeting Serious Juvenile Offenders Can Make a Difference (NCJ 114218)*
  - *The Police and Missing Children: Findings from a National Survey (NCJ 109979)*
  - *Assessing the Effects of Deinstitutionalization of Status Offenders (NCJ 115211)*
  - *Safer Schools, Better Schools (NCJ 114063)*
  - *A Private Sector Corrections Program for Juveniles: Paint Creek Youth Center (NCJ 113214)*

### ***OJJDP Fact Sheets***

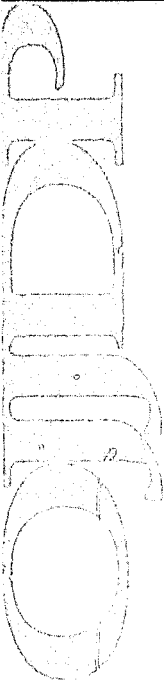
- *Minorities in the Juvenile Justice System*
- *Preventing Child Sexual Exploitation*
- *Fighting Juvenile Drug Use: Seven Steps Communities Can Take*
- *Juvenile Drug Abuse Research*

### ***Other Documents***

- *Twelfth Analysis and Evaluation of Federal Juvenile Delinquency Programs, 1988 (NCJ 115786)*
- *OJJDP FY 1987 Annual Report: Achievements and Challenges (NCJ 114066)*
- *NIJDP Annual Report, FY 1986 (NCJ 106086)*
- *America's Missing and Exploited Children: Their Safety and Their Future (NCJ 100581)*
- *Report on Missing and Exploited Children: Progress in the 80's (NCJ 113586)*

- *Missing and Exploited Children: The Challenge Continues* (NCJ 118218)
- *OJJDP Annual Report on Missing Children* (NCJ 118219)
- *Sexual Exploitation of Missing Children: A Research Review* (NCJ 114273)
- *National Directory of Juvenile Restitution Programs* (NCJ 105188)
- *Child Sexual Abuse Victims and Their Treatment* (NCJ 113766)
- *Juvenile Court Statistics, 1983* (NCJ 104866)
- *Juvenile Court Statistics, 1984* (NCJ 111393)
- *Delinquency in the United States, 1983* (NCJ 104867)
- *Court Careers of Juvenile Offenders* (NCJ 110854)
- *Involving the Private Sector in Public Policy and Program Planning* (NCJ 113916)
- *Evaluation of the Habitual Serious and Violent Juvenile Offender Program* (NCJ 105230)





# Telephone Listings for the Office of Juvenile Justice and Delinquency Prevention

Office of the Administrator ..... (202) 724-5911

Missing Children's Program ..... (202) 724-7655

Concentration of Federal  
Effort Program ..... (202) 724-7655

Research and Development  
Division ..... (202) 724-7560

Special Emphasis Division ..... (202) 724-5914

State Relations and  
Assistance Division ..... (202) 724-5921

Training, Dissemination, and  
Technical Assistance Division ..... (202) 724-5940

For more information about OJJDP or any of the pro-  
grams it supports, please call or write to the division  
listed above at:

Office of Juvenile Justice and  
Delinquency Prevention  
633 Indiana Avenue NW.  
Washington, D.C. 20531

Information also can be obtained by calling the  
Juvenile Justice Clearinghouse at the National Crimi-  
nal Justice Reference Service. The toll-free number  
is 1-800-638-8736.