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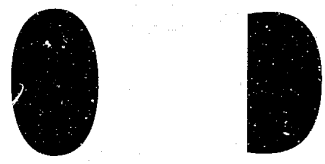


# 1994 Report to Congress

Department of Justice, Office of the Inspector General

Department of Justice, Office of the Inspector General  
Washington, D.C. 20535

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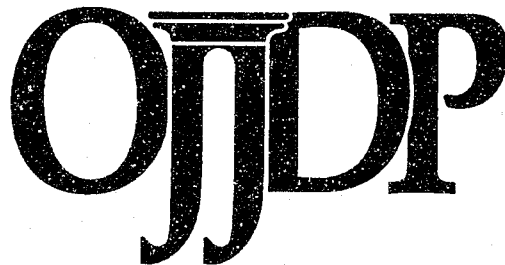
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ACQUISITIONS

## Title V Incentive Grants for Local Delinquency Prevention Programs

Juvenile Justice and Delinquency Prevention Act of 1974, as  
Amended in 1992 (PL 93-415; 42 U.S.C. 5601 *ET SEQ.*)

Program Report



Shay Bilchik, Administrator  
Office of Juvenile Justice and Delinquency Prevention

March 1995

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National Institute of Justice**

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## FOREWORD

Pursuant to Section 504(4) of Title V of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended (42 U.S.C. 5601 *et seq.*), it is my pleasure to present to you this first Report to Congress. In the 1992 amendments to the JJDP Act, Congress established Title V, Incentive Grants for Local Delinquency Prevention Programs. The purpose of the program is to prevent young people from becoming involved in the juvenile justice system. Title V serves as a stimulus for local units of government to pool available services in the community to design and implement a comprehensive risk-focused prevention plan.

The JJDP Act is administered by the Office of Juvenile Justice and Delinquency Prevention, in the Office of Justice Programs, U.S. Department of Justice. In order to effectively administer the Title V Program, OJJDP has incorporated this new prevention program into a broad-based plan of action, under OJJDP's *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. We believe that a balance of prevention and graduated sanctions for juvenile offenders is the key to successfully address rising rates of serious and violent delinquency.

In 1994, \$13 million was provided to begin implementation of the Title V program. The first year of operations has seen widespread support for the Title V program from communities nation-wide. Funds available through Title V have been distributed to 52 States and Territories that made application for the Program. Additionally, OJJDP made available two phases of risk-focused prevention training to interested local leaders. This training provided local communities with leadership support and the ability to focus on development of a research-based comprehensive risk-focused delinquency prevention plan. During 1994, nearly 2,500 local participants, representing a cross-section of communities nation-wide, attended OJJDP sponsored training sessions. Additional training and technical assistance resources will continue to be available in 1995 and future years.

Title V, in the short time since its initial funding and implementation in 1994, has brought different sectors of communities together to focus on preventing juvenile delinquency. Title V grants have facilitated a commitment of local financial and human resources in many of these communities. Feedback from the States participating in the Title V Program indicates that their long-term expectations for the Title V approach are more promising than the fragmented and unfocused approaches to delinquency prevention that have been tried in the past.

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OJJDP believes that Title V-Incentive Grants for Local Delinquency Prevention Programs establishes for the first time, a comprehensive nation-wide approach to delinquency prevention. As you read the 1994 Report to Congress, it will be apparent that this Program has taken a bold step toward encouraging local communities to take a leadership role in establishing an environment that encourages strong and healthy families, and children who become law abiding and contributing members of society. We anticipate that subsequent Reports will reflect the interest and ownership that communities nation-wide have put into this pioneering delinquency prevention program.

Shay Bilchik  
Administrator

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## INTRODUCTION

Title V of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1992 (PL 93-415; 42 U.S.C. 5601 *et seq.*), establishes a new prevention program—Incentive Grants for Local Delinquency Prevention Programs—to assist and encourage communities to focus on preventing juveniles from entering the justice system. This report fulfills the requirements of Section 504(4) of Title V which states that the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) shall submit a report to the Committee on Education and Labor in the House of Representatives and the Committee on the Judiciary in the Senate:

- Describing activities and accomplishments of grant activities funded under the title
- Describing procedures followed to disseminate grant activity products and research findings
- Describing activities conducted to develop policy and to coordinate Federal agency and interagency efforts related to delinquency prevention
- Identifying successful approaches and making recommendations for future activities to be conducted under the title.

The report begins with a discussion of the Title V Program background and foundation. The following chapter summarizes highlights of Program activities and accomplishments during this first year of its implementation. The third chapter summarizes OJJDP's efforts to foster interagency coordination of delinquency prevention activities. Finally, the last chapter offers recommendations for future Title V Program activities.





## **I. TITLE V PROGRAM BACKGROUND AND FOUNDATION**

Title V, Incentive Grants for Local Delinquency Prevention Programs, was included in the reauthorized Juvenile Justice and Delinquency Prevention (JJDP) Act in 1992 to encourage the planning and implementation of community-based prevention initiatives, thus reemphasizing the prevention aspect of the Act. The first section below briefly reviews the history and impetus behind Title V. The following four sections discuss the role of Title V in OJJDP's comprehensive approach to juvenile justice and delinquency prevention, the research foundation of the Title V methodology, its guiding principles and strategic approach, and the structure of the Title V Program as implemented by OJJDP.

### **1. GENESIS OF THE TITLE V DELINQUENCY PREVENTION PROGRAM**

The State Formula Grants Program is a central component of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974. This program, which OJJDP administers in 55 participating States and territories, requires States to develop and adhere to policies, practices, and laws which 1) deinstitutionalize status offenders and nonoffenders, 2) separate adults and juveniles held in secure facilities, 3) eliminate the practice of detaining or confining juveniles in adult jails and lock-ups, and 4) address efforts to eliminate the disproportionate representation of minority juveniles in secure facilities where such conditions exist. These four core requirements of the Formula Grants Program are a major focus of the States' Federally funded efforts under the Act.

With the Formula Grants Program, the majority of resources went to jurisdictions that were pursuing efforts to comply with the core requirements of the Act. In many States, jurisdictions that had devoted significant efforts to juvenile justice issues and already were in compliance with the four requirements were given lower priority for JJDP Act Formula Grant funding by their State Advisory Group. In order to meet statutory requirements for compliance, approximately 70 percent of the States at one time or another devoted 100 percent of the available Formula Grants resources to meeting the four core requirements. As a result, many States have been extremely limited in the amount of JJDP Act funds they have been able to dedicate to delinquency prevention.

In 1992, the National Association of Counties (NACO) testified before the Subcommittee on Juvenile Justice of the Senate Committee on the Judiciary that the structure of the JJDP Act put them in an "untenable" position. Although counties have jurisdiction over juvenile justice enforcement, treatment, and prevention, control of juvenile justice funds was

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lodged in the State Advisory Group. Counties were caught in a cycle of paying the expensive "back end" costs of the juvenile justice system—enforcement and treatment—but were unable to invest in more efficient prevention strategies.

In seeking relief from this cycle of inefficient and remedial spending, NACO requested of the Subcommittee that:

- Counties be empowered to plan their own delinquency prevention strategies
- These strategies would favor comprehensive coordination of youth-serving agencies and elected officials at the local level
- Federal money to fund these interventions would go to local units of government in the form of grants, and that the Federal funds would be used to leverage resources from State and local sources.

These became the guiding principles of Title V. With Title V, Congress provided specific incentives for the first time that favored delinquency prevention. Title V required local planning for local initiatives and provided a rationale to coordinate the actions of agencies serving youth. Thus Congress provided the means to break the cycle of mandate driven reaction to juvenile delinquency and to enable local jurisdictions who were ready and willing to make the active investment in a healthier community and a safer future for their children.

## 2. TITLE V IN THE OVERALL JUVENILE JUSTICE STRATEGY

**OJJDP faces the challenge of preparing the juvenile justice system to respond to the needs of families and children. The needs of children, families, and communities are changing as levels of serious juvenile crime increase.**

OJJDP faces the challenge of preparing the juvenile justice system to respond to the needs of families and children. The needs of children, families, and communities are changing as levels of serious juvenile crime increase. This section describes OJJDP's challenge to improve Federal, State and local juvenile justice systems, as well as OJJDP's comprehensive plan to respond to the challenge and the role of Title V in overall juvenile justice planning and strategy.

OJJDP was established by the Juvenile Justice and Delinquency Prevention Act of 1974 to provide a comprehensive, coordinated approach to prevent and control juvenile crime and

improve the juvenile justice system at the State and local level. The first goal of OJJDP is to identify and promote programs that prevent or reduce the occurrence of delinquent offenses. A sound policy for juvenile delinquency prevention strives to strengthen the most powerful contributing factor to good behavior, a productive place for young people in a law-abiding society. Preventive measures can operate on a large scale, providing gains in youth development while reducing delinquent behavior. JJDP Act Title V programs encourage a risk-focused approach based on community-wide participation and planning.

## **2.1 The Current Challenge**

Faced with a disturbing increase in violent crimes committed by juveniles, the juvenile justice system stands at a crossroads. To address effectively the rising levels of juvenile crime, community participants from all sectors and specializations must forge a comprehensive plan to reduce violence and ensure safety.

The problem of crime and violence in our communities often seems insurmountable. We must intensify our efforts to prevent delinquency by seeking ways to intervene effectively with those at risk and to rehabilitate juvenile offenders before they become adult criminals. Working with our communities, we must integrate a system of support for our families and children that encourages positive youth development and prevents delinquency.

Much of the public debate about juvenile delinquency centers on at-risk youth. If we are to provide early and effective intervention to prevent delinquency, we must begin by more precisely targeting at-risk children and families, but we should not exclude any child who needs services.

Recent research sponsored by OJJDP and others confirms this approach. Studies indicate strong correlations between neglect and abuse and increased delinquency and violence. An ongoing OJJDP study on the causes and correlates of delinquency notes that adolescents from families in which two or more forms of violence are present (e.g., child and spouse abuse) are almost twice as likely to report committing violent offenses as their peers from nonviolent families (Thornberry, Huizinga & Locker, 1995).

If we want to combat crime effectively, we must intervene early and constructively in the lives of our children. We know that the early years of life are highly significant in a child's development. It is during that period that children learn empathy from caring adults with

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whom they have secure attachments and develop a sense of trust derived from parental responsiveness and loving attention. Therefore, it is critical to:

- Offer parents the tools they need to nurture their children effectively, through parent training classes and home visitation programs, including parents of offenders and juvenile offenders who are teen parents
- Enable children to enter kindergarten ready for school with a chance to succeed, through programs such as Head Start
- Keep students in school, where they can acquire the tools to become self-sufficient through truancy and drop-out prevention and intervention programs
- Give youth a positive alternative to being out on the street and the violence this encourages through after-school activities and conflict resolution programs
- Provide youth with positive role models through mentoring programs.

Early intervention programs, based on a proper assessment, should be available the first time a juvenile commits an offense.

We also need to ensure that sanctions are available for more serious offenders and for offenders who have failed to benefit from the prevention activities and early interventions described above. Secure facilities are needed for serious, violent, and chronic offenders who require a structured treatment environment or who threaten community safety.

As a result of research and evaluation, we can now point to a variety of program models that can reduce delinquency and youth violence. We should base program development on this research and, whenever possible, evaluate funded programs to measure their impact. We also need to provide information, technical assistance, and training on the most promising programs.

Protecting our communities and protecting our children is the two-part strategy at the core of OJJDP's leadership of the nation's efforts to prevent and combat delinquency. Community-based, collaborative efforts that involve comprehensive strategies aimed at reducing delinquency and youth violence will be critical to our success. Federal departments whose programs affect youth must work in an interdisciplinary manner, adopting this approach.

## 2.2 The Role of Title V

The changing national context of families and children, described above, requires a change in the role and methods of the nation's juvenile justice systems. OJJDP has responded with a broad-based plan of action, entitled the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. The Comprehensive Strategy incorporates two principle components: prevention and intervention.

Prevention is the most cost-effective means of dealing with delinquency. The prevention component of the strategy calls for establishing community-based planning teams with broad participation. Collaborative efforts must be made throughout the nation between the juvenile justice systems and other service systems, including mental health, health, child welfare, and education. Effective delinquency prevention programs are based on a risk-focused approach in which communities systematically assess their delinquency problem in relation to known risk factors and implement programs to counteract them.

Simultaneously, protective factors must be increased to counter risk factors. A key strategy to counter risk factors in young people's lives is to enhance protective factors that fall into three basic categories: 1) individual characteristics (having a resilient temperament or a positive orientation); 2) bonding (positive relationships that promote close bonds); and 3) healthy beliefs and clear standards.

The Comprehensive Strategy's intervention component is based on the recognition that an effective model for the treatment and rehabilitation of delinquent offenders must combine accountability and sanctions with increasingly intensive treatment and rehabilitation. The community must be protected and the offender held responsible for the harm suffered by the victim. The family must be integrated into treatment and rehabilitative efforts at each stage of this continuum. Aftercare must be a formal component of all residential placements, actively involving the family and the community in supporting and reintegrating the juvenile into the community.

In accordance with OJJDP Comprehensive Strategy, Title V endeavors to prevent delinquency among youths who might otherwise begin or continue on a path to serious, chronic, and violent crime. Title V provides incentive grants for delinquency prevention programs to local governments for a broad range of activities which target youth who have had contact with, or are at risk of contact with, the juvenile justice system. The grants are designed to "seed" new community-based programs and leverage State and local resources to maintain

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programs that prove successful. OJJDP, in conjunction with its Title V funding, provides training, technical assistance, and information about program models that are "promising approaches" to preventing delinquency.

Title V is unique among OJJDP programs because it provides a dedicated fund source to implement activities consistent with the Comprehensive Strategy. Title V significantly advances prevention by providing critical resources to local governments to plan and implement programs focused on at-risk youth. OJJDP's other activities under the Comprehensive Strategy support research and information functions that identify and promote community-based alternatives and other programs to improve the nation's juvenile justice systems. These activities, however, provide resources for implementation only in the case of focused pilot programs for research and demonstration purposes, such as the Serious, Violent and Chronic Offender Program, which is designed to assist communities to plan and implement a broad range of graduated sanctions for juveniles in the juvenile justice system.

### **3. BACKGROUND AND RESEARCH ON RISK AND PROTECTION FOCUSED DELINQUENCY PREVENTION**

Understanding of the causes and precursors of juvenile delinquency has advanced gradually during the last decades as a strong foundation of basic research in the field has accrued. Researchers have documented the factors—individual, family, and environment—that put youth at risk of delinquency and other problem behaviors. Title V uses research-based models of risk assessment to address the critical aspects of children's lives that have been shown to lead to problem and delinquent behavior.

#### **3.1 Risk and Protection Focused Prevention**

Risk and protection focused prevention is grounded in a basic premise: to prevent a problem from happening, it is necessary to identify the factors that predict the development of the problem and then find ways to reduce those factors that increase the risk (i.e., risk factors) and enhance those factors that protect against risk (i.e., protective factors).

There is strong evidence that a risk reduction and protective factor enhancement approach to preventing unhealthy behaviors is effective. For example, comprehensive community-wide programs to reduce risks and enhance protective factors for heart and lung disease have succeeded in persuading people to change their behavior in such areas as diet, exercise, and smoking (Elder, Molgaard, & Gresham, 1988; Jacobs et al., 1986; Murray,

Davis-Hearn, Goldman, Pirie, & Luepker, 1988; Vartiainen, Pallonen, McAlister, & Puska, 1990). Studies indicate that prevention strategies undertaken by communities hold great potential for success when they focus on reducing identified risks and enhancing protective factors in several areas of life.

### **3.2 Risk Factors for Juvenile Delinquency and Adolescent Problem Behaviors**

In the early 1980's, Dr. J. David Hawkins and Dr. Richard F. Catalano of The Social Development Research Group of the University of Washington, Seattle, conducted a review of thirty years of research on youth substance abuse and juvenile delinquency and identified risk and protective factors for adolescent drug abuse and delinquency. Since that time, they have updated this research several times (Hawkins, et al., 1985, 1986, 1992, 1995) and are currently conducting a thorough review of the literature on risk factors for violent behaviors.

Risk factors for delinquent behavior and youth violence include conditions, attitudes or behaviors that increase the likelihood that a child will develop delinquent behaviors in adolescence, leading to crime and arrest. Risks for chronic, serious delinquency have been identified in the community, the family, the school, the peer group, and within individuals themselves. Exhibit I-1 presents risk factors that have been identified in each of these five domains. For example, risks found in the community domain include the availability of drugs and of firearms. Research indicates that neighborhoods in which drugs and firearms are relatively accessible tend to put their children at risk of engaging in unhealthy behaviors that lead to delinquency. A short description of each of the risk factors that predict adolescent problem behaviors can be found in the appendix to this report.

The more risk factors present in a community, the greater the likelihood of problem behaviors in that community. The more risk factors to which an individual is exposed, the greater the likelihood that the individual will become involved in adolescent health and behavior problems including delinquency (Hawkins, Lishner, Jenson & Catalano, 1987).

Different problem behaviors, such as violence and delinquency, share many risk factors in common. Recently, other researchers including Dryfoos (1990), Slavin (1990), and Jessor (1991) have applied the risk factor technique to the problems of school drop-outs and teen pregnancy and identified risk factors for these problems. A relationship was discovered among adolescent drug abuse, delinquency, violence, school drop-out, and teen pregnancy. Young people who are seriously involved in either juvenile delinquency, violent behavior,



substance abuse, school drop-out or early sexual activity are more likely to engage in one or more of the other problem behaviors (Elliott, Huizinga & Menard, 1989).

**EXHIBIT I-1**  
**RISK FACTORS FOR ADOLESCENT PROBLEM BEHAVIORS\***

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>COMMUNITY DOMAIN</b></p> <ul style="list-style-type: none"> <li>Availability of Drugs</li> <li>Availability of Firearms</li> <li>Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime</li> <li>Media Portrayals of Violence</li> <li>Transitions and Mobility</li> <li>Low Neighborhood Attachment and Community Disorganization</li> <li>Extreme Economic and Social Deprivation</li> </ul> <p><b>FAMILY DOMAIN</b></p> <ul style="list-style-type: none"> <li>Family History of the Problem Behavior</li> <li>Family Management Problems</li> <li>Family Conflict</li> <li>Favorable Parental Attitudes and Involvement in the Behavior</li> </ul> | <p><b>SCHOOL DOMAIN</b></p> <ul style="list-style-type: none"> <li>Lack of Commitment to School</li> <li>Academic Failure in Elementary School</li> <li>Early and Persistent Antisocial Behavior</li> </ul> <p><b>INDIVIDUAL/PEER DOMAIN</b></p> <ul style="list-style-type: none"> <li>Alienation and Rebelliousness</li> <li>Friends Who Engage in a Problem Behavior</li> <li>Favorable Attitudes Toward the Problem Behavior</li> <li>Early Initiation of the Problem Behavior</li> <li>Constitutional Factors</li> </ul> <p>* Each risk-factor predicts one or more of the following problem behaviors: substance abuse, delinquency, teen pregnancy, school drop-out, violence.</p> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

(Developmental Research Programs, Inc., 1994)

Some generalizations drawn from the research on risk factors have significant implications for applying this information to community prevention planning and development (Coie, et al., 1993; Hawkins, Catalano, Miller, 1992):

- **Risks exist in multiple domains.** Since risk factors exist in all areas of life, if a single risk factor is addressed in a single domain, problem behaviors may not be significantly reduced. Communities should focus on reducing risks across several domains, that is community, school, family, peer and individual.
- **The more risk factors present, the greater the risk.** While exposure to one risk factor does not condemn a child to problems later in life, research shows that exposure to a greater number of risk factors increases a young person's risk exponentially. Even if a community cannot eliminate all the risk factors that are present, reducing or eliminating even a few risk factors may significantly decrease risk for young people living in that community.
- **Common risk factors predict diverse behavior problems.** Adolescent problem behaviors—substance abuse, delinquency, teen pregnancy, school drop-out, and violence—are predicted by the presence of common risk factors. This means that

when any individual risk factor is reduced, the effect will reduce a number of different problems in the community.

- **Risk factors show much consistency in effects across different races and cultures.** While levels of risk may vary in different racial or cultural groups, the way in which these risk factors work does not appear to vary. As such, programs selected to target specific risk factors should be able to be adapted to fit the various groups in any community.

The implication of the research is clear: if we can reduce the risks in young people's lives or counter those risks with protective factors, the chances of preventing problems associated with those risks will be greatly increased. Further, since problem behaviors share common risk factors, reducing common risk factors is likely to reduce multiple problem behaviors.

### 3.3 Protective Factors

Some youngsters who are exposed to multiple risk factors do not become substance abusers, juvenile delinquents, school drop-outs, or teen parents. They demonstrate resilience as a result of strong protective factors operating in their environments. Balancing risk factors are protective factors—aspects of people's lives that counter risk factors or provide buffers against them. They protect by either reducing the impact of the risks or by changing the way a person responds to the risks. A key strategy to counter risk factors in young people's lives is to enhance the protective factors that promote positive behavior, health, well-being, and personal success (Hawkins, Catalano & Miller, 1992).

**A key strategy to counter risk factors in young people's lives is to enhance the protective factors that promote positive behavior, health, well-being, and personal success.**

Research on protective factors (Hawkins, Catalano & Miller, 1992; Werner & Smith, 1992; Rutter, 1987) indicates three basic categories:

- **Individual characteristics.** Female gender, a resilient temperament, a natural sociability, and intelligence are examples of protective factors that are characteristics of individuals.
- **Bonding.** Positive relationships that promote close bonds are protective. Examples of these protective relationships include warm relationships with family members, relationships with teachers and other adults who encourage and recognize a young person's competence, and close friendships.

- 
- **Healthy beliefs and clear standards.** The negative effects of risk factors can be reduced when schools, families, and/or peer groups teach children healthy beliefs and set clear standards for their behavior. Examples of healthy beliefs include believing it is best for children to be drug- and crime-free and to do well in school. Examples of clear standards include establishing clear "no drug and alcohol" family rules, maintaining the expectation that a youngster does well in school, and having consistent community rules against problem behavior.

Two of the protective factors—bonding and clear standards—concern the relationship between a young person and his or her social environment, including the community, the family, schools, and peer groups. Enhancing these protective factors can serve to buffer children from or make them more resilient to the negative consequences of exposure to risk.

#### 4. TITLE V STRATEGIC APPROACH

A weakness of past delinquency prevention efforts is that they have been narrow in scope, focusing on only one or two aspects of a child's life such as individual behaviors or family problems. Mounting research indicates that prevention strategies that address more than one single aspect of youths' environment do a better job of protecting young people from engaging in delinquent and other problem behaviors. To be fully successful, delinquency prevention programs must be comprehensive in their scope.

The Title V Delinquency Prevention Program offers such an approach to delinquency prevention. It represents a comprehensive system for linking the many existing services, programs and prevention efforts at the local level, using a rational plan verified by research. The Title V approach fosters local community success by providing seed money, a research-based planning structure and implementation framework, flexibility to choose programs that fit community-specific needs, and evaluation support to measure outcomes. Further, it provides a mechanism to mobilize community support and leverage resources.

The following paragraphs discuss six principles that guide Title V:

- Community control and decision-making
- Research foundation for planning
- Comprehensive and interdisciplinary approach
- Leverage of resources and systems
- Evaluation to monitor program success
- Long-term perspective.

None of these principles is new or revolutionary, but Title V brings these fundamental ideas together in a new way to serve as the foundation for a program to reduce juvenile delinquency in our nation's communities and to promote healthy community values and public safety.

#### **4.1 Community Control and Decision-Making**

Neighborhoods and communities across the nation are struggling with problems of juvenile delinquency and other problem behaviors of their youth. Rural, urban, suburban, and tribal communities, however, have vastly different environments and face different issues related to juvenile behavior. Additionally, youth crime and violence is pervasive in some communities, while limited to isolated incidents in others. Some neighborhoods have been addressing rising rates of juvenile delinquency for some time and others now are confronting these issues for the first time. Further, in some communities juvenile delinquency might be associated primarily with community norms favorable to substance abuse, while in others it might result from limited opportunities to participate in structured activities, or from severe economic deprivation.

Title V allows local jurisdictions to assess their own delinquency prevention needs. Each unit of general local government receiving Title V funds is given the responsibility and the opportunity to plan a delinquency prevention intervention that best suits their unique circumstances.

While the Title V approach focuses on a core set of proven risks, every community planning board can frame its own tailored response to the risks most prevalent in their environment. Blair County Pennsylvania, for example, has chosen to enhance and broaden the existing assets of a local Family Center in order to support and strengthen family functioning in their community. Meanwhile in North Dakota, the Devils Lake Sioux Tribal Children's Service Coordinating Committee has proposed a plan to expand a mentoring program into their middle school which previously showed positive results at a tribal high school. On the other side of the country, the Bond neighborhood of Tallahassee, Florida faces a lack of job opportunities for teens. Their citizen-based planning coalition has proposed a youth employment program in which high school youth volunteer in a community non-profit organization for fifty hours after which they are placed for three months in a pre-arranged paying job.

Under the Title V Program, local jurisdictions plan, develop, and implement initiatives appropriate to the specific needs and resources of their community, thereby giving control of

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community safety to the community. Title V makes delinquency prevention happen by providing resources, not by mandating policy. OJJDP's role is to provide these resources, present the theoretical planning framework, help build community capacity, and seed activity.

#### **4.2 Research Foundation for Planning**

Risk-focused delinquency prevention is based on the premise that in order to prevent a problem from occurring, the factors that contribute to the development of that problem must be identified and addressed. The research foundation of the risk focused model (discussed in section 3 above) has two main benefits. First, it is based on a gradually accumulated body of research that provides facts about the dangerous outcomes associated with specific risk factors. Second, it provides a rational framework for delinquency prevention planning and implementation, which guides local policy makers in their use of scarce and valuable resources.

Even early in the Title V process, the value of the research-basis for the approach is being recognized. A County Commissioner who attended Title V training for risk-focused prevention commented, "The focus on risk is excellent. I've been a county commissioner for eleven years and I've worked on all aspects of human services: mental health, abuse, domestic violence. I've never seen before such a well researched program. It really goes to the data."

This research framework does more than use social science to support policy. It also supports comprehension and planning at the local level. Community leaders and citizens know they have youth problems, but they are not always aware of the root causes of the problems or what to do about them. The research reveals the links between certain indicators of risk and subsequent problem behaviors. Examples of these indicators include: rates of child abuse in the community, rates of teen parenting, rates of juveniles using alcohol and other drugs, rates of unemployment, attempted suicides, etc. By collecting data on these indicators of risk, communities can assess the prevalence of risk in their community, promote an understanding of the associations between the risk factors and delinquent behavior, and identify priority areas warranting attention.

Once specific risk factors have been identified in the community, the research model prescribes a range of responses or "promising approaches" that have been found effective to address the various risk factors. "With Title V," remarked the Executive Director of a Youth Services Organization in Maryland, "you look at need, then you look at the causes, and then you look at programs, instead of the usual process where you look at programs first."

### 4.3 Comprehensive and Interdisciplinary Approach

A number of service delivery systems—including education, health, mental health, human services, housing, justice, law enforcement and others—provide critical services to youth and families. Each system plays a unique role in fostering healthy adolescent behavior and preventing juvenile delinquency. Brought together, these systems have synergistic effects that promote healthier and safer community environments. But delinquency prevention is not just the responsibility of public agencies alone; it can only be effectively achieved with broad-based participation of private business, concerned citizens, and non-profit organizations serving families as well. Widespread community involvement in prevention is more likely to affect the entire community environment and lead to long-term change than are isolated efforts by many different agencies and organizations.

To meet the needs of youth and families effectively and efficiently, the services of these different systems must be delivered in a coordinated and collaborative manner. Given limited resources, coordination of services is critical in order to avoid duplication and redundancy of services. At the same time, coordination is necessary so that gaps in the provision of necessary services can be identified and addressed. Finally, coordination is vital to ensuring that all relevant programs and services are "moving along the same track."

The Title V Program requires the formation of a community planning board to include representatives from law enforcement, juvenile justice, education, recreation, health agencies, churches, civic organizations, and others that serve youth and families. In addition, the planning board seeks broad representation from other sectors not usually included in the juvenile justice planning arena, such as youth who have been in contact with the juvenile justice system, parents of youth at risk, local businesses, and agencies in the fields of employment, recreation, and mental health. This approach encourages the commitment and participation of the entire community in developing and implementing a prevention strategy. It also fosters coordination so that a comprehensive system of programs and services can be delivered in a way that best meets the needs of each community's children, youth, and families.

Title V, in the short time since its implementation in 1994, has brought different sectors of many communities together to plan their efforts to reduce risk. The Executive Assistant to a Judge of the Juvenile Court in Davidson County, Tennessee said that, "Around this community the Title V planning is totally collaborative. We have the elementary school, middle school, YMCA, Girl Scouts, Americorps, Churches, Tennessee Children's Plan, elder care, and providers of children's services. It is definitely the result of the [Title V] training....."

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In Coalition meetings, some members tried to say that prevention was the courts' area. I told them 'no, it's all of ours.'

#### **4.4 Leverage of Resources and Systems**

In the current environment of limited resources, effective leverage of existing funds is critical. Federal dollars can position grantees to tap into other Federal, State, and local public and private monies. A relatively small amount of seed money can provide both a financial base and the incentives necessary for local jurisdictions to secure additional resources and implement comprehensive prevention systems in their communities.

The Title V Delinquency Prevention Program integrates the concept of maximizing the return on limited Federal funds. The Title V subgrant awards to local communities are relatively small; the "positional advantage" the awards offer, however, can be enormous.

Title V fosters leverage of other prevention resources and systems in several ways. First, grantees are required to develop a three-year, outcome-driven prevention plan which supports prevention needs and objectives with empirical data. These planning efforts lend validity to community requests for local funding and, further, enable communities to use more effectively the prevention funds they receive. Second, grantees are required to provide a 50 percent match of the Federal grant with State or local funds or in kind services. The incentive grant stimulates local public and private funding. Third, comprehensive community-based Title V initiatives are launched by local leadership. Gaining commitment from a coalition of key leaders from the public, non-profit, and particularly, the private sector, promotes community ownership of programs, which in turn often leads to greater local financial backing. Finally, the Title V Program encourages the expansion of existing prevention coalitions and programs, thereby enhancing the effectiveness and scope of community systems.

The Director of Public Safety from a small Michigan city explained the leverage power of Title V in this way: "You get much more out of Title V than the Title V funds alone. Completing the risk and resource assessment provided us with structure, focus, and actual data that can be used to obtain other funding. Further, it gives us credibility when approaching other funding sources." The Director explained that his mobilized community board, armed with their recently completed risk and resource assessment, received a commitment of over \$30,000 from the local business community and a similar commitment for funds by the City Council before receiving a secure commitment of a State award. He noted that this was

unprecedented in his community and that having the data assessments, as well as a strong community coalition in place, greatly facilitated the process of raising prevention resources.

Likewise in Pennsylvania, State representatives and community board members from Harrisburg believe that the community's Title V risk assessment was "instrumental" in securing a three million dollar Empowerment Zone award. The community board integrated the data collected for their Title V risk assessment into a larger application for the Empowerment Zone Program. The two applications shared very defined objectives and strategies focused on economic empowerment, family support, and mobilization against violence. The Title V Program helped to position the community to obtain prevention funds more effectively.

#### **4.5 Evaluation to Monitor Program Success**

The inherent complexity of juvenile delinquency prevention has raised difficult questions about what does and does not work. Policy makers, scientists, law enforcement officials, and parents all want to know what can be done that will keep community youth out of trouble. Traditionally, few resources have been devoted to evaluating the effectiveness of youth programs in order to answer this important question. Consequently, as juvenile crime and violence continue to rise steadily, all we can offer are a range of programs that have shown "promise" and too few programs that have been carefully evaluated and shown to be effective. The Title V model builds evaluation in at all levels—from local to Federal—to help expand our understanding of "what works" in delinquency prevention.

At the local level, the evaluation component will assist planners in their project cycle by feeding back information about program outcomes relative to objectives. The evaluation component also will help communities monitor and assess long-term changes in community risk factors and problem behaviors of their youth.

The evaluation will also directly benefit the OJJDP. Not only will the Office be able to summarize national results and assess the impact of Federal program dollars, but the evaluation will also help the Office comply with the Government Performance and Results Act of 1993. The Act establishes government-wide planning and reporting requirements that call for the preparation of annual performance plans for each program activity and the setting of specific performance goals for the fiscal year. Performance goals are to be expressed, in so far as possible, in objective, quantifiable, and measurable form, and performance indicators or measures are to be employed to assess relevant outputs, service levels, and outcomes. The



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Office will be able to use the data collected from local jurisdictions under the evaluation requirement to set quantifiable outcome goals for the fiscal year and to assess progress toward the goal at the end of the next year.

#### **4.6 Long-term Perspective**

Soaring rates of juvenile crime, delinquency and other adolescent problem behaviors are, for the most part, manifestations of more deep-seated community and family problems. Just as these problems have not developed over night, they will not be solved over night. They are not quick-fix problems, nor does the Title V Program propose quick-fix solutions.

True community mobilization and planning are essential elements of positive community change. So are patience and persistence. Communities can only change by sustained action toward a common goal.

A long-term perspective is also required by those overseeing the program because its impacts may not be apparent for some time. The benefits and results of true prevention programs are only evident over time. There may be other quick and easy ways temporarily to reduce juvenile violence and crime statistics, but they do not last, and these short-term "investments" do not pay high dividends to the long-term future of the community. The short term efforts must be combined with long-term investments through gradual and continual reduction of risk factors and enhancement of protective factors in order to create healthier and safer neighborhoods for the long run.

The preceding sections have described the principles that underlie the Title V Program and the local initiatives it supports. While none of these principles are new, together they represent a new approach to delinquency prevention. This approach has a sound research basis, empowers local planning, and encourages local collaboration. The approach also provides leverage for enhanced access to and use of resources and will document results through systematic evaluation. Further, it is an approach that requires commitment to long-term community and national change. The following section describes the structure of the Title V Delinquency Prevention Program.

## 5. TITLE V DELINQUENCY PREVENTION PROGRAM STRUCTURE

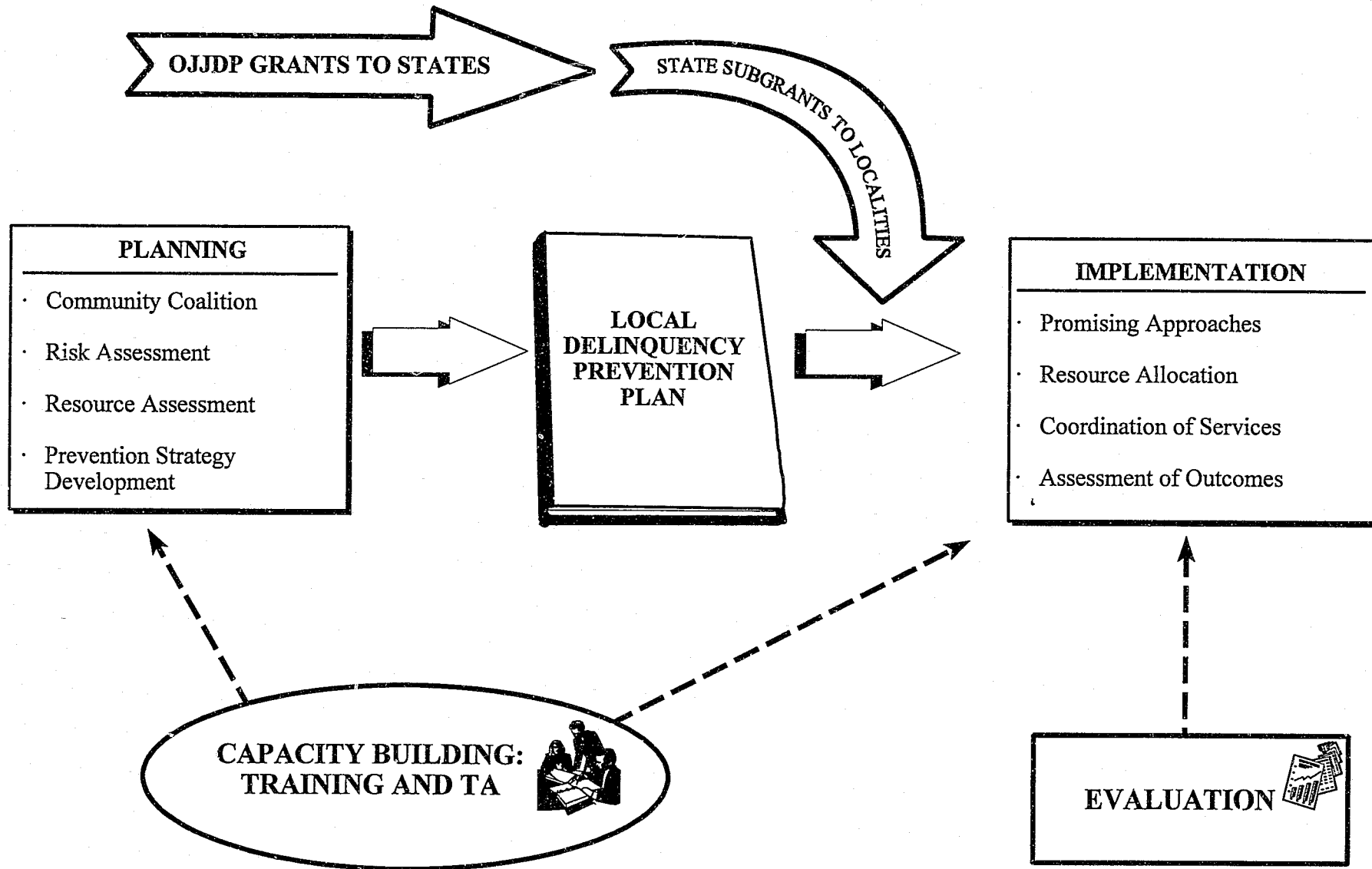
The Title V Delinquency Prevention Program is designed to support local communities in the development and implementation of effective delinquency prevention strategies that minimize known risk factors and enhance protective factors. Based on the principles described above in Section 4, the Title V Program is structured so as to establish a guiding framework and provide tools that enable community members to address the specific needs of their community's children, youth, and families in a purposeful, comprehensive, and coordinated manner. The funding mechanism—which distributes funds to local units of government through State agencies—authorizes State control over the award of grant funds to localities and provides ample local discretion in developing appropriate community-based prevention strategies.

**The Title V Program is structured so as to establish a guiding framework and provide tools that enable community members to address the specific needs of their community's children, youth, and families in a purposeful, comprehensive, and coordinated manner.**

At the core of the application process is the prerequisite three-year comprehensive delinquency prevention plan prepared by multidisciplinary teams in each participating community. To aid in the preparation and implementation of these plans and to help build the prevention capacity of communities, OJJDP has supplemented Title V Program funds with the provision of substantial training and technical assistance. The Program also incorporates an evaluation system that allows for the measurement of outcomes, assessment of progress, and redirection of Program plans as needed over time.

On February 11, 1994, OJJDP published a proposed guideline for the Title V Delinquency Prevention Program in the Federal Register (Volume 59, Number 29) and solicited public comments. After analysis and incorporation of the public comments, OJJDP issued a final funding guideline in the Federal Register on August 1, 1994 (Volume 59, Number 146). The Program, as put forth in the guidelines and graphically illustrated in Exhibit I-2, is structured in two major phases: the planning phase (conducted before funds are received by local communities) and the implementation phase. The following sections describe the principal components of the Title V Program structure—community coalition, the local delinquency prevention plan, training and technical assistance, State grants and local subgrants, and evaluation—as they relate to the two Program phases.

# EXHIBIT I-2 TITLE V DELINQUENCY PREVENTION PROGRAM DESIGN OVERVIEW



## **5.1 Community Coalition**

The approach to effective long-term delinquency prevention adopted by the Title V Program necessitates commitment and participation of a full spectrum of community members—from key leaders to youth—and across a broad range of disciplines and community sectors. Furthermore, the approach requires integrated, multiagency interventions working within a common framework and toward common objectives.

### **Key Leaders**

To ensure support of delinquency prevention efforts from the highest levels, the Program guidelines recommend early involvement and on-going commitment of communities' key leaders (e.g., mayors, county executives, chiefs of police, sheriffs, juvenile justice personnel, school superintendents, business CEOs, religious leaders, housing authority executives). These community decision-makers maintain the essential leadership, policy authority, and resource control necessary for mobilizing successful prevention initiatives. In addition, the key leaders play an important role in selecting and supporting appropriate members of their organizations to plan and carry out prevention strategies.

### **Prevention Policy Board**

The Program also requires the formation of a multidisciplinary Prevention Policy Board (PPB) to be responsible for the development and implementation of the delinquency prevention plan. The PPB is specified to include no fewer than 15 and no more than 21 members, representing a balance of public agencies, private nonprofit organizations, private industry, and community citizens. Communities are encouraged to integrate existing prevention coalitions or youth task forces into the Title V PPB.

The Board is intended to reflect the diverse groups who work with at-risk youth and families in the community and understand their multifaceted needs. Members of the PPB may be recruited from the following community sectors:

- Juvenile justice
- Law enforcement
- Local government
- Education
- Youth serving organizations
- Health
- Religious institutions
- Social services
- Business
- Civic organizations

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- Media
  - Cultural/ethnic groups
  - Senior citizens
  - Parents
  - Youth.

Each PPB is required to include one or more members under the age of twenty-one and one or more parents or guardians of children who have had contact or are at risk of having contact with the juvenile justice system. In addition, the overall membership of the PPB should reflect the racial, ethnic, and cultural composition of the community's youth population. A specific local agency or entity must have responsibility for support of the PPB.

## **5.2 Local Delinquency Prevention Plan**

A primary objective of the Title V Program, and the central prerequisite for local subgrant applications, is the development of a three-year local delinquency prevention plan describing the extent of risk factors in the community and how those risk factors will be addressed. In order to establish the direction for future prevention efforts, a community must first develop a comprehensive picture of the existing environment. As such, formation of the local delinquency prevention plan and its component prevention strategies is based on a community readiness assessment, risk assessment, and resource assessment conducted by members of the PPB.

### **Community Readiness Assessment**

The first step for the locality is to take a probing look at their target community—which may be a county, a school district, a neighborhood, or other defined area—and appraise the community's readiness for prevention. Factors to be considered in this assessment of community readiness, include the community's awareness of adolescent problem behaviors, the population's views regarding prevention, factors that support and obstacles that may hinder prevention efforts, and relationships that exist between different groups involved with youth in the community. The community readiness assessment enables communities to identify their community's prevention assets (e.g., individuals, organizations, collaborative efforts, prevalent opinions, political trends, existing policies, historical prevention experiences) and to integrate these assets into their prevention strategies. At the same time, the readiness assessment prompts communities to acknowledge and minimize the obstacles to prevention in their community (e.g., individuals, organizations, collaborative efforts, prevalent views, political trends, existing policies, historical prevention experiences) before attempting to mobilize.

## **Risk Assessment**

In line with the risk and protective factor theory described above in Section 3, the local delinquency prevention plan requires the identification of known risk factors for delinquency or other adolescent problem behaviors to which the community's children are exposed. This analysis is based on the collection of indicator data—such as juvenile arrests for violent crimes, school disciplinary actions for behavior problems, per capita consumption of alcohol, or runaway reports—which provide an indication of the prevalence of specific risk factors in the community. The analysis concludes with a determination of priority risk factors that are most salient in the community and warrant the most immediate attention.

## **Resource Assessment**

Coupled with the assessment of risk, the plan incorporates an inventory and assessment of the existing programs, activities and resources currently serving children, youth, and families in the community. This resource assessment includes an appraisal of the effects of existing programs and services on priority risk factors and an identification of the gaps in needed resources to best address these risk factors.

## **Delinquency Prevention Strategies**

The assessments of readiness, risk, and resources jointly drive the development of the community's delinquency prevention strategies. These strategies include goals, quantified objectives and timetables for:

- Mobilizing the community—including private nonprofit and business sectors—to assume responsibility for delinquency prevention
- Obtaining new resources and coordinating existing programs and services that address risk factors and enhance protective factors.

The strategies are based on promising approaches that have demonstrated or show promise of effectiveness and address risk factors at the earliest appropriate stage in a child's development.

**Readiness Assessment + Risk Assessment + Resource Assessment → Delinquency Prevention Strategies**

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The community prevention plans are intended to encompass a continuum of multidisciplinary programs and services for children, youth, and families, particularly those who have had contact with the juvenile justice system or who are at risk of having contact. The programs and services should provide opportunities for youth to contribute meaningfully, develop skills, and receive recognition. Further, they should be culturally appropriate and relevant to the racial, cultural, and socio-economic groups in the community. Programs and activities incorporated in the prevention plan might include:

- Recreation services
- Tutoring and remedial education
- Assistance in the development of work awareness skills
- Child and adolescent health and mental health services
- Alcohol and substance abuse prevention services
- Youth leadership development activities.

These and other programs and services are to be implemented concurrently in the community domain, school domain, family domain, and individual/peer domain.

The delinquency prevention plan underscores the results-driven nature of the Title V Program. Historically, communities hasten to fund a specific "program" based on assumptions or unsubstantiated rationale, such as a general feeling that the program does good things for youth or the fact that the program has always served families in their community. In contrast, Title V requires a planned, thoughtful approach to funding focused on data collection and analysis. The collection of data prior to implementing a local initiative provides both quantifiable measures of the need for intervention and baseline data for assessing the outcomes of prevention efforts. Further, the Title V prevention plan incorporates procedures for ongoing collection of risk-related outcome data over time.

Another key component of the delinquency prevention plan is its emphasis on coordination of new and existing programs and activities. The plan requires an inventory of existing resources and specific plans for integrating them into the delinquency prevention strategy. As such, the Title V Program discourages expensive duplication of effort and encourages expansion and leverage of existing resources.

Exhibit I-3 summarizes the requisite components of the local three-year delinquency prevention plan described above. The plan is developed by a community during the program

planning phase, assessed by the State Advisory Group in consideration for funding, and if funded, executed by communities during the Program implementation phase.

**EXHIBIT I-3**  
**LOCAL THREE-YEAR DELINQUENCY PREVENTION PLAN COMPONENTS**

- The commitment of key community leaders to supporting the delinquency prevention effort
- The formation of a Prevention Policy Board (PPB), consisting of 15-21 members, representing a balance of public agencies, private nonprofit organizations, business and industry, and private citizens
- A clear definition of the boundaries of the target community or neighborhood
- An assessment of the community's readiness to adopt a comprehensive delinquency prevention strategy
- An assessment and prioritization of risk factors prevalent in the community
- An identification of available resources and promising approaches that address identified risk factors
- A strategy for obtaining and coordinating identified resources to implement promising approaches that address priority risk factors and strengthen protective factors
- A strategy for mobilizing the community to implement the prevention strategy
- A plan for how Title V funds and matching resources will be used to accomplish stated goals and objectives
- A plan for collecting performance and outcome data

**5.3 Capacity Building: Training and Technical Assistance**

To support communities in the development of comprehensive delinquency prevention plans, OJJDP has offered training and technical assistance to interested communities throughout the country. The fiscal year 1994 Title V Program was supported by a \$500,000 Part C funded contract for training, while technical assistance was made available through an existing contract to support State planning and plan implementation.

**Training**

OJJDP has made training available nationwide to help States and localities strengthen their knowledge and skills needed to develop and implement community-wide, risk-focused prevention strategies. The training is based on the *Communities That Care* (CTC) model of



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risk-focused prevention and is delivered by trainers from Developmental Research and Programs, Inc. (DRP) of Seattle, Washington, which conceived and field-tested the model. Communities may elect, however, to adopt other risk-focused prevention models. Juvenile Justice Specialists from each State are responsible for coordinating the training schedules, inviting participants, securing meeting space, and obtaining written commitments to attend training from community key leaders. OJJDP pays for the costs of trainers and training material for 40 to 50 participants at each session.

CTC training is conducted in two phases. The first is an orientation to risk-focused prevention provided to a communities' key leaders. The second is a more intensive "how-to" training on conducting risk and resource assessments. The key topics of the two trainings are shown in Exhibit I-4.

**EXHIBIT I-4  
TITLE V TRAINING KEY TOPICS**

**KEY LEADER ORIENTATION**

- Understanding risk and protective factors
- Developing a shared community vision
- Assessing community readiness for comprehensive risk-focused prevention
- Creating a community planning team or prevention policy board

**RISK AND RESOURCE ASSESSMENT**

- Identifying risk and protective factors
- Assessing community readiness
- Collecting and analyzing data on risk factors
- Conducting a resource assessment
- Introducing risk-focused prevention to the community

**Training Phase One: Key Leader Orientation (KLO).** The Key Leader Orientation is a one day workshop for the major policy makers, business leaders, and high-level agency executives in the community. The primary purposes of the KLO are to familiarize the community's leadership with the theoretical basis of risk-focused prevention and to secure the commitment of community leadership to a long-term, comprehensive risk-focused prevention strategy. The orientation presents an overview of the risk factors associated with adolescent problem behaviors and provides an opportunity for key leaders to assess their community's readiness for prevention. At the training, key leaders also begin to identify appropriate community Prevention Policy Board members who will conduct comprehensive planning and direct prevention activities. The PPB may be a newly formed group or may build upon existing planning entities.

**Training Phase Two: Risk and Resource Assessment (RRA).** The Risk and Resource Assessment training is a three day, "hands-on" workshop for Prevention Policy Board members and staff who are or will be involved in the development of the local delinquency prevention plan. The purpose of the RRA is to teach communities how to apply the research framework of risk and protective factors to the assessment of community risks and resources. During this training session, participants learn how to collect and analyze data (e.g., census data, student surveys, and archival records from law enforcement agencies, justice systems, human services organizations, and schools) in order to prepare a profile of risk in their community and to set priority risk factors that will serve as a guide for prevention resource allocation. They also learn how to conduct an inventory of existing programs, resources, and services and to identify gaps in those resources that limit the extent to which risk and protective factors are effectively addressed.

The hands-on exercises and activities conducted during the training sessions prepare communities for developing collaborative community coalitions and developing comprehensive delinquency prevention plans which reflect their community's unique risk reduction needs. These plans form the basis of the local Title V subgrant application and also can be used by communities for applications to other Federal, State, and local funding sources.

### **Technical Assistance**

Technical assistance (TA) has been made available on a case-by-case basis to State Formula Grants Program recipient agencies (State agencies), State Advisory Groups (SAGs), and community planning boards. State and community representatives can request help with any of the technical aspects of planning or implementing delinquency prevention strategies.

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TA is available both to strengthen the understanding of the concepts of the *Communities That Care* model, which is being presented in training, and also to present information related to alternative risk-focused prevention strategies for those States which choose other approaches. Areas of assistance include:

- Risk and resource assessments
- Resiliency-based approaches to prevention
- Prevention policy development
- Promising prevention strategies
- Interagency collaboration
- Community mobilization
- Clarification of application requirements and procedures
- Local certification of compliance with JJDP Act core requirements
- Identification of other related Federal funding sources.

TA may require specialized ad hoc assistance to resolve a specific issue at an individual site or it may involve workshops and seminars designed to provide information to a larger group to assist them in addressing common needs.

Three basic principles guide the technical assistance program:

- Technical assistance should expand the capabilities of State and local agencies, enabling them to meet their established project goals and objectives
- Technical assistance should emphasize the involvement and coordination of all appropriate persons and agencies at the Federal, State, and local level
- Technical assistance is delivered only when a clear commitment is exhibited by the recipient.

The TA process is intended to enhance the planning skills and programming competencies of the recipients for application to the Title V program and to other related programs. To obtain TA, a request is prepared by the State agency (either on behalf of a local agency/community or to meet its own need) and then forwarded for approval to the State Relations and Assistance Division representative at OJJDP.

## 5.4 State Grants and Local Subgrants

Congress appropriated \$13 million in fiscal year 1994 to fund the Title V Program. In accordance with the Guidelines, the Administrator of OJJDP awarded Title V grants to the States. The States, through the State agency and with recommendation and/or approval of the SAGs, then subgranted to qualified units of general local government for delinquency prevention programming. Exhibit I-5 illustrates the funding structure and basic eligibility requirements.

### State Grants

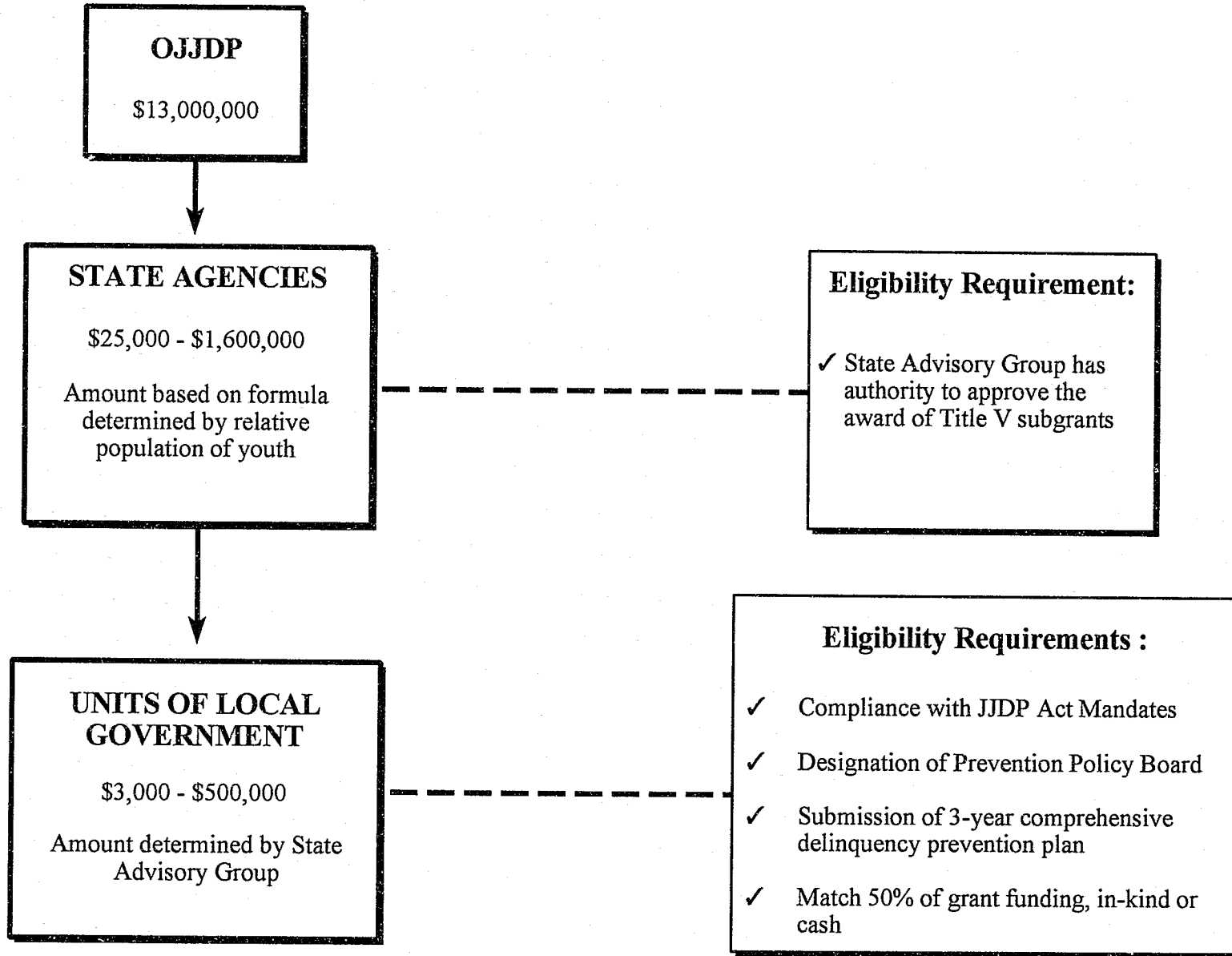
Each State, as well as the District of Columbia and each US Territory, is eligible for Title V funds, provided that it has a State agency designated under Section 299(c) of the JJDP Act and a SAG appointed by the chief executive officer of the State, as required by Section 223(a)(3).

**State Award Process.** State grant awards are based on a formula determined by each State's population of youth below the maximum age limit for original juvenile court delinquency jurisdiction. In 1994, the minimum award was \$75,000 per State and \$25,000 per Territory. Exhibit I-6 presents the all location of funds for which each State was eligible in fiscal year 1994. Up to five percent of a State's Title V allocation can be used to cover the costs of administering the Title V subgrants and supporting SAG activities related to Title V.

**State Grant Requirements.** To receive Title V funds, States were required to submit applications to the OJJDP State Relations and Assistance Division no later than sixty days after the effective date of the final program guidelines. In their applications, State agencies had to provide evidence of the SAG's authority to approve the award of Title V subgrants and assurance that the SAG and State agency would establish written subgrant eligibility criteria in accordance with the statute and guidelines (described further below). In instances where the State vest grant approval authority in a separate Supervisory Board, the SAG must be authorized to review and recommend sub-grantees for funding.

States also were required to provide administrative assurances regarding the monitoring and reporting of subgrant progress and performance. State reporting requirements to OJJDP are as follows:

# EXHIBIT I-5 TITLE V DELINQUENCY PREVENTION PROGRAM FUNDING STRUCTURE



**EXHIBIT I-6**  
**ALLOCATION OF TITLE V DELINQUENCY PREVENTION FUNDS**  
**BY STATE, FISCAL YEAR 1994**  
**(Total Funding = \$13,000,000)**

| State         | Amount     | State/Territory          | Amount    |
|---------------|------------|--------------------------|-----------|
| Alabama       | \$ 204,000 | New Hampshire            | \$ 75,000 |
| Alaska        | 75,000     | New Jersey               | 353,000   |
| Arizona       | 198,000    | New Mexico               | 89,000    |
| Arkansas      | 119,000    | New York                 | 752,000   |
| California    | 1,595,000  | North Carolina           | 281,000   |
| Colorado      | 172,000    | North Dakota             | 75,000    |
| Connecticut * | 132,000    | Ohio                     | 534,000   |
| Delaware      | 75,000     | Oklahoma                 | 162,000   |
| Florida       | 588,000    | Oregon                   | 145,000   |
| Georgia       | 323,000    | Pennsylvania             | 538,000   |
| Hawaii        | 75,000     | Rhode Island             | 75,000    |
| Idaho         | 75,000     | South Carolina           | 169,000   |
| Illinois      | 544,000    | South Dakota             | 75,000    |
| Indiana       | 277,000    | Tennessee                | 236,000   |
| Iowa          | 139,000    | Texas                    | 911,000   |
| Kansas        | 128,000    | Utah                     | 124,000   |
| Kentucky      | 182,000    | Vermont                  | 75,000    |
| Louisiana     | 222,000    | Virginia                 | 296,000   |
| Maine         | 75,000     | Washington               | 257,000   |
| Maryland      | 232,000    | West Virginia            | 83,000    |
| Massachusetts | 249,000    | Wisconsin                | 252,000   |
| Michigan      | 450,000    | Wyoming *                | 75,000    |
| Minnesota     | 228,000    | District of Columbia     | 75,000    |
| Mississippi   | 142,000    | American Samoa           | 25,000    |
| Missouri      | 242,000    | Guam *                   | 25,000    |
| Montana       | 75,000     | Puerto Rico              | 219,000   |
| Nebraska      | 83,000     | Virgin Islands *         | 25,000    |
| Nevada        | 75,000     | Northern Mariana Islands | 25,000    |

\* These States/Territories did not submit applications for FY 1994 funding.

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- Subgrant reports: 30 days after award
  - Financial reports: Quarterly
  - Progress reports: Semiannually.

In addition, State applications were required to include a time-task plan for implementing their State's Title V program.

### **Local Subgrants**

State agencies award subgrants to eligible units of general local government. A unit of general local government is defined as any city, county, town, borough, parish, village, or other general purpose political subdivision of a State, and any Indian tribe that performs law enforcement functions as determined by the Secretary of the Interior.

**Local Award Process.** The award process—to be competed within 180 days after receipt of the State award from OJJDP—generally includes a Request for Proposals (RFP), a competitive review of local grant applications, and the subsequent award of subgrants to units of general local government. Subgrants are awarded in annual increments with overall project periods of 12 to 36 months. Based upon the amount of funds allocated to the State and the number and quality of applications, the SAG determines the total number of subgrants within the State and the size of the subgrant made to each locality. Where feasible, States are encouraged to make efforts to coordinate their Title V planning and award processes with existing prevention initiatives (e.g., Family Preservation, CSAP Community Partnerships, Community Oriented Policing, Empowerment Zones, and Enterprise Communities).

**Local Subgrant Requirements.** In order to be eligible to apply for a Title V subgrant from the State, a local unit of government must meet four basic requirements:

- Receive certification of compliance with the JJDP Act Formula Grant core requirements from the SAG
- Provide a 50 percent in-kind or cash match of the Title V subgrant
- Convene or designate a local Prevention Policy Board
- Submit a three-year, comprehensive delinquency prevention plan to the State.

SAGs may establish additional eligibility criteria to target specific types of communities based on criteria related to juvenile crime or other indications of need (e.g., jurisdictions with above average violent crime rates), but they may not arbitrarily exclude an eligible unit of general local government from competing for Title V funds.

Local compliance with the core requirements of the JJDP Act Sections 223(A) (12), (13), (14), and (23), necessitates the following: deinstitutionalization of status offenders from secure detention, sight and sound separation of juveniles from adults held in secure facilities, removal of juveniles from secure custody in adult jails and lockups, and efforts to eliminate the disproportionate representation of minority juveniles in secure facilities, where found to exist.

The second requirement compels localities to obtain commitments from State or local public agencies to provide a 50 percent cash or in-kind match for the Title V funds awarded. With the match, Title V helps leverage local and State funds and secures broader backing of the prevention initiatives.

The third requirement establishes the PPB, outlined above in section 5.1, which will develop and approve the three-year plan, make recommendations for the distribution of local funds, plan for coordinated services, and oversee the evaluation of activities funded. The process for the development of a delinquency prevention plan was described in detail in Section 5.2.

Each SAG will consider local applications against the conditions set in the final Federal funding guidelines along with any additional State-designated requirements. The key components of a sound application include:

- Thorough assessments of community risk, resources, and readiness
- Coherent risk-based delinquency prevention strategies
- Broad-based community support
- Interagency coordination and collaboration
- Innovative approaches to involving the private nonprofit and business sectors
- Sensible budgets, including recipient matching funds
- Program evaluation plan.

Exhibit I-7 presents the elements of an application, as described in the funding guideline, that will be given priority consideration by SAGs during the local funding process.



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These elements closely track the components of a local three-year delinquency prevention plan presented in Exhibit I-3, above.

**EXHIBIT I-7**  
**ELEMENTS FOR PRIORITY CONSIDERATION OF**  
**LOCAL SUBGRANT APPLICATIONS**

- |   |                                                                                                                                                                                                                                                                               |
|---|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| ✓ | A thorough assessment of risk factors and resources, including quantified measures of the risk factors that will serve as a baseline for determining project performance                                                                                                      |
| ✓ | An identification of key community leaders and members of the PPB and a description of their respective roles in the delinquency prevention strategy                                                                                                                          |
| ✓ | A clear definition of the geographic boundaries that define the target community                                                                                                                                                                                              |
| ✓ | A realistic assessment, including evidence, of the community's readiness to adopt a comprehensive delinquency prevention strategy                                                                                                                                             |
| ✓ | A coherent plan, including realistic goals and objectives, to mobilize the community and to implement a strategy that will address priority risk factors, along with innovative ways of involving private nonprofit and business sectors in delinquency prevention activities |
| ✓ | A specific strategy for coordination of services to at-risk youth and their families                                                                                                                                                                                          |
| ✓ | A strategy for, or evidence of, collaboration with other units of local government and State agencies to develop or enhance a Statewide subsidy program to local governments that is dedicated to early intervention and delinquency prevention                               |
| ✓ | Written statements of commitment from State or local public agencies to match in cash or in kind at least 50 percent of the funds awarded                                                                                                                                     |
| ✓ | A budget that outlines and justifies the planned expenditures of grant funds and matching resources                                                                                                                                                                           |
| ✓ | A sound plan for collecting data for measuring performance and outcomes                                                                                                                                                                                                       |

### 5.5 Evaluation

Monitoring, measuring, and assessing Title V implementation and outcomes are critical to the determination of appropriate future policy and program directions. OJJDP has incorporated three principal evaluation components into the Title V Program:

- An implementation evaluation of program activities, which includes tracking training and TA activity and monitoring Federal and local funding processes

- Independent local evaluations of performance and outcomes of grantee project activities, built into the Program through data collection requirements of the grant applications
- A comprehensive national evaluation of the long-term impact of community based, risk-focused prevention.

The agency plans to support an aggressive evaluation component throughout the implementation of Title V.

The current evaluation components focus on both process and outcome issues. The implementation evaluation addresses questions such as:

- What approaches are States adopting to implement Title V and with what results?
- How many and what types of communities attended training and received TA?
- Are the "right" community leaders participating in Title V activities?
- How are local communities responding to Title V?
- How is Title V similar to or different from other prevention training and funding programs available to communities?
- What types of prevention strategies are being supported?
- What would help prepare local communities to more successfully implement risk-focused prevention strategies in their communities?

The following chapter addresses these questions based on the data collected and analyzed in this early stage of the Title V Program implementation and evaluation. Questions regarding the impact of the overall Title V implementation (e.g., What impact did the receipt of training and TA have on the quality of grants submitted?) and the effectiveness of local Title V programs in preventing delinquency (e.g., To what extent are risk factors reduced?) can only be addressed over the longer term.

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## **II. PROGRAM IMPLEMENTATION: ACTIVITIES AND ACCOMPLISHMENTS**

This chapter provides an overview of Title V Program activities and accomplishments to date as they relate to:

- Informing Communities and Building Capacity
- Grants and Subgrants
- Local Community Responses
- Evaluation Activities.

Given that this is the first year of appropriated funding for the Title V Program, the discussion of activities and accomplishments is focused on a characterization of the Program implementation rather than Program outcomes.

Although Title V was authorized by the 1992 amendments to the JJDP Act, funds were not appropriated by Congress to enable its implementation until fiscal year 1994. In introducing the Title V Program, OJJDP has been committed to a quick start-up and a timely transfer of funds to local communities. Towards this end, many of the Title V Program component activities, including communication, award processes, training, technical assistance, and evaluation activities, have been implemented concurrently and are ongoing. As shown in the timeline in Exhibit II-1, there has been substantial overlap among Program activities. In addition, individual States have adopted varying Program implementation timelines. For example, while some States were just beginning their key leader trainings, other States were already awarding grants to communities who had completed training, conducted risk and resource assessments, and submitted applications.

### **1. INFORMING COMMUNITIES AND BUILDING CAPACITY**

Building the capacity of localities to develop and implement effective, community-wide, risk-focused prevention strategies is a fundamental component of the Title V Program. As a new Program, the first step in building capacity was informing communities of Title V's existence, opportunities, and requirements. Once this critical "marketing" of Title V was underway, ongoing capacity building has been provided in the form of training in the *Communities That Care* (CTC) model of risk-focused prevention and technical assistance.



## 1.1 "Getting the Word Out"

The responsibility for informing local communities of the availability of Title V funds and opportunities for training rests with individual State Juvenile Justice (JJ) Specialists. To assist in the local communication process, OJJDP provided the JJ Specialists with Title V fact sheets, training descriptions, sample letters to community leaders, and sample training registration forms. In addition, a two-day workshop on Title V was held in July, 1994 in Washington, D.C. to provide the JJ Specialists with detailed information about this new Program. The workshop included remarks by then-acting Administrator John J. Wilson about the Program's vision and goals and provided the States with a wealth of information about the Final Program Guidelines, regulations for local certification of compliance with the four JJDP Act core requirements, components of local prevention plans, introductions to various risk and protective factor models, descriptions of State collaborative strategies, financial requirements for administering Title V, as well as other information resources on prevention programs available through TA and various Clearinghouses.

States employed a variety of materials and dissemination techniques to inform local jurisdictions about Title V and to recruit community key leaders to training.<sup>1</sup> Some States conducted mass mailings to large lists of justice workers and elected officials throughout the State, while others were more selective in their initial communication. Several States put substantial effort into developing their own sophisticated Title V information packets, while others photocopied selected pages of existing OJJDP and CTC informational materials. The variations reflect, in part, State differences in their approaches to and prioritization of Title V, allocation of additional resources to Title V Program efforts, and local subgrant eligibility guidelines. It is too early in the implementation process to assess the actual impact that differing State communication approaches may have on the quality of applications or program effectiveness.

Many States sent Title V materials and extended training invitations to representatives in all counties or other eligible units of local government. Approximately one-third of the States targeted their early communication efforts more narrowly and sent information only to selected units of local government. Targeting was based on the prior existence of community prevention coalitions or planning boards that deal with youth issues, greater perceived need for prevention efforts (e.g., based on local crime rates), local compliance with the JJDP Act

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<sup>1</sup> State Title V materials were submitted by approximately 45 percent of the States and analyzed for this report. The approaches used by these States do not necessarily reflect all States' activities.

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core requirements, or other selection criteria. These approaches offer varying advantages. Widespread dissemination informs all communities of the availability of delinquency prevention funds, supports a competitive process, and prompts localities to start thinking about prevention in their community, even if they are not able to attend training or submit applications for Title V funding during the current year. On the other hand, given the limited Title V resources and training slots, targeting communities that the JJ Specialists thought would benefit most from the Program reduces the likelihood that States would have to turn communities away from limited training slots.

Within the communities, JJ Specialists most commonly sent the Title V information packets to county executives/mayors and juvenile justice representatives. Some also sent materials to law enforcement representatives, existing prevention coalition leaders, school superintendents, and social services directors. Approximately half the States sent Title V materials to one or two contacts relying on these contacts to inform other key leaders in the community, while the other half sent materials to many contacts in the same community. A few States placed open advertisements in local publications regarding training and funding opportunities. While Title V emphasizes the importance of involving private industry in local prevention efforts, few States sent relevant materials directly to community business executives.

Almost every State that conducted mass mailings to all units of government then received more applications for training than they could accommodate, an indication of substantial local demand for support in prevention programming. States most commonly screened communities to attend training on the basis of one or a combination of the following factors: apparent need for prevention, existing community boards, compliance with JJDP core requirements, size or urban/rural nature of communities, and evidence of commitment of key leaders. Several States gave priority to communities which already were receiving related Federal or State planning grants that could be "dovetailed" with Title V efforts. Some States simply used a "first come, first served" policy, while a few required competitive written proposals for attendance. Some communities self-selected themselves out of the process because of the tight time frame between receipt of information materials by the communities and the deadline to submit evidence of commitment from key leaders to attend the trainings.

Several State JJ Specialists expressed frustration over both the tight time frames and the need to turn away interested parties from the training, which was viewed as a critical step toward the application process. The screening of communities out of training had greater implications in certain States in which only those communities which attended training are

eligible for funding. A few States (e.g., California, Texas, Florida, Ohio, and Michigan) were able to secure a second training session funded by OJJDP and others (e.g., Iowa and North Dakota) allocated State monies to expand the size of training sessions or to be able to offer additional training sessions and thereby accommodate local demand.

## 1.2 Training

In 1994, nearly 2,500 training participants from a cross-section of communities nationwide attended the two phases of risk-focused prevention training for Title V (described in Section 5.3 of Chapter I). These training sessions brought together, often for the first time, diverse communities and multidisciplinary community representatives to discuss prevention needs, strategies, and plans. The following sections present an overview of training activity, key leader profiles, community board profiles, community profiles, and training feedback.

### Training Activity

Exhibit II-2 presents the States in which the KLO and RRA trainings were held and, where data are available, the number of communities and key leaders that attended. States in which training have been conducted are also highlighted on the map shown in Exhibit II-3.

**Key Leader Orientations.** Between March 29 and January 6, 1995, there were 39 one-day KLO trainings in 33 States and the District of Columbia. In total, over 1,500 key leaders from more than 320 communities attended these trainings. In addition, KLO trainings were attended by approximately 175 State Juvenile Justice Specialists, SAG members, and representatives of social services and other agencies outside the target communities.

**Risk and Resource Assessment Trainings.** During the same period, 25 RRA training sessions were conducted in 24 States and the District of Columbia. Over 960 community board members from nearly 200 communities attended the three-day RRA sessions. Approximately 60 State Juvenile Justice Specialists, SAG members, and representatives of social services and other agencies outside the target communities attended these trainings.

**Additional Training.** In addition to the training sessions indicated above, all of which were funded through OJJDP, five States (Colorado, Ohio, Michigan, North Dakota, and Pennsylvania) held supplementary RRA training sessions that were supported by State funds. Three of those States (Colorado, Michigan, and Pennsylvania) also paid for communities to attend "Promising Approaches," the third training phase in the *Communities That Care* model,



**EXHIBIT II-2**  
**1994 TITLE V DELINQUENCY PREVENTION TRAINING BY STATE**  
**(Training as of January 6, 1995)<sup>1</sup>**

| State                    | Key Leader Orientation |                       |                       | Risk and Resource Assessment Training |                       |                         |
|--------------------------|------------------------|-----------------------|-----------------------|---------------------------------------|-----------------------|-------------------------|
|                          | Training Date          | Number of Communities | Number of Key Leaders | Training Date                         | Number of Communities | Number of Board Members |
| Alabama                  |                        |                       |                       |                                       |                       |                         |
| Alaska                   | 12/9                   | 4                     | 24                    |                                       |                       |                         |
| Arizona                  | 8/11                   | 12                    | 49                    | 9/7                                   | 9                     | 49                      |
| Arkansas                 | 10/28                  | 12                    | 35                    |                                       |                       |                         |
| California               | 10/24<br>10/25         | 24                    | 74                    | 11/28<br>01/04/95                     | 24                    | 90                      |
| Colorado                 | 8/23                   | 7                     | 44                    | 9/26                                  | 14                    | 72                      |
| Connecticut <sup>2</sup> |                        |                       |                       |                                       |                       |                         |
| Delaware                 |                        |                       |                       |                                       |                       |                         |
| Florida                  | 5/17<br>6/20           | na<br>7               | 30<br>48              | 8/15                                  | 5                     | 34                      |
| Georgia                  | 3/29                   | na                    | 60                    | 5/24                                  | 17                    | 44                      |
| Hawaii <sup>3</sup>      | 11/24                  | 5                     | 18                    |                                       |                       |                         |
| Idaho                    | 7/29                   | 7                     | 26                    |                                       |                       |                         |
| Illinois                 |                        |                       |                       |                                       |                       |                         |
| Indiana                  |                        |                       |                       |                                       |                       |                         |
| Iowa                     | 6/21                   | 24                    | 89                    | 7/18                                  | 17                    | 45                      |
| Kansas                   | 11/18                  | 12                    | 58                    |                                       |                       |                         |
| Kentucky                 |                        |                       |                       |                                       |                       |                         |
| Louisiana                | 7/15                   | 11                    | 42                    | 10/10                                 | 8                     | 47                      |
| Maine                    |                        |                       |                       |                                       |                       |                         |
| Maryland                 | 6/29                   | 7                     | 41                    | 8/29                                  | 6                     | 33                      |
| Massachusetts            | 9/20                   | 6                     | 24                    | 11/15                                 | 8                     | 46                      |
| Michigan                 | 7/26<br>8/9            | 20                    | 91                    | 8/22                                  | 6                     | 35                      |
| Minnesota                |                        |                       |                       |                                       |                       |                         |
| Mississippi              |                        |                       |                       |                                       |                       |                         |
| Missouri                 | 6/30                   | 10                    | 34                    | 9/7                                   | 7                     | 37                      |
| Montana                  | 10/5                   | 12                    | 56                    | 11/8                                  | 6                     | 24                      |
| Nebraska                 |                        |                       |                       |                                       |                       |                         |
| Nevada                   | 12/12                  | 2                     | 5                     |                                       |                       |                         |
| New Hampshire            | 7/22                   | 1                     | 40                    | 10/12                                 | 1                     | 22                      |
| New Jersey               | 9/13                   | 9                     | 57                    | 10/11                                 | 10                    | 45                      |
| New Mexico               |                        |                       |                       |                                       |                       |                         |

EXHIBIT II-2 (Continued)  
1994 TITLE V DELINQUENCY PREVENTION TRAINING BY STATE



| State                       | Key Leader Orientation |                       |                       | Risk and Resource Assessment Training |                       |                         |
|-----------------------------|------------------------|-----------------------|-----------------------|---------------------------------------|-----------------------|-------------------------|
|                             | Training Date          | Number of Communities | Number of Key Leaders | Training Date                         | Number of Communities | Number of Board Members |
| New York                    | 6/16                   | 12                    | 36                    |                                       |                       |                         |
| North Carolina              |                        |                       |                       |                                       |                       |                         |
| North Dakota                | 7/6                    | 8                     | 34                    | 9/19                                  | 4                     | 19                      |
| Ohio                        | 6/21<br>7/21           | 17                    | 64                    | 8/10                                  | 7                     | 26                      |
| Oklahoma                    |                        |                       |                       |                                       |                       |                         |
| Oregon                      |                        |                       |                       |                                       |                       |                         |
| Pennsylvania                | 6/29                   | 8                     | 49                    | 9/7                                   | 8                     | 40                      |
| Rhode Island                | 8/1                    | 16                    | 41                    |                                       |                       |                         |
| South Carolina              |                        |                       |                       |                                       |                       |                         |
| South Dakota                | 6/28                   | 11                    | 37                    | 12/12                                 | 8                     | 32                      |
| Tennessee                   | 4/29                   | 7                     | 40                    | 6/21                                  | 6                     | 40                      |
| Texas                       | 10/17<br>10/18         | na <sup>4</sup>       | 60                    | 11/2                                  | na <sup>4</sup>       | 25                      |
| Utah                        | 10/5                   | 2                     | 10                    | 12/13                                 | 4                     | 18                      |
| Vermont                     | 10/17                  | 9                     | 40                    |                                       |                       |                         |
| Virginia                    | 5/20                   | 13                    | 43                    | 7/26                                  | 14                    | 72                      |
| Washington                  | 6/14                   | 13                    | 40                    | 9/20                                  | 8                     | 34                      |
| West Virginia               |                        |                       |                       |                                       |                       |                         |
| Wisconsin                   | 11/11                  | 14                    | 39                    |                                       |                       |                         |
| Wyoming <sup>2</sup>        |                        |                       |                       |                                       |                       |                         |
| Dist. of Columbia           | 6/2                    | na <sup>4</sup>       | 41                    | 12/7                                  | na <sup>4</sup>       | 35                      |
| American Samoa              |                        |                       |                       |                                       |                       |                         |
| Guam <sup>2</sup>           |                        |                       |                       |                                       |                       |                         |
| Puerto Rico                 |                        |                       |                       |                                       |                       |                         |
| Virgin Islands <sup>2</sup> |                        |                       |                       |                                       |                       |                         |
| N Mariana                   |                        |                       |                       |                                       |                       |                         |
| <b>TOTALS<sup>5</sup></b>   | <b>39</b>              | <b>322</b>            | <b>1519</b>           | <b>25</b>                             | <b>205</b>            | <b>964</b>              |

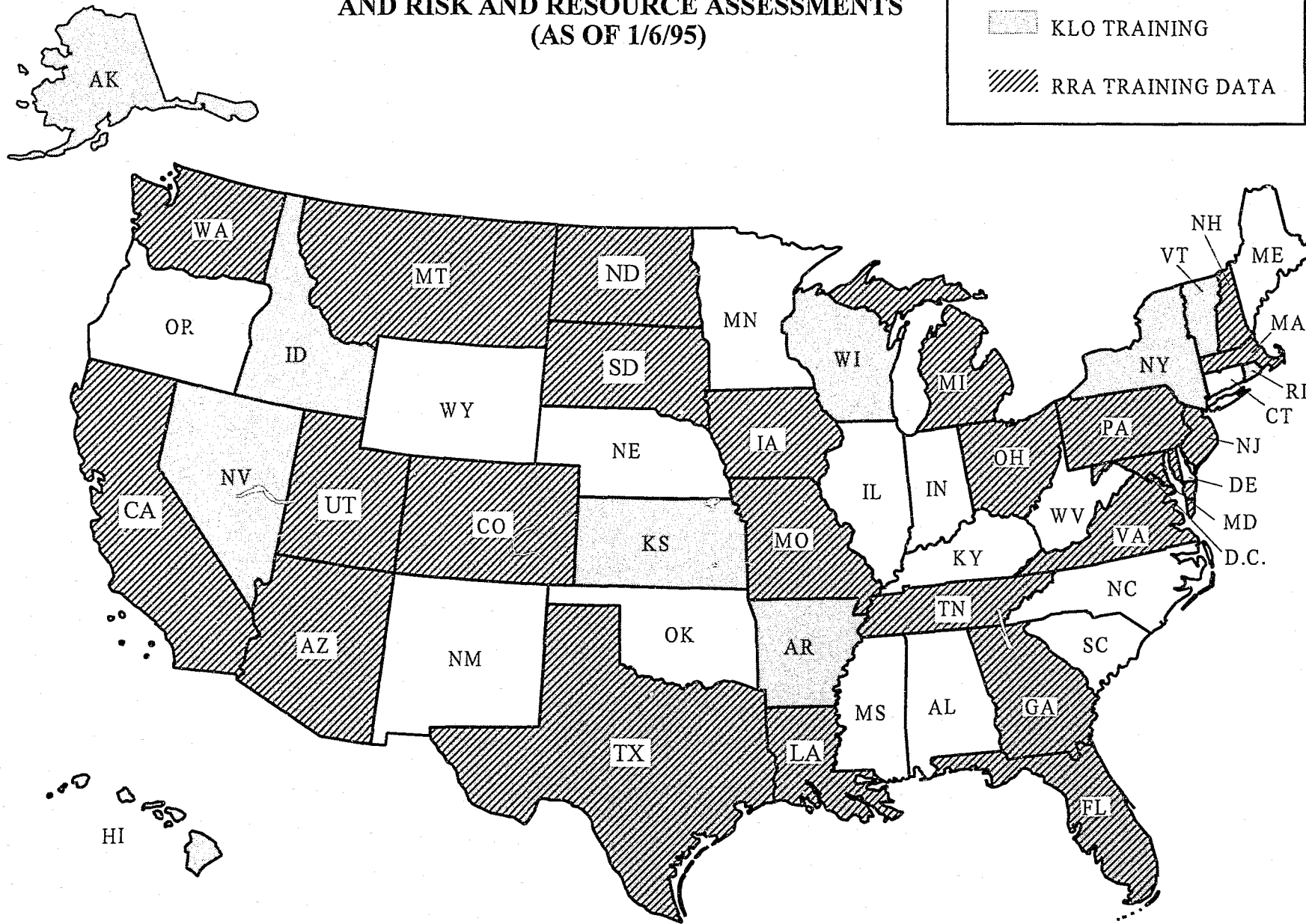
Notes:

- <sup>1</sup> Additional training is being conducted for other States in 1995.
- <sup>2</sup> These States/Territories did not submit applications for FY 1994 funding.
- <sup>3</sup> Key leaders representing the Northern Mariana Islands attended the Hawaii KLO.
- <sup>4</sup> These States/Territories did not attend the training in any well-defined community units.
- <sup>5</sup> Totals reflect all available training information. Since some information forms were originally not completed, the database contains 37 KLO trainings of 313 communities and 1429 individuals as well as 24 RRA trainings of 197 communities and 929 board members.

### EXHIBIT II-3 OJDP TITLE V TRAININGS: KEY LEADER ORIENTATIONS AND RISK AND RESOURCE ASSESSMENTS (AS OF 1/6/95)

**LEGEND:**

-  KLO TRAINING
-  RRA TRAINING DATA



which is not being offered by OJJDP. Two States (Maine and Illinois) declined training through OJJDP, but have received KLO and RRA training during the past year under other program sponsorship. KLO, RRA, and Promising Approaches training continue to be scheduled and conducted in 1995.

### **Key Leader Profiles**

A total of 1,429 key leaders attended the 1994 key leader trainings included in this analysis.<sup>2</sup> They included 292 executives of direct services organizations, 239 judges and other judicial system representatives, 205 police chiefs, sheriffs and other law enforcement personnel, and 188 local government officials.

**Team Size.** On average, multi-agency teams of four key leaders attended the KLO. While this average team size was consistent with recommendations for ideal training dynamics, the number of key leaders representing their communities ranged from only one to as many as 44.

**Sector Representation.** The Title V model is designed to bring together leaders from the spectrum of community sectors including justice, law enforcement, schools, local government, business, civic organizations, religious community, and housing. As demonstrated in Exhibit II-4, certain sectors were more strongly represented than others at these trainings. For example, the following six sectors were each represented by over 10 percent of the 1,429 key leaders:

- Direct services
- Judicial
- Law enforcement
- Education
- Local government
- Community and civic organizations.

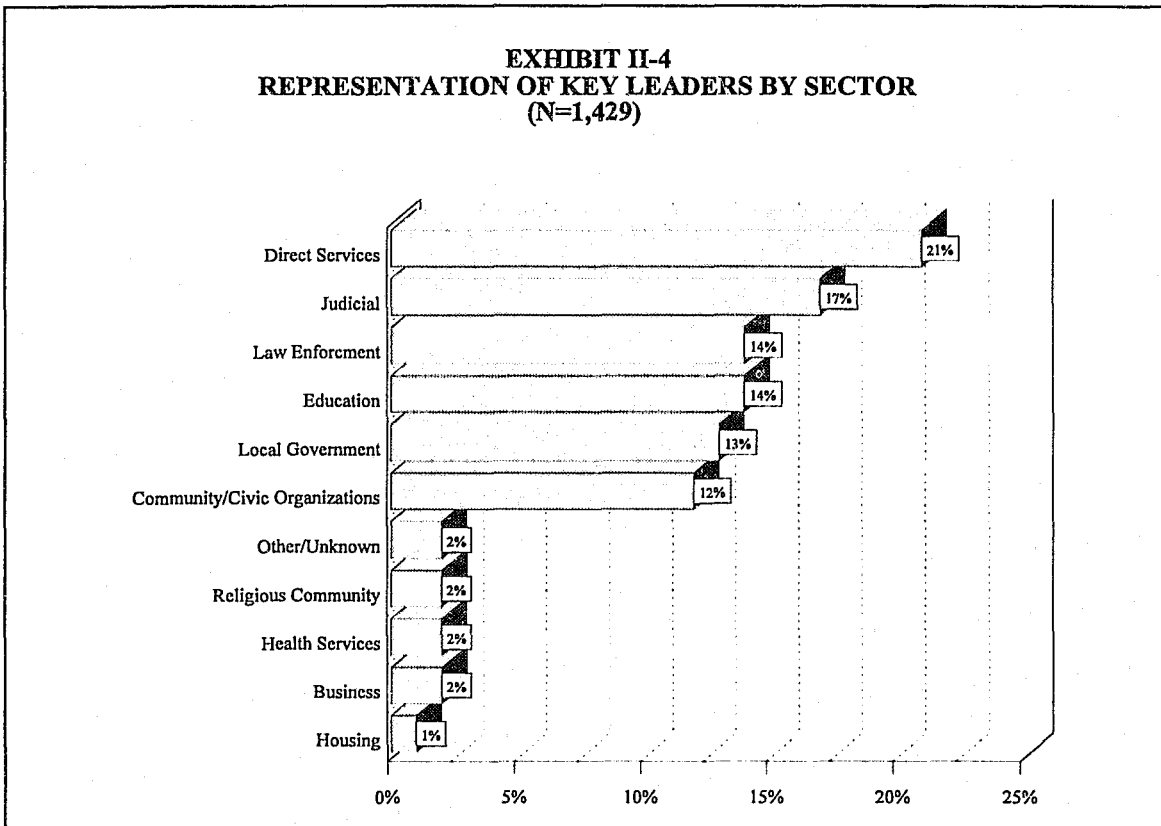
On the other hand, less than 3 percent of key leaders represented business, the religious community, health services, and housing. For communities to effectively mobilize and sustain

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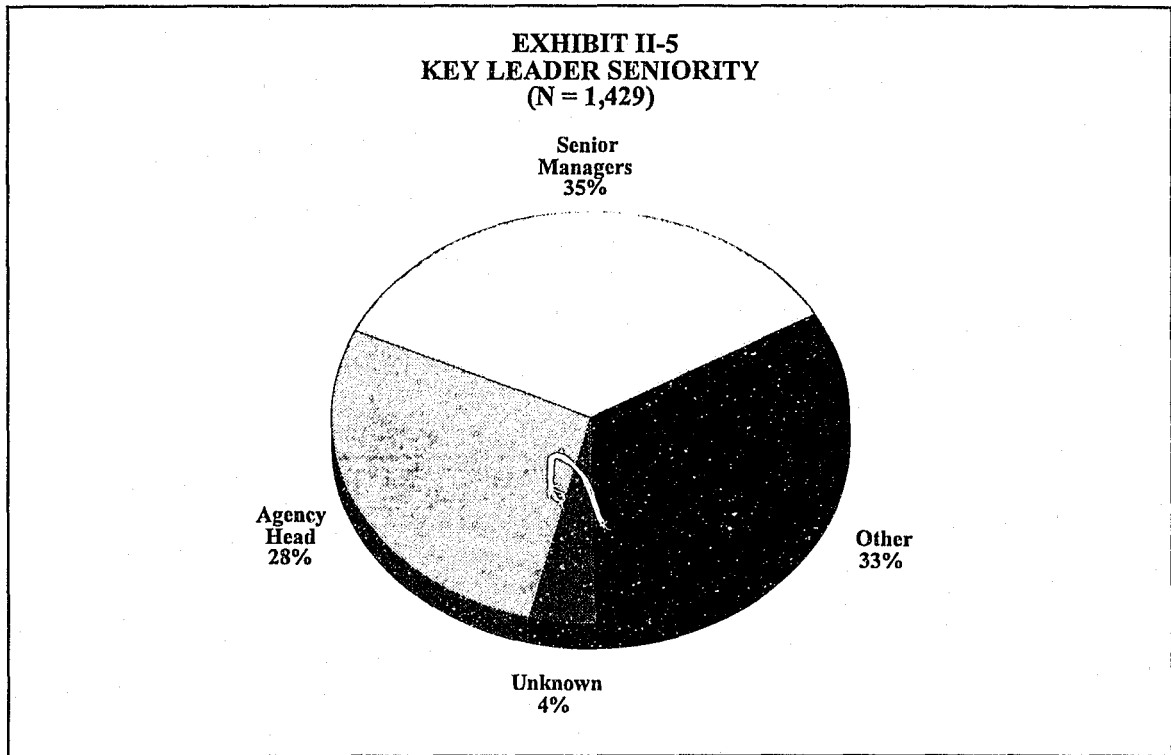
<sup>2</sup> Data from 37 KLO trainings attended by 1429 key leaders from 313 communities were entered into a centralized database and analyzed for the purposes of this report. Participant and community data from 2 KLO trainings (Florida and Georgia) were not available because trainings were held prior to the onset of data collection by the evaluation contractor. Community data forms were not completed at 2 additional KLO trainings (Washington D.C. and Texas).

comprehensive community-wide strategies, further efforts may be necessary to increase the involvement of community leaders in those four important sectors. The distribution of sector representation varied greatly among training sessions and may be related in part to the various State communication approaches discussed above in Section 1.1.

**EXHIBIT II-4**  
**REPRESENTATION OF KEY LEADERS BY SECTOR**  
**(N=1,429)**



**Seniority.** The Title V training model targets high level decision-makers to mobilize local prevention efforts. Over one-quarter of the key leaders who attended training were heads of organizations (e.g., mayor, chief or police, agency executive director, school superintendent, CEO) and over one-third were senior managers or held influential positions (e.g., council member, judge, principal, deputy, project director). The remaining attendees held "other" positions in the organization, frequently assistants to the key leaders. Exhibit II-5 shows the seniority level of the key leaders attending training.



### Community Board Profiles

A total of 929 community board members from 197 communities attended the subsequent RRA training sessions.<sup>3</sup> While the key leaders are expected to mobilize the community into action and provide continued guidance and oversight, the community board members conduct the risk and resource assessment, develop prevention strategies, and implement the prevention plans. Approximately 240 or 26 percent of participants at the RRA previously attended a KLO.

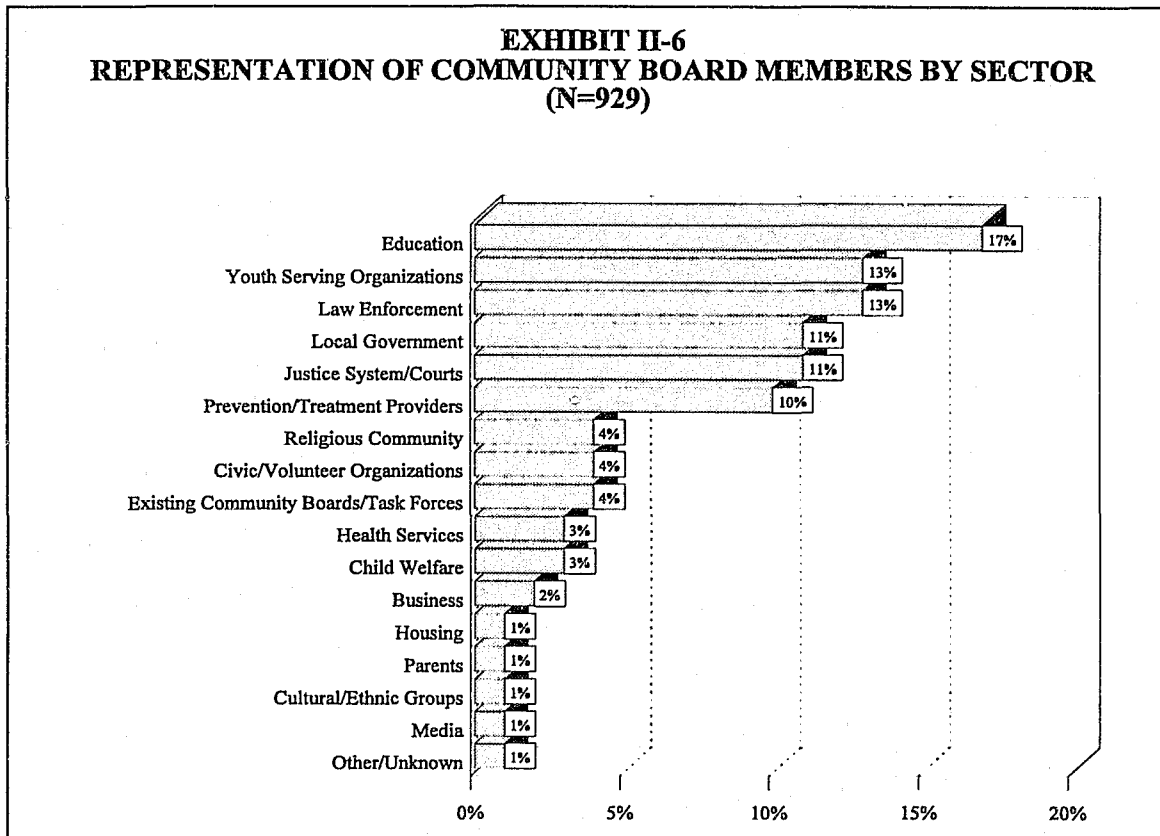
**Community Board Size.** Teams attending RRA training consisted of 4 to 5 members on average, yet team sizes ranged from 1 to 24 members. Title V requires a planning board of 15 to 21 members, and some communities preferred to expose more members of the board to the processes for conducting risk and resource assessments.

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<sup>3</sup> Data reflecting 24 RRA trainings attended by 929 community board members from 197 communities were entered into the centralized database and analyzed for the purposes of this report. Community profile forms from two RRA trainings (Texas and District of Columbia) and community board profile forms from one training (District of Columbia) were not completed.

**Sector Representation.** Exhibit II-6 presents the sector representation for community board members.<sup>4</sup> As with key leaders, there were community board members from the spectrum of community sectors, but representation has been uneven. The following six sectors have been strongly represented, each making up over 10 percent of the total attendance at RRA trainings:

- Education
- Youth serving organizations
- Law enforcement
- Local government
- Justice system/courts
- Prevention/treatment providers.



<sup>4</sup> While some positions can conceivably fall into several sector categories, participants were asked to select the one sector that best describes their occupation. Community board sectors are slightly different than those used to track key leaders.

Sectors that have been represented by less than 5 percent of the total attendance, include:

- Religious
- Health services
- Business
- Housing
- Parents
- Media.

While members of these latter groups may have been recruited to serve on the community Policy Prevention Boards, few of them have been attending the RRA training sessions.

### **Community Profiles**

The communities characterized below are those that attended the Key Leader Orientations. Since CTC training sessions were offered as a two part series, the majority of the communities that attended the RRA training (approximately 80 percent) are included in the data from the KLO.

**Community Settings.** The communities that have attended Title V training represent a broad range of settings and populations, including rural counties, major metropolitan cities, suburban towns, and Native American tribal regions. Over one-third of the communities (36%) are rural areas and over one-quarter (27%) are urban centers, while one-fifth (21%) represent suburban communities and the remainder (16%) are mixed settings. Distribution by setting is shown in Exhibit II-7.

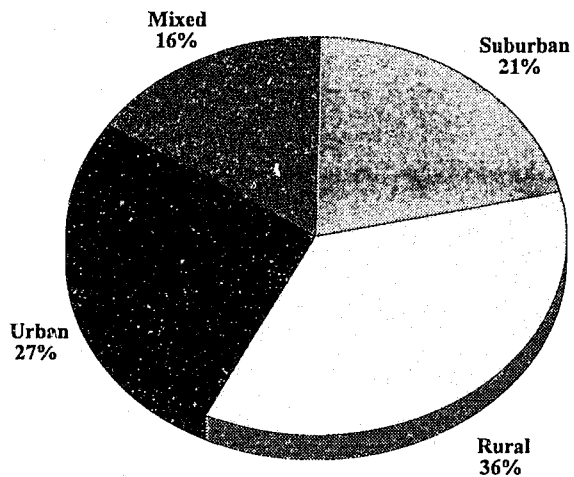
**Population Size.** As seen in Exhibit II-8, the majority of communities have fewer than 100,000 residents:

- One-third under 25,000
- One-third between 25,000 and 100,00
- One-fifth between 100,000-250,000
- One-sixth over 250,000.

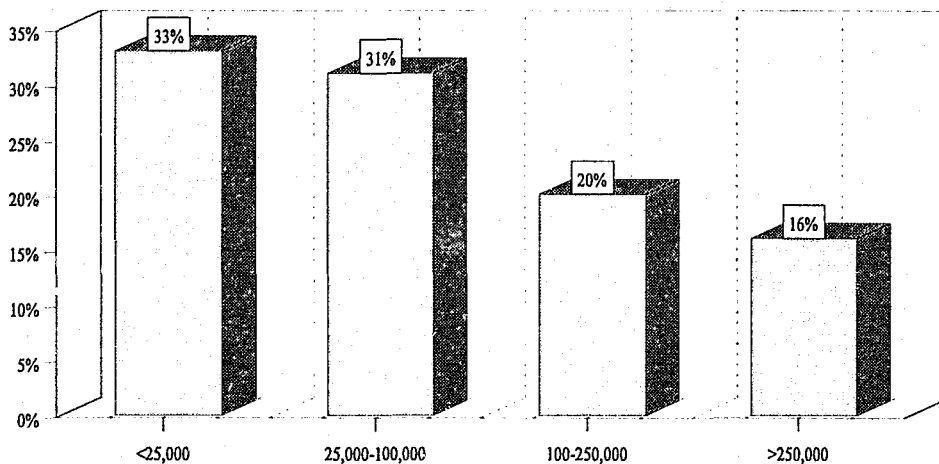
In keeping with the CTC model, participants are encouraged to target their prevention efforts toward communities of manageable and measurable size.



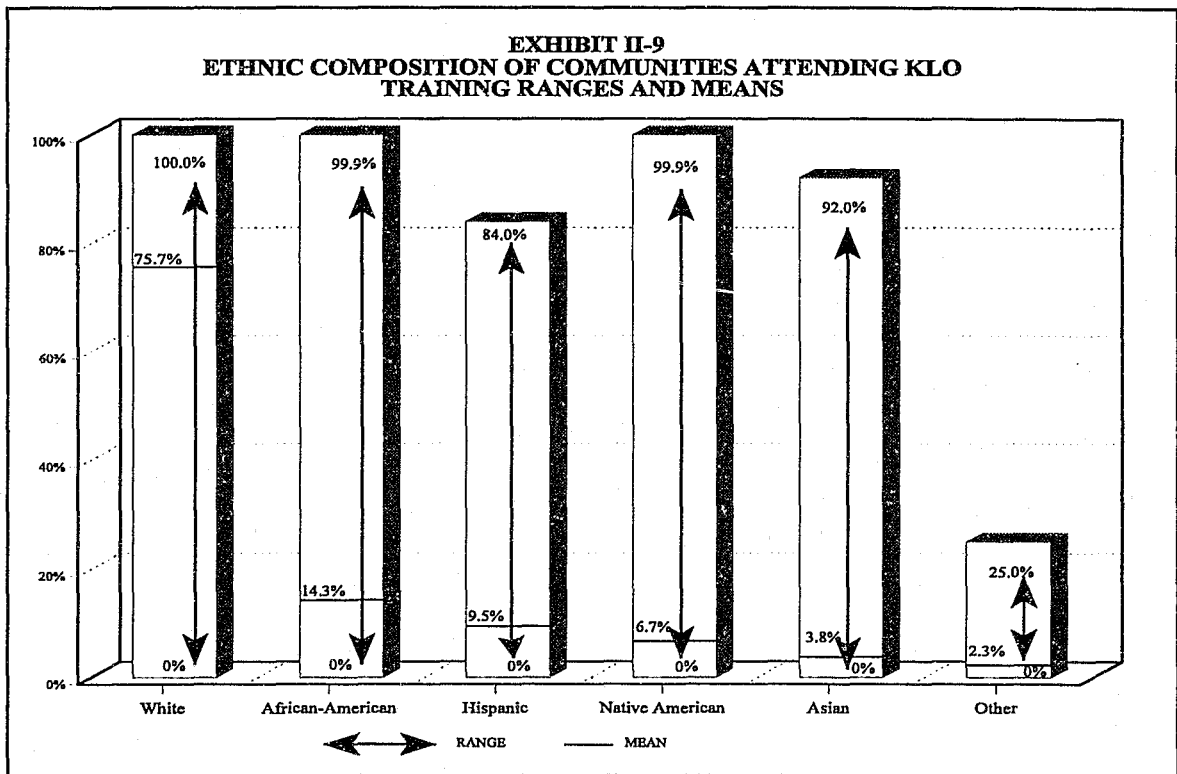
**EXHIBIT II-7  
COMMUNITY SETTING OF COMMUNITIES  
ATTENDING KLO TRAINING**



**EXHIBIT II-8  
POPULATION SIZE OF COMMUNITIES  
ATTENDING KLO TRAINING**



**Ethnic Composition.** Exhibit II-9 illustrates the range of ethnic/racial group representation across the communities that attended KLO training. The wide ranges among the ethnic groups reflect the wide diversity of the communities that have participated in Title V training. For example, the community in Madrid, Iowa is 100 percent white; Benton Harbor, Michigan is 95 percent African-American; Pinal County, Arizona is 84 percent Hispanic; and Menominee County/Reservation, Wisconsin is nearly 100 percent Native American. The means for each ethnic group for the combined communities approximate the composition of the general population, with whites making up the majority population group represented.



**Prior Interagency Experience Addressing Youth Issues.** Most communities indicated substantial prior involvement in coordinated interagency approaches to youth issues. Of the 313 communities that attended key leader training:

- 83 percent had existing community coalitions or interagency task forces that deal specifically with youth issues.
- 64 percent have teams that attended prior training programs focused on collaborative interagency approaches for responding to community problems.

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Most commonly, these training programs were Drug Free Schools (36% of communities) or the Center for Substance Abuse Prevention (CSAP) Community Partnership Training (22% of communities).

- 58 percent previously had received grants that support interagency planning, coordination, or service delivery for youth services.

The prior involvement in coordinated approaches involved both State and Federal programs.

**Commitment to Title V.** Communities were invited to participate in the Title V training program before submitting grant applications or making commitments to apply for Title V funding. By the conclusion of the training sessions, community teams generally demonstrated substantial "buy in" to risk-focused prevention and the Title V approach. At the end of the KLOs, three-quarters of community teams (75%) indicated that they planned to establish a community board and pursue the CTC approach. At the conclusion of the RRA sessions, 81 percent of communities planned to apply for a Title V grant.

### **Training Feedback**

As part of the Title V evaluation component, participants at two early KLO sessions completed KLO Participation Evaluation Questionnaires. These evaluations were completed by 35 key leaders from Pennsylvania and 34 key leaders and 4 State Juvenile Justice Office observers from Maryland. A similar evaluation was conducted at three early RRA trainings. RRA evaluation questionnaires were completed by 27 community board members from Maryland, 31 from Michigan, and 31 from Pennsylvania.

**KLO Training Feedback.** In general, the response to the Key Leader Orientation was extremely positive:

- 92 percent of participants said they were provided with *new* information concepts, and strategies regarding delinquency prevention.
- 68 percent of participants thought the KLO was "very" or "extremely useful."
- 96 percent of participants would recommend that OJJDP continue supporting CTC training to help communities plan their risk focused prevention strategies.

By the end of the training day, 72 percent of participants in these two States were fully ready to commit to launching a community-based, risk-focused delinquency prevention approach in their community, while 25 percent were unsure what their communities would do, and only 3 percent were not yet ready.

While the majority of participants generally believed that an adequate amount of time was spent on each of the Orientation's key topics, particularly those regarding the theoretical basis of risk-focused prevention, there were several areas related to the more "hands-on" implementation of programs where community leaders sought more time and information. Many of the KLO participants appeared eager for the information that is covered in more detail in the subsequent Risk and Resource Assessment Training as well as the training on promising approaches to delinquency prevention.

**RRA Training Feedback.** The response to the RRA training was equally favorable. Among the three State's participants:

- 81 percent rated the overall usefulness of the training as "extremely useful" or "very useful"
- 79 percent felt the training prepared them to collect data on risk factors in their community
- 72 percent thought that the training provided them with new information.

The majority characterized the amount of time spent on every topic during the three days as "about right."

### **1.3 Technical Assistance**

Between August 1994 and January 1995, during the early implementation phase of Title V, there were 34 requests for technical assistance from 16 States. Most of the TA requests (19 out of 34) came from local units of government seeking help with their community mobilization and planning processes. Eight of the requests were from State Juvenile Justice Specialists seeking supplemental training for groups of local government representatives. Seven requests were from State Advisory Groups or Juvenile Justice Specialists seeking assistance in formulating policies consistent with the Title V program.

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The TA requests represent two types of desired assistance: those seeking seminar-style training and those seeking direct assistance. The majority of the requests to date (21 out of 34) have been for seminars or briefings concerning risk and resource assessments and community prevention planning. These seminars generally are classroom-style sessions teaching the theories and methods involved in risk-focused planning. The remainder of the requests were for direct assistance in the technical areas of planning, data collection, or program development. Direct forms of assistance generally provide guidance in applying a particular skill to the recipient's specific circumstances.

Examples of the TA activity provided to date include:

- Guidance to a California city on how to move their prevention efforts from "talk into action"
- Support on data collection and survey methods appropriate for a Michigan community
- Consultation to Nebraska State officials on how to integrate an existing "Partners in Planning" initiative with the new Title V Program
- Assistance in resolving "turf" issues and promoting collaboration in a Pennsylvania county
- Tips on other related Federal funding opportunities presented to multiple Maryland counties.

In addition, State officials and community members in several States were presented with information regarding the Title V objectives and guidelines and risk and protection-focused prevention theory. State JJ Specialists have spoken highly of the benefits of receiving technical assistance, particularly in regard to applying the Title V program within the context of the specific needs of communities in their State.

TA is serving an important function by instructing grant applicants and recipients on the approaches and methods of conducting risk and resource assessments. Communities that have benefitted from TA are like students asking the teacher for extra homework. They want to learn how to do the planning of their prevention program so that it best addresses their communities' needs and they are able to continue with the process, addressing the problems in their communities in new ways and benefitting from the available Federal resources.

## 2. GRANTS AND SUBGRANTS

While a few States awarded local subgrants in 1994, the majority were in the process of soliciting proposals and planned to award subgrants in 1995.

### 2.1 Title V Grants to States

All but four of the eligible States and territories applied for and received Title V State grants. The amount of funding received by each State and Territory was presented above in Exhibit I-6 on page 31.

### 2.2 Subgrants to Local Jurisdictions

States are progressing at different rates through the various stages of the subgrant process. While a few States (including Iowa and Minnesota) distributed funds to local communities in late 1994, most others anticipate making awards between April and July of 1995. The number and size of awards will vary greatly, reflecting both the size of the State's grant and also individual State decisions on the best allocation of funds (e.g., smaller awards to many communities or larger awards to a few target communities). Exhibit II-10 presents information provided by some of the States regarding the number, size, and anticipated award date for subgrants to local communities.

**Several States have chosen to combine other Federal and State funds with Title V funds to support prevention programming... The ability of States to combine the resources of programs with guidelines and planning components similar to Title V enables them to enhance existing community-based planning efforts while avoiding expensive duplication.**

Several States have chosen to combine other Federal and State funds with Title V funds to support prevention programming. The allocation of non-Title V resources approaches \$2 million in Iowa and Michigan, reflecting substantial commitment by these States to the benefits of risk-focused prevention. Among the common Federal sources tapped by the States are OJJDP Formula Grants and HHS Family Preservation and Support Services

Grants. States are also integrating into Title V programs pre-existing State initiatives, such as Montana's "Partnership to Strengthen Families," Colorado's "Build a Generation," and Minnesota's "City Grants Program." The ability of States to combine the resources of programs

**EXHIBIT II-10**  
**TITLE V DELINQUENCY PREVENTION PROGRAM**  
**STATE SUBGRANTS TO LOCAL COMMUNITIES**  
**(Information Provided by States as of February 28, 1995)**

| State         | No. of Awards | \$ Amount of Awards | Date of Awards | State/Territory          | No. of Awards | \$ Amount of Awards | Date of Awards |
|---------------|---------------|---------------------|----------------|--------------------------|---------------|---------------------|----------------|
| Alabama       |               |                     |                | New Hampshire            |               |                     |                |
| Alaska        | 3             | \$25,000            | 7/95           | New Jersey               |               |                     |                |
| Arizona       |               |                     |                | New Mexico               | 8             | \$5,000-\$20,000    | 7/95           |
| Arkansas      |               |                     |                | New York                 | 10 to 15      | \$40,000-\$165,000  | 5/95           |
| California    | 5             | \$250,000-\$500,000 | 07/95          | North Carolina           | 8 to 10       | <\$50,000           | 07/95          |
| Colorado      |               | \$5,000-\$50,000    | 04/95          | North Dakota             | 6             | \$8,000-\$25,000    | 02/95          |
| Connecticut   | N/A           | N/A                 | N/A            | Ohio                     |               |                     | 06/95          |
| Delaware      |               |                     |                | Oklahoma                 | 2 to 3        | \$50,000-\$80,000   | 07/95          |
| Florida       | 2 to 5        | <\$588,000          | 08/95          | Oregon                   | 3             | \$3,000-\$74,000    | 01/95          |
| Georgia       | 6             | \$25,000-\$50,000   | 10/95          | Pennsylvania             | 8             | \$50,00-\$100,00    | 04/95          |
| Hawaii        |               |                     |                | Rhode Island             | 10            | \$7,000             | 04/95          |
| Idaho         |               |                     |                | South Carolina           | 3             | \$20,000-\$80,000   | 07/95          |
| Illinois      |               |                     |                | South Dakota             |               |                     |                |
| Indiana       |               |                     |                | Tennessee                |               |                     |                |
| Iowa          | 23            | \$9,000-\$226,000   | 10/94          | Texas                    |               |                     |                |
| Kansas        |               |                     |                | Utah                     | 3 to 4        | \$31,000-\$41,000   | 07/95          |
| Kentucky      |               |                     |                | Vermont                  | 2             | \$75,000            | 09/95          |
| Louisiana     |               |                     |                | Virginia                 |               |                     |                |
| Maine         |               |                     |                | Washington               | 5 to 7        | <\$51,000           | 04/95          |
| Maryland      | 4 to 5        | \$45,000-\$55,000   | 06/95          | West Virginia            |               |                     |                |
| Massachusetts | 2 to 3        | \$40,000-\$60,000   | 04/95          | Wisconsin                |               |                     |                |
| Michigan      | 18            | \$50,000-\$300,000  | 4/95-10/95     | Wyoming                  | N/A           | N/A                 | N/A            |
| Minnesota     | 3             | \$28,000-\$114,000  | 11/94          | District of Columbia     |               |                     |                |
| Mississippi   |               |                     |                | American Samoa           |               |                     |                |
| Missouri      | 3             | \$42,000-\$100,000  | 01/95          | Guam                     | N/A           | N/A                 | N/A            |
| Montana       | 4             | \$15,000-\$25,000   | 02/95          | Puerto Rico              | 5             | \$40,000            | 06/95          |
| Nebraska      |               |                     |                | Virgin Islands           | N/A           | N/A                 | N/A            |
| Nevada        | 1 or 2        | \$20,000-\$71,000   | 05/95          | Northern Mariana Islands |               |                     |                |

with guidelines and planning components similar to Title V enables them to enhance existing community-based planning efforts while avoiding expensive duplication.

### 3. PRELIMINARY COMMUNITY RESPONSE TO TITLE V

While it is far too early in the process to assess the impact of Title V delinquency prevention efforts, preliminary feedback from a number of the communities that have attended risk-focused prevention training is extremely positive. Informal interviews with a sampling of early Title V participants suggest that many communities already are experiencing a significant impact from the program. For many, Title V is a new way of thinking about delinquency prevention. Conversations with community representatives across the country, from Pennsylvania to California, including Florida, North Dakota, Michigan, Ohio, Tennessee, Maryland, Iowa and Colorado reveal that in real life, this "new approach" is already making a difference.

Community members spoke of a number of advantages of the Title V risk focused model, including the planning framework it provides as well as new and positive approaches to interagency collaboration. Several commented on their long-term expectations for Title V and how this approach to delinquency prevention is more promising than other fragmental approaches they have tried in the past.

#### 3.1 Planning Framework

**Risk-focused assessment is designed to provide a rational and research-based framework for delinquency prevention planning at the community level.**

Risk-focused assessment is designed to provide a rational and research-based framework for delinquency prevention planning at the community level. The Risk and Resource Assessment training provided to communities throughout the country has educated volunteer boards on the technical aspects of the risk-focused model, thereby increasing local ownership and control over the process. The benefits of this planning framework already have made a difference in many of the communities involved.

"If you look only at the dollar value of the Title V grants, the effort required for completing the application is not worth it," commented the Director of Public Safety from Grand Haven, Michigan. But, he continued, "You get much more out of it than the Title V funds alone. Completing the risk and resource assessment provided us with structure, focus,



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and actual data that can be used to obtain other funding. It gives us credibility when approaching other funding sources."

A human services specialist from a rural county in Pennsylvania was another of several local planners who said they had learned skills from Title V that have influenced how they use money from other sources. "We use what we learned about risk assessment to look at our other funding streams, state, local, even private, like the Rotary Club. We share the [Title V] community risk assessment with the other funding sources. The risk-focused approach is the glue between all the youth service programs.

Because it is data-based, people respect its validity. It's the conductor of the orchestra." In other words, not only is Title V enabling effective delinquency prevention planning, but it is also changing how human service practitioners think about the whole set of youth serving programs they employ. An Ohio County Juvenile Justice Specialist has experienced the same effect. "It focuses on what puts the kids in trouble. It helps you focus on what you are already funding from other sources and assess which are targeted on the right things."

**Not only is Title V enabling effective delinquency prevention planning, but it is also changing how human service practitioners think about the whole set of youth serving programs they employ.**

Other feedback indicated that many communities were not previously aware of—or had been in denial of—the conditions putting their children at risk for problem behaviors. The risk assessment provided them with empirical evidence for assessing these conditions. As a teacher from an alternative High School in Michigan remarked, the risk assessment forced many in her community to "face the issues." Further, the assessment provided a structure for approaching the issues and the community coalition brought multifaceted perspectives together to work on resolving them.

The risk assessment process is also helping communities focus attention on previously unrecognized issues and problems. The Assistant to the Judge of the Juvenile Court in Davidson County Tennessee reported that when the Board in her community reviewed the data collected for their risk assessment they discovered new issues about which they had been unaware. They found, for example, that the school-age children of one of their pocket communities were dropping out of middle school. Their data revealed that of the fifty children who had graduated from elementary school, only three were entering the high school. Before the risk assessment, this type of data did not exist. Only when the model suggested researching local drop-out rates on a school-by-school basis did they discover that these data

were not normally collected. Without the fact-finding structure provided by the risk assessment process, problems such as this one would continue to go unnoticed.

Similarly, a sergeant in a rural California sheriff's office reported that his department already has benefited from the Title V risk assessment training. The department is developing problem oriented policing teams that use the language of the risk factor assessment. He also has used the data and structure from their community risk assessment to write a winning proposal for money to hire more officers from the Federal COPS MORE program.

So far, the Title V training has proven to be both educational and empowering, enabling even small communities without local expertise to benefit from the research behind this state-of-the-art model. As summed up by a Colorado Police Chief, "In the training we learned how to do our own risk assessment for ourselves."

### **3.2 Collaboration and Cooperation**

Local planners in Title V communities also reported the effects of new levels of collaboration among agencies that have been active for years in the fields of youth and families. Improved efficiency, reduced redundancy, and more effective plans are just some of the positive outcomes they noted.

**Improved efficiency,  
reduced redundancy,  
and more effective  
plans are just some of  
the positive outcomes.**

"When we did our risk assessment, the citizens wanted to know what all the agencies did," reported the Colorado Police Chief. "We found out that yes, there was some duplication because each agency was mandated to provide certain services. When we put together the agencies they didn't know what the others were doing. So the first thing we did was get a Family Center and hire a person to answer the phone 10 hours a week. When someone calls, she knows what all the agencies do." Small communities such as this one might have fewer resources to start with, but they might also have more potential for collaboration. "In a rural community like ours, where you only have about 2,500 people in the target community and 20 on the Board, that's a significant number. We have elected officials, ranchers, religion, education, courts, the district attorney, law enforcement, social services, day care, and minority members."

The At-Risk Program Director for an urban Iowa school district said that Title V has increased collaboration among her local youth-serving agencies. Although local human

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services agencies already worked well together, following the implementation of Title V, school, law enforcement, and elected officials all were embraced as well. Both the administrators and the staff of these agencies got together, and the staff contact has been particularly important because of the need to share information at the service delivery level as well as among the administrators. "We're all working towards the same goal," she explained.

In rural Pennsylvania, Title V has revitalized a community Family Center. The Prevention Board chose the Family Center to implement the comprehensive plan. "Now when [the Family Center] goes to the business sector, the community-wide effort has helped them open the door," reported the County Human Services Specialist. "Before, when they were narrowly focused [on family issues] they might not get people's attention." Businesses in the community have been more responsive to a program that is based on the needs of the whole community than they were to "social service" programs. She also valued the flexibility that Title V allows human service staff to spend resources on justice-related topics, which they never could before. She said that agencies have had a tendency to deny responsibility for children once they end up in the courts. "The Board members are starting to realize that all sectors have an impact on children. Public agencies and churches can't say any more [to the juvenile justice sector], 'I'm sorry, it's your problem.'"

### 3.3 Long Term Impact of Title V

**The goal of Title V is not just to reduce juvenile violence and delinquency, but to do it in a way that has positive lasting effects on the families and in the community.**

The goal of Title V is not just to reduce juvenile violence and delinquency, but to do it in a way that has positive lasting effects on families and the community. Local planners are saying that they think the activities supported by Title V will have a lasting effect in their communities.

"In the long run the one difference will be the importance of early intervention and positive parenting," says one Pennsylvania County Commissioner. "Other prevention programs start too late, like in junior high. This starts with parents before children are born. There have been other parenting education programs, but this gets them to share information; they target the population differently because they see it as delinquency prevention."

Targeting the population differently means putting more emphasis on educating parents whose children will be at risk of growing up in an environment that eventually leads to

delinquency. This often means changing traditional service delivery mechanisms and challenging providers to serve clients they have not successfully been reaching. Another Board member said that in their community that meant teaching parenting skills for the first time in the high school. Students were a target population that they had never considered before their Title V planning, and one that required that they modify the standard training. "People at risk used to say they didn't need help raising their kids and I'd say, 'fine, forget it,'" said one Chief of Police. "Now we say hey, we have to get over that, we need to teach them." Changes in attitude such as these are encouraging marks of long-term success for the risk-focused approach.

Other communities view the new planning approach itself among the long-term benefits of Title V. "We put some time into putting the Board together because it is for the benefit of the community, even if we don't get the [Title V] grant," was a commonly expressed sentiment. Their planning boards are "also for grants down the line." These communities value the community-driven planning that results from a risk assessment performed by a resident-based board. Many of them commented that in the past, when a few professionals in different agencies were planning their own separate areas of children's needs, they would end up with programs that fit the agency, not the community. But now, as members of the Board, they are using a new method. "You look at the need, then you look at the causes, then you look at programs, instead of the usual [process] where you look at programs first," according to a youth services practitioner in Maryland. "It forces the practitioner to look at things differently, and most of us need to do that."

A shift in attitude, to a long-term outlook, was echoed by the At-Risk Program Director for a school district in Iowa, but from yet a different perspective. She sees merit in risk-focused planning, but in her school district they are looking further, to the next step in community planning. She wants her job title to reflect their new positive approach: "We're moving to an asset-focused approach. We want there to be no stigma attached to participating in a prevention program." She felt that her job title, At-Risk Program Director, reflects the common negative attitudes associated with programs designed to help youth avoid delinquent and problem behaviors. Targeting services to a narrow group is a necessary compromise that her planning board is trying to outgrow.

### **3.4 Title V Is Different From Other Prevention Programs**

Many community representatives have commented on how Title V is different from other prevention programs they had seen or with which they had been involved. The Director

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of Public Safety from a small Michigan city spoke of the critical need to educate the community about prevention. "Traditionally communities, and particularly police departments, have been accustomed to reacting. We need now to learn to be proactive." He believes that Title V and the process of community mobilization will help to propel that transition. "Even if we don't get the State Title V funding, I have already seen a real change in the way that things are going in this community. People are beginning to think prevention."

The theory and the principles behind Title V do much more than just "look good on paper." The paradigm shift that already appears to be occurring in communities across the country that have embraced the Title V planning process is an extremely encouraging signal of its potential for long-term impact on juvenile delinquency. In a very short time the programs supported by the Title seem to have made a real difference in many different communities. Citizens and practitioners who have been involved are optimistic if not convinced that the program will have a long-term impact on their communities' future well-being.

#### **4. EVALUATION**

Program evaluation activities have been undertaken to coincide with the implementation of Title V. These activities are intended to help OJJDP to design training, TA and funding strategies that best enable local communities to develop effective prevention programs using Title V resources.

##### **4.1 Monitoring Implementation**

The first step in evaluating the effectiveness of program implementation is accurately monitoring and assessing what occurred during implementation. Implementation evaluation activities conducted to date include:

- Documenting the communication and "marketing" of the Title V program to localities at the State level
- Developing profiles of the key leaders and community board members that attend Title V trainings throughout the country and also of the communities they represent
- Analyzing responses to evaluation questionnaires completed by selected training participants

- Tracking TA requests and types of assistance needed
- Identifying related community team training and Federal prevention programs and assessing opportunities for coordination of Agency efforts.

The highlights from these activities were presented in the earlier sections of this chapter. The detailed preliminary findings of the evaluation contractor, along with their implications for training and funding strategies, have been discussed on a regular basis with OJJDP to assure continual program planning and readjustment, as necessary.

#### **4.2 Local Self-Evaluation**

Local grantees are required in their subgrant applications to specify a plan for collecting data over the life of the project to assess the performance and outcomes of their prevention activities (See Chapter I, Section 5.4). The prerequisite risk assessment of Title V applications provides baseline measurements of the risk factors from which change can be measured over time. In the words of one community leader, "The built-in evaluation mechanism allows us to assess—with hard data—what is working."

The local evaluation requirement serves multiple purposes. Above all, self-evaluation provides a continual feedback loop to the planning process and guides communities to improve their programs as they progress. Evaluation also promotes accountability for meeting project objectives and effectively using community resources. Finally, evaluation provides the data necessary to assess the effectiveness of comprehensive risk-focused prevention.

To assist communities in conducting their evaluations, a self-administered evaluation workbook has been developed and will be made available to local grantees. The workbook consists of a series of forms and instructions to guide communities through evaluation activities in three key areas:

- Documenting the prevention plan, resource allocation, organizational structure, and decision processes
- Monitoring implementation of programs, activities and services
- Tracking changes in the indicators of risk.

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The evaluation workbook has been designed to be useful, meaningful, and user-friendly to Title V grantees.

### **4.3 National Evaluation Plan**

In addition to independent local evaluations, OJJDP is developing a national evaluation strategy to carry out a comprehensive national assessment of the impact of risk-focused prevention. While the national evaluation strategy is still in the design phase, several options are being considered. These may include a design in which data from individual communities can be aggregated with other communities from within a State to provide State-level data, which, in turn, could be aggregated at a regional level if desired and ultimately at a national level. This "roll-up" approach, starting at the local level and aggregating upward is a very effective method for presenting evaluation findings to audiences with different concerns and interests (e.g., the Mayor of Wichita, the Governor of Kansas, and the U.S. Congress). Another potential evaluation design being considered is the use of intensive case studies in a sample of representative States. Planning will use national evaluation experts and employ the state of the art in evaluation methodologies for evaluating broad system interventions.

This national evaluation will necessitate a long-term commitment to realizing local and national impact from Title V interventions. Title V is not itself a "quick fix" program, but rather requires a long-term commitment to effecting and realizing change. Likewise, the evaluation of its impact must also be long-term and not seek or expect to show definitive short-term results.

### **III. INTERAGENCY COORDINATION AND COLLABORATION**

The complexity, magnitude, and scope of the problems related to delinquency and youth violence compel coordinated, multidisciplinary responses at local, State, and Federal levels. OJJDP is working closely with the Departments of Health and Human Services, Housing and Urban Development, Education, and Labor, as well as with the other Office of Justice Programs bureaus and offices to develop and implement comprehensive solutions that alleviate adolescent problem behaviors and promote healthier, safer communities.

Efforts by OJJDP to promote interagency coordination and collaboration take many forms, including the sharing of information regarding prevention programs, planning new ways to promote integrated approaches, collaborative development of policies, and joint implementation of multi-agency programs. The first section below describes the efforts of OJJDP to inform and involve other agency representatives in Title V program activities and likewise to involve Title V participants in the program activities of other agencies. The second section describes the role of OJJDP and the Federal Coordinating Council to facilitate linkages between programs and promote coordinated prevention efforts.

#### **1. INTERAGENCY EFFORTS RELATED TO TITLE V PROGRAM ACTIVITIES**

The most fundamental step in coordination is that of sharing information so that all stakeholders are well-informed about interrelated programs and can identify ways in which the programs build on one another. Among their Title V information dissemination efforts, OJJDP sent letters to the US Attorneys in all of the States to advise them of Title V Prevention Program activities and funding opportunities. The law enforcement representatives were encouraged to participate in the Title V training for key leaders and the Title V community prevention planning efforts.

OJJDP has also been working with representatives of the Administration for Children Youth and Families (ACYF) to explore ways to coordinate their respective prevention programs, particularly the Title V Delinquency Prevention Program and ACYF's new Family Preservation and Support Services Program. The two agencies collaboratively published a Fall 1994 bulletin entitled "Bridging the Child Welfare and Juvenile Justice Systems" that summarized the prevention programs administered by the two agencies and highlighted opportunities for further collaboration.



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The Title V Delinquency Prevention Program and the Family Preservation and Support Services Program are intended to help local communities build a continuum of services aimed at prevention and early intervention. The Family Preservation and Support Services Program, introduced as part of the Omnibus Budget Reconciliation Act of 1993, authorizes nearly one billion new Federal dollars over the next 5 years to preserve, strengthen, and support families. The ACYF Program provides funds for establishing and/or expanding preventative services (e.g., home visiting, parenting information classes, and other family support services) and services to families at risk or in crisis. These early intervention and family-focused services are likely to be integral components of local delinquency prevention strategies supported by Title V funds. In addition, both the Title V and Family Preservation Programs require submission of comprehensive plans that reflect coordination with multidisciplinary public and private agencies as the basis for determining awards.

OJJDP and ACYF have urged communities to avoid duplicative planning processes and to integrate Title V and Family Preservation Program planning boards wherever possible. Since sizable planning monies are available to the Family Preservation Program, but not to the Title V Prevention Program, the Agencies suggest that planning for Title V take place within the context of planning for Family Preservation. To strengthen planning efforts and keep the systems coordinated, child welfare directors, juvenile justice representatives, and court leaders are recommended participants on the respective planning teams. Furthermore, the Agencies recommend that groups continue to work closely together during the implementation phases of the respective programs. By sharing program plans, identifying common elements, and establishing formal linkages, the quality of each program's efforts can be enhanced.

In addition to the Family Preservation Program, there currently are a number of other Federal programs sponsored by the Department of Health and Human Services and other Federal Agencies that are related to the prevention of juvenile delinquency, substance abuse, or youth violence. These programs include, but are not limited to, the Center for Substance Abuse and Prevention (CSAP) Community Coalition Program, CSAP Substance Abuse Prevention Program for High Risk Youth, FYSB Youth Gang Drug Prevention Program, Prevention in Housing Communities, Drug Free Schools and Communities, and the Empowerment Initiative. Many of these programs, while maintaining independent foci and requirements, share common objectives and approaches. OJJDP has collected information on related Federal community prevention programs which is being used by the Agency to identify future coordination opportunities. Moreover, this information has been widely communicated, principally through technical assistance activities to Title V applicants, to

support grantees in their identification of complementary funding sources for prevention programming.

OJJDP also has made efforts to integrate, where possible, program and training activities of Title V and the PACT—Pulling Americas Communities Together—program. Launched in 1993, PACT is an interdepartmental Federal initiative designed to empower communities to reduce crime and violence. PACT is initially focusing on four geographic areas: Metropolitan Atlanta, Metropolitan Denver, the State of Nebraska, and Washington, D.C. Similar to Title V communities, these selected sites are undergoing *Communities That Care* training to support their development of broad-based, coordinated anti-violence initiatives. To avoid duplication of efforts, OJJDP staff have reviewed training schedules and participant lists, informed communities of the parallel efforts, and where feasible, combined training sessions.

## **2. COORDINATING COUNCIL ON JUVENILE JUSTICE AND DELINQUENCY PREVENTION**

Coordination of Federal programs and activities related to juvenile delinquency programs is directed by the efforts of the Coordinating Council on Juvenile Justice and Delinquency Prevention, of which OJJDP plays a key role. Chaired by the Attorney General, the Coordinating Council includes the Administrator of OJJDP, the Commissioner of Immigration and Naturalization Services, and Secretaries of the Department of Health and Human Services, Department of Labor, Department of Education, and the Department of Housing and Urban Development, as well as representatives of the Office of National Drug Control Policy, and the Corporation for National Service. The Council also includes nine non-federal practitioners from the juvenile justice field.

Currently, the Coordinating Council is developing a National Action Plan for Juvenile Justice and Delinquency Prevention. This Plan will support the development of a national vision for juvenile justice and delinquency prevention, set a research agenda for evaluating the effectiveness of prevention programs, advance public information campaigns on issues related to prevention and funding, and promote the mobilization of communities throughout the nation. The plan will also describe promising prevention programs and outline the elements of successful strategies for collaboration at the Federal, State, and local level. The Title V Program, as a comprehensive, risk-focused, broad-based, positive youth development program, exemplifies the type of program that will be supported by the Coordinating Council Action Plan.



#### IV. RECOMMENDATION

The Title V Incentive Grants for Local Delinquency Prevention Program serves as a mechanism for communities to prevent youth from becoming involved in the juvenile justice system. The 1994 appropriation by Congress to the Title V Program has provided seed money to communities nationwide. These funds have leveraged the resources of State and local government, enabling communities to establish risk-focused prevention programs.

Although the idea of prevention is not new, Title V combines the principal ideas associated with prevention to serve as the foundation for community-based programs that reduce juvenile delinquency and promote healthy community values and safety of the community. As neighborhoods and communities across the nation struggle to address the dramatic increase in violent juvenile crime, many diverse remedies have been suggested. Most of the suggestions focus on the "back end" of the system: additional detention beds, increased transfer of juveniles to adult court at lower ages and for more diverse offenses, and other short-term solutions. As a result, approximately 90,000 juveniles are held in juvenile detention, correctional, and shelter facilities on any given day. The operation of these facilities costs nearly \$2 billion dollars annually. The average annual cost of confining a juvenile in a training school exceeds \$45,000 in many States. Construction of additional bed space can run as high as \$100,000 per bed.

The Title V Prevention Program provides the impetus for a comprehensive system of services on the "front end" of the system. The result is a long-term intensive prevention effort at the community level, which will help to reduce the flow of youth into the justice system's "back end." Each community has unique needs with their own solutions. Title V provides the catalyst and primary resources for communities to bring together a diverse group of people with varying areas of expertise to focus on their specific needs.

The point cannot be restated enough: in the current environment of limited resources, effective leveraging of existing funds is critical. Title V program funds can position grantees to tap into other Federal, State, and local public and private funds. A relatively small amount of seed money can provide both a financial base and the incentives necessary for local jurisdictions to secure additional resources and implement comprehensive prevention systems in their communities.

During 1994, training and technical assistance through the Title V program has allowed nearly 2,500 local participants nationwide to receive training on building community

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Prevention Policy Boards, identifying risk-based factors contributing to delinquency in their communities, and establishing and implementing a comprehensive plan for addressing the issue. In 1995, the Title V Program will provide States with the ability to continue support of communities already selected to receive program funds. In addition, the States will identify and provide seed money to new localities that are committed to reducing the incidence of juvenile crime in their area. Sustained support by the Federal and State government is essential to enabling communities to leverage limited local funds to address this national problem.

Although the information contained in this first annual report on Title V is preliminary, the Title V Program shows every indication of promise as an effective community response to rising rates of juvenile delinquency, crime, and other problem behaviors. With Title V, OJJDP is providing a prevention framework, giving local communities ownership of the problem, resources and tools to address it, and seed money to get going. The early local response to the Program has been extremely positive: training sessions have been filled to capacity, States have requested or paid for additional training to meet the demand, and communities are conducting risk and resource assessments and joining forces to address their juvenile delinquency problems head on. There is a surge of local momentum and community mobilization as a result of Title V activities this first year, momentum that OJJDP is confident will make a difference in the nation's communities and seeks to sustain in the coming year.

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## APPENDIX RISK FACTORS FOR UNHEALTHY ADOLESCENT BEHAVIORS<sup>1</sup>

### Community Risk Factors

**Availability of drugs (substance abuse).** The more easily available drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community (Gorsuch & Butler, 1976). Perceived availability of drugs in school is also associated with increased risk (Gottfredson, 1988).

**Availability of firearms (delinquency, violence).** Firearms, primarily hand guns, are the leading mechanism of violent injury and death (Fingerhut et al., 1991). Easy availability of firearms may escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that areas with greater availability of firearms experience higher rates of violent crime including homicide (Alexander, Massey, Gibbs, Altekruise, 1985, Kellerman, Rivara, Rushforth et al. in review; Wintemute, 1987).

**Community laws and norms favorable toward drug use, firearms, and crime (substance abuse, delinquency and violence).** Community norms—the attitudes and policies a community holds in relation to drug use, violence and crime—are communicated in a variety of ways: through laws and written policies, through informal social practices, through the media, and through the expectations parents, teachers, and other members of the community have of young people. When laws, tax rates, and community standards are favorable toward substance abuse or crime, or even when they are just unclear, young people are at higher risk.

One example of a community law affecting drug use is the taxation of alcoholic beverages. Higher rates of taxation decrease the rate of alcohol use (Levy & Sheplin, 1985; Cook & Tauchen, 1982). Examples of local rules and norms which are also linked with rates of drug and alcohol use are policies and regulations in schools and workplaces.

**Media portrayals of violence (violence).** There is growing evidence that media violence can have an impact upon community acceptance and rates of violent or aggressive behavior. Several studies have documented both long- and short-term effects of media violence on aggressive behavior (Eron & Huesmann, 1987; National Research Council, 1993).

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<sup>1</sup> Problem behaviors that have been found to be linked to the risk factor are indicated in parentheses.

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**Transitions and mobility (substance abuse, delinquency, school drop-out).** Even normal school transitions can predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rate of drug use, school drop-out, and anti-social behavior may occur (Gottfredson, 1988).

Communities that are characterized by high rates of mobility appear to be linked to an increased risk of drug and crime problems. The more people in a community move, the greater is the risk of criminal behavior (Farrington, 1991). While some people find buffers against the negative effects of mobility by making connections in new communities, others are less likely to have the resources to deal with the effects of frequent moves and are more likely to have problems.

**Low neighborhood attachment and community disorganization (substance abuse, delinquency, and violence).** Higher rates of drug problems, crime and delinquency and higher rates of adult crime and drug trafficking occur in communities or neighborhoods where people have little attachment to the community, where the rates of vandalism are high and where there is low surveillance of public places (Murray, 1983; Wilson & Herrnstein, 1985).

Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the key players in the neighborhood—such as merchants, teachers, police, human and social services personnel—live outside the neighborhood, residents' sense of commitment will be less. Lower rates of voter participation and parental involvement in school also reflect attitudes about community attachment. Neighborhood disorganization makes it more difficult for schools, churches, and families to pass on pro-social values and norms (Herting & Guest, 1985; Sampson, 1986).

**Extreme economic and social deprivation (substance abuse, delinquency, violence, teen pregnancy and school drop-out).** Children who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions and high unemployment are more likely to develop problems with delinquency, teen pregnancy and school drop-out or to engage in violence toward others during adolescence and adulthood (Bursik & Webb, 1982; Farrington, Loeber, & Elliott et. al, 1990). Children who live in these areas *and* have behavior or adjustment problems early in life, are also more likely to have problems with drugs later on (Robins & Ratcliff, 1979).

## **Family Risk Factors**

**A family history of high risk behavior (substance abuse, delinquency, teen pregnancy and school drop-out).** If children are raised in a family with a history of addiction to alcohol or other drugs, the risk of their having alcohol or other drug problems themselves increases (Goodwin, 1985). If children are born or raised in a family with a history of criminal activity, their risk for delinquency increases (Bohman, 1978). Similarly, children who are born to a teenage mother are more likely to be teen parents, and children of dropouts are more likely to drop out of school themselves (Slavin, 1990).

**Family management problems (substance abuse, delinquency, violence, teen pregnancy and school drop-out).** Poor family management practices are defined as having a lack of clear expectations for behavior, failure of parents to supervise and monitor their children and excessively severe, harsh or inconsistent punishment. Children exposed to these poor family management practices are at higher risk of developing all of the health and behavior problems listed above (Patterson & Dishion, 1985; Farrington, 1991; Kandel & Andrews, 1987; Peterson et al., in press).

**Family conflict (substance abuse, delinquency, violence, teen pregnancy, and school drop-out).** Although children whose parents are divorced have higher rates of delinquency and substance abuse, it appears that it is not the divorce itself that contributes to delinquent behavior. Rather, conflict between family members appears to be more important in predicting delinquency than family structure (Rutter & Giller, 1983). For example, domestic violence in a family increases the likelihood that young people will engage in violent behavior themselves (Loeber & Dishion, 1984). Children raised in an environment of conflict between family members appear to be at risk for all of these problems behaviors.

**Parental attitudes and involvement in the problem behavior (substance abuse, delinquency and violence).** Parental attitudes and behavior towards drugs and crime influence the attitudes and behavior of their children (Brook et al., 1990; Kandel et al., 1987; Hansen et al., 1987). Children of parents who excuse their children for breaking the law are more likely to develop problems with juvenile delinquency (Hawkins, et al., 1985). Children whose parents engage in violent behavior inside or outside the home are at greater risk for exhibiting violent behavior.

In families where parents use illegal drugs, are heavy users of alcohol, or are tolerant of children's use, children are more likely to become drug abusers in adolescence. The risk



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is further increased if parents involve children in their own drug or alcohol-using behavior—for example, asking the child to light the parent's cigarette or get the parent a beer from the refrigerator (Ahmed, et al., 1984).

### **School Risk Factors**

**Early and persistent antisocial behavior (substance abuse, delinquency, violence, teen pregnancy and school drop-out).** Boys who are aggressive in grades K-3 or who have trouble controlling their impulses are at higher risk for substance abuse, delinquency and violent behavior (Loeber, 1988; Lerner & Vicary, 1984; American Psychological Association, 1993). When a boy's aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This also applies to aggressive behavior combined with hyperactivity (Kellam & Brown, 1982).

**Academic failure beginning in late elementary school (substance abuse, delinquency, violence, teen pregnancy and school drop-out).** Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, teen pregnancy and school drop-out. Children fail for many reasons, but it appears that the *experience* of failure itself, not necessarily ability, increases the risk of these problem behaviors (Jessor, 1976; Farrington, 1991).

**Low commitment to school (substance abuse, delinquency, teen pregnancy and school drop-out).** Lack of commitment to school means the child has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for the problem behaviors listed above (Gottfredson, 1988; Johnston, et al., 1991).

### **Individual/Peer Risk Factors**

**Rebelliousness (substance abuse, delinquency and school drop-out).** Young people who feel they are not part of society or are not bound by rules, who don't believe in trying to be successful or responsible, or who take an actively rebellious stance toward society are at higher risk of drug abuse, delinquency and school drop-out (Jessor & Jessor, 1977; Kandel, 1982; Bachman et al., 1981).

**Friends who engage in the problem behavior (substance abuse, delinquency, violence, teen pregnancy and school drop-out).** Young people who associate with peers who engage in a problem behavior—delinquency, substance abuse, violent activity, sexual

activity or dropping out of school—are much more likely to engage in the same problem behavior (Barnes & Welte, 1986; Farrington, 1991; Cairns, Cairns, et al., 1988; Elliott, et al., 1989).

This is one of the most consistent predictors that research has identified. Even when young people come from well-managed families and do not experience other risk factors, just spending time with friends who engage in problem behaviors greatly increases the risk of that problem developing.

**Favorable attitudes toward the problem behavior (substance abuse, delinquency, teen pregnancy and school drop-out).** During the elementary school years, children usually express anti-drug, anti-crime and pro-social attitudes and have difficulty imagining why people use drugs, commit crimes and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places them at higher risk (Kandel, et al., 1978; Huesmann & Eron, 1986).

**Early initiation of the problem behavior (substance abuse, delinquency, violence, teen pregnancy and school drop out).** The earlier young people drop out of school, begin using drugs, committing crimes and becoming sexually active, the greater the likelihood that they will have chronic problems with these behaviors later (Elliott, Huizinga et al., 1986). For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems than those who wait until after the age of 19 (Robins & Przybeck, 1985).

**Constitutional factors (substance abuse, delinquency, and violence).** Constitutional factors are factors that may have a biological or physiological basis (Hawkins, et. al., 1987). These factors are often seen in young people with behaviors such as sensation-seeking, low harm-avoidance and lack of impulse control. These factors appear to increase the risk of young people abusing drugs, engaging in delinquent behavior, and/or committing violent acts.