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Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention



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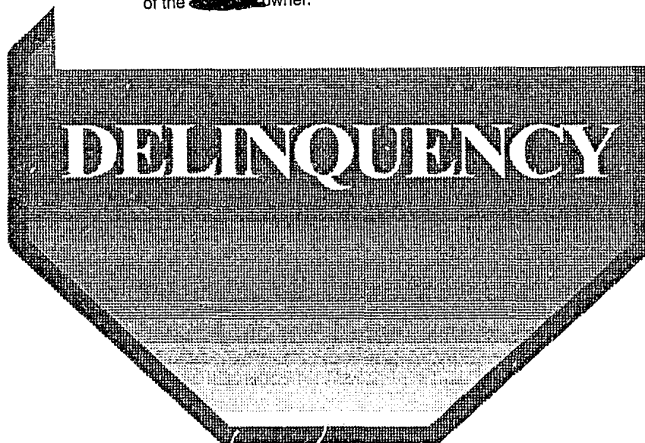
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PREVENTION WORKS

155006

OFFICE OF JUVENILE JUSTICE
AND DELINQUENCY PREVENTION

June 1995
Program Summary

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FOREWORD

ACQUISITIONS

Youth violence in our country has risen dramatically in the past decade. Among teenagers 15 to 19 years old, the escalation of gun violence is particularly alarming: one of every four deaths of a teenager is attributable to a firearm injury. What are the causes of this epidemic of violence? And how can we solve it?

Law enforcement efforts and court interventions are essential to our ability to respond swiftly and appropriately to teens who commit serious, violent crimes. But so is work in the area of prevention. There are prevention programs that work to keep those not currently involved in deviant and delinquent behavior out of trouble and to keep those involved in the juvenile justice system out of the criminal justice system. They are based on solid research and sound principles. They reflect the Administration's belief that prevention requires systematic efforts to reduce the opportunities and incentives for delinquent and criminal behavior and to increase the opportunities and incentives for responsible behavior.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), one of five program agencies in the Office of Justice Programs (OJP) at the Department of Justice, has compiled this report to assist states and jurisdictions in their prevention efforts. *Delinquency Prevention Works* provides a synthesis of the most current information on programs and strategies which seek to prevent delinquency. The theory of risk-focused prevention is explained and correlated to stages of youth development and areas of focus (e.g., family and community). To ground these programs and provide a context for their successful implementation, reference to relevant research and evaluation is also provided. Another recent OJJDP publication, *What Works: Promising Interventions in Juvenile Justice* (OJJDP, 1994) addressed a broad range of juvenile justice intervention programs. This report is designed to provide corresponding information in the area of delinquency prevention.

Practitioners and community residents are seeking answers to the problem of youth violence. They need the best information available on programs and strategies that have the greatest chance to succeed if implemented in their jurisdictions. The President's Crime Prevention Council, created as a part of the 1994 Violent Crime Control and Law Enforcement Act and chaired by the Vice President, is charged with assisting communities and community-based organizations seeking information regarding crime prevention programs and information on integrated program service delivery. This report is one of several that has been or will be produced by the Council or its member Departments that presents information on research, programs, or strategies for addressing delinquency, youth violence, safe and drug-free schools, and other related issues.¹

¹ The President's Crime Prevention Council, chaired by the Vice President, is comprised of the Attorney General; the Secretaries of Education, Health and Human Services, Housing and Urban Development, Labor, Agriculture, Treasury, and Interior; and the Director of the Office of National Drug Control Policy. Contact the President's Crime Prevention Council for a list of related documents.

The information in this report was gathered by OJJDP in conjunction with OJP'S National Institute of Justice, Bureau of Justice Assistance, Office for Victims of Crime, and Bureau of Justice Statistics. *Delinquency Prevention Works* incorporates written documentation from each of the listed programs and, through follow-up telephone calls to program directors and staff, researchers, practitioners, and other experts, adds the latest information from the field related to the prevention of delinquency.

We want to thank the staff of OJJDP, the agencies of OJP, and staff from other Department of Justice components who contributed to the development of this document. A special commendation goes to Joan Hurley, Acting Director of OJJDP's Research and Program Development Division, as the primary author of *Delinquency Prevention Works*.

Shay Bilchik
Administrator
Office of Juvenile Justice
and Delinquency Prevention

Karen Pittman
Executive Director
President's Crime Prevention Council

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INTRODUCTION

The number of juvenile violent crime arrests will double by the year 2010 if current arrest and population trends continue. Can our communities bear another 260,000 such arrests each year? Can we afford to lose a generation of youth to crime and violence? Can we bear the costs to the victims of juvenile violence?

If we are to increase public safety in our society, an aggressive, proactive response to juvenile crime and violence is needed. We know the following about effective delinquency prevention strategies:

- Juvenile crime—and ultimately adult crime—can be prevented and reduced.
- Lasting reductions in crime and violence require a long-term national investment in both law enforcement and prevention activities.
- Decades of research have provided a strong foundation for effective delinquency prevention. We know what to do and how to do it.

IT'S TIME TO PROTECT OUR COMMUNITIES

Effective delinquency prevention interrupts the processes that produce youthful deviant and delinquent behavior and encourages those processes that support healthy development of children. Understanding the roles of risk and protective factors helps us understand how we can prevent delinquency. The greater a child's exposure to risk factors, the greater his or her chances are of becoming delinquent. However, even a child exposed to multiple risk factors can avoid delinquency if he or she is shielded by enough protective factors. Our challenge is to help communities recognize both types of factors and to aid them in establishing programs that reduce risk and help youth become productive, law-abiding adults.

EFFECTIVE PREVENTION PROGRAM APPROACHES ARE AVAILABLE TO ASSIST COMMUNITIES

Community policing prevents delinquency. Higher levels of drug problems and juvenile delinquency and violence occur in communities where people feel little attachment to the community and where there is low surveillance of public places. Community police officers can bridge this gap by connecting high-risk youth to delinquency prevention programs.

Safe and effective schools prevent delinquency. Strategies that encourage commitment to school and academic success reduce delinquency among high-risk students. Promoting reading skills helps reduce delinquency because reading failure as early as first grade has been found to increase the likelihood of delinquent behavior. Enhancing school safety by eliminating guns and other weapons that create a climate of fear is fundamental to creating an effective learning environment.

Family strengthening prevents delinquency. Prevention strategies that help families develop good family management practices—including providing clear expectations and consistent discipline to children—can work with high-risk and dysfunctional families. Home visitation programs that offer intensive support to mothers at risk of abusing their newborns have produced a 75 percent reduction in cases of child abuse and neglect, thus breaking a violent cycle in which the abused too often grow up to become violent offenders.

Youth development programs prevent delinquency. Nine out of 10 juveniles involved in gangs for 3 or more years reported committing serious crimes, compared with only 3 out of 10 nongang youth in positive peer pressure environments. Programs that introduce at-risk youth to positive peer pressure environments can have a significant impact on their lives. Boys and Girls Clubs of America target high-risk youth in 64 public housing complexes across the Nation, and their programs have helped reduce the juvenile crime rate in these areas by 13 percent.

THE ROLE OF THE U.S. DEPARTMENT OF JUSTICE

The Department of Justice (DOJ) is committed to helping improve law enforcement and criminal and juvenile justice systems at the State and local levels. Achieving public safety requires a comprehensive strategy that combines increased enforcement and sanctions with effective prevention programs that reduce risk factors and increase protective factors for juveniles. DOJ's delinquency prevention activities focus on the following areas:

- Protecting public safety.
- Conducting research and developing and evaluating model State and local programs.
- Disseminating information about effective and promising approaches and juvenile crime trends.
- Providing training and technical assistance to State and local groups.

- Facilitating Federal, State, and local coordination, both "top down" and "bottom up."

Because of its focus on the full perspective of the justice system, DOJ is uniquely positioned to provide leadership in this area. In each State and community, the justice system must work in concert with other systems, including health, human services, and education. All of these partners share a goal to prevent juveniles from becoming involved in the juvenile and criminal justice systems. This common objective is why delinquency prevention is—and should be—the business of DOJ, just as health promotion and disease prevention is the business of the Department of Health and Human Services.

Because resources are limited, all systems must work together to serve juveniles under their purview. Coordinated efforts by health, human services, education, and justice agencies can provide a comprehensive approach to prevention that meets the needs of juveniles and their families effectively and economically.

Comprehensive efforts to save our children from delinquency and violence must be pursued with the same vigor we apply to preventing other life-threatening conditions. It is only through such a commitment that we can hope to stem the tide of violence and delinquency plaguing young people and communities across this Nation.

OVERVIEW

America is facing a juvenile violence crisis. The number of violent arrests of youth under age 18 has increased dramatically: 36 percent between 1989 and 1993, more than 4 times the increase reported for adults. During that period, juvenile arrests for homicide increased by 45 percent, while adult homicide arrests increased by only 6 percent (FBI, *Uniform Crime Reports*, 1994). In order to assist State and local governments in ensuring public safety, the Department of Justice must aggressively support enforcement of laws as well as effective efforts to prevent delinquency.

As the chief Federal agency dealing with the administration of justice for both adults and children, DOJ, through its enforcement programs, U.S. Attorneys, and the Office of Justice Programs and its five program bureaus, has developed an extraordinary network of programs and services to help States and local communities throughout the Nation prevent delinquency and deal with juvenile offenders in the most constructive ways possible. Through both research and practical experience in the field, DOJ programs help to identify effective strategies and approaches for working with juveniles who are at risk of delinquency or who are in the juvenile justice system.

PREVENTION IS THE KEY TO PUBLIC SAFETY

Today's epidemic of juvenile violence requires a national investment in public safety. This investment must include more community-oriented policing efforts, more corrections space, and prevention that works. Delinquency prevention represents a long-term investment in reducing delinquency and crime and is a critical component of a comprehensive approach to crime control and increased public safety.

As noted earlier in this report, if we allow juvenile violence rates to rise at the same pace as they have over the last decade, it is estimated that by the year 2010 the number of juvenile arrests for violent crime will more than double the 1992 level (National Center for Juvenile Justice, 1995). Public safety will be threatened if we do not implement effective delinquency prevention programs now. Otherwise, prohibitive levels of funding will be necessary to incarcerate these youth, a less effective and more costly solution than investment in prevention.

We recognize that increased law enforcement efforts and the transfer of some violent or intractable juveniles to adult criminal court are necessary to protect public safety. Research has demonstrated, however, that these steps need to be components of a well-balanced plan of action that includes prevention. While the short-term goal of controlling juvenile crime can in part be achieved through enhanced law enforcement and prosecution efforts, a long-term solution to achieving public safety is possible only by preventing juveniles from becoming involved in crime and violence in the first place.

This report highlights effective prevention programs and strategies, outlines the roles of DOJ and its component agencies, and illustrates ways in which interagency prevention efforts can address delinquency and its prevention. The discussion of these strategies demonstrates that preventing delinquency begins even before the child's birth, that it requires an interdisciplinary approach, and that many agencies outside DOJ must be part of the prevention effort.

Successful delinquency prevention interrupts the processes that may otherwise produce deviant and delinquent behavior. Delinquency prevention also seeks to keep youth who become involved in the juvenile justice system out of the criminal justice system. When delinquent juveniles move on to the adult criminal justice system, the cost to society is great in both human and financial terms. Any intervention that prevents a juvenile from becoming involved in the justice system saves our society money, prevents more people from becoming victims (with all the attendant costs), and helps prevent the next generation from becoming offenders.

In the early 1970's, many observers of the juvenile justice system thought that few or no effective delinquency prevention programs existed. We now know, however, that a

number of programs have been effective in preventing juvenile delinquency and violence through reducing risk factors and increasing protective factors. According to Alan Kazdin (1994) of Yale University, "Within the last decade . . . a number of programs have shown that antisocial behavior can be reduced with preventive interventions. Improved results appear to have resulted from better understanding of the emergence of antisocial behavior, implementation of comprehensive and protracted intervention programs, and more careful evaluation of long-term intervention effects." This report describes many such programs.

We know that prevention can be effective. We now have the scientific knowledge base to identify factors that put children at risk of becoming delinquent as well as protective factors that help them become and remain law-abiding and productive citizens. Research conducted over the last 30 years has identified those factors. Delinquency prevention based on a risk-focused model maximizes our chance of success. Outcome-focused planning can help ensure that programs not only reduce risk factors and increase protective factors, but also hold programs accountable for changing the levels of risk they are designed to address.

Delinquency prevention is cost effective. The total cost of the violent crime career of a young adult 18 to 23 years old is estimated to be \$1.1 million (Cohen, 1994). The average cost of incarcerating a juvenile for one year is approximately \$34,000. By contrast, Head Start's preschool intervention program costs only \$4,300 per year per child. Perry Preschool, a program based on Head Start, has been shown to be an effective delinquency prevention program. Research on delinquency prevention programs in California (Lipsey, 1984) showed that every \$1.00 spent on prevention produced direct savings of \$1.40 to the law enforcement and juvenile justice system.

WHAT ARE THE PRINCIPLES FOR EFFECTIVE DELINQUENCY PREVENTION AND EARLY INTERVENTION?

The following principles are based on findings from thorough evaluations and well-designed research studies. Effective delinquency prevention efforts:

- Address the highest priority problem areas and identify strengths (risk and protective factors) to which children in a particular community are exposed.
- Focus most strongly on populations exposed to a number of risk factors.

- Address problem areas and identify strengths early and at appropriate developmental stages.
- Address multiple risk factors in multiple settings such as family, schools, and peer groups.
- Offer comprehensive interventions across many systems, including health and education, and deal simultaneously with many aspects of juveniles' lives.
- Are intensive, often involving multiple contacts weekly or even daily with at-risk juveniles.
- Build on juveniles' strengths rather than focus on their deficiencies.
- Deal with juveniles in the context of their relationships to and with others rather than focus solely on the individual.

Programs that embody these principles are discussed in OJJDP's *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Howell, 1995). This guide lays the foundation for a national commitment of public and private resources to reduce juvenile violence and victimization in our Nation. It includes both prevention and early intervention components. Prevention should be available throughout childhood and adolescence, and it should address both at-risk populations and at-risk youth. At-risk youth may need intervention services early in their delinquent careers to prevent further involvement in the juvenile justice system. Collaboration between the juvenile justice system and other service systems, including mental health, health care, child welfare, law enforcement, and education, is essential in this process.

Simultaneously, three particularly important protective factors must be increased: individual characteristics, such as having a resilient temperament or a positive social orientation; bonding through positive relationships; and healthy beliefs and clear standards of behavior set by families, schools, and peer groups (Hawkins and Catalano, 1992).

WHAT ARE RISK AND PROTECTIVE FACTORS?

Thirty years of research has shown that the most effective prevention strategies are those that focus on risk and protective factors in five broad categories: the juvenile, the community, the family, the peer group, and the school (Hawkins, 1995). Moreover, these factors tend to accumulate and interact with one another over time.

Risk factors. There is no single risk factor for delinquency or for violent behavior. Many risk factors have been identified, and they can be grouped into four major categories: community, family, school, and individual/peer (Hawkins and Catalano, 1992).

Community-related risk factors:

- Availability of drugs.
- Availability of firearms.
- Community laws and norms favorable toward drug use, firearms, and crime.
- Media portrayals of violence.
- Transitions and mobility.
- Low neighborhood attachment and community disorganization.
- Extreme economic deprivation.

Family-related risk factors:

- Family history of problem behavior.
- Family management problems.
- Family conflict.
- Favorable parental attitudes concerning crime and involvement in crime.

School-related risk factors:

- Early and persistent antisocial behavior.
- Academic failure in elementary school.
- Lack of commitment to school.

Individual and peer-related risk factors:

- Alienation and rebelliousness.
- Friends who engage in problem behavior.
- Favorable attitudes toward problem behavior.
- Early initiation of problem behavior.
- Constitutional factors. (For example, the makeup of an individual, including the role of heredity in addiction.)

Figure 1 (see page 9), based on Hawkins and Catalano's work (1995), summarizes 30 years of research on risk factors for co-occurring problem behaviors, including delinquency. A check mark indicates that empirical research clearly supports the presence of a risk factor increasing the chances an adolescent will exhibit a particular

problem behavior. The lack of a check mark indicates that this item is under study and that a definitive answer is not yet known (Hawkins and Catalano, 1995).

Protective factors. Some juveniles exposed to multiple risk factors do not become juvenile delinquents, school dropouts, or teenage parents. There are important aspects of their lives that protect them against risk factors. Protective factors either reduce the impact of risks or change the way a person responds to them. One key strategy to counter risk factors is to enhance protective factors that promote positive behavior, health, well-being, and personal success. Research suggests three basic categories of protective factors (Hawkins and Catalano, 1992):

- Individual characteristics, such as having a resilient temperament or a positive social orientation.
- Positive relationships that promote close bonds. Warm relationships with family members, teachers, and other adults who encourage and recognize a youth's competence and close friendships with peers fall into this category.
- Schools, families, and peer groups that teach their children healthy beliefs and that set clear standards. Examples include believing it is good for children to be drug- and crime-free and to do well in school.

Hawkins and Catalano (1992) developed a system of procedures that organizes knowledge about prevention strategies into a comprehensive approach communities can use to make a systematic analysis of local risk factors. Through this analysis, strategies can be developed to reduce risks and enhance protective factors. These methods typically consist of prevention programs known to be effective in reducing risk factors for delinquency and for other co-occurring problem behaviors.

Researchers (Thornberry et al., 1995) in OJJDP's Program of Research on Causes and Correlates of Delinquency found that, individually, each protective factor had only a small impact on reducing delinquency. Collectively, however, the presence of multiple protective factors had a sizeable impact on reducing delinquency. Of the high-risk juveniles (those with five or more risk factors in their environment) in the Rochester, New York, site, 80 percent with fewer than six protective factors reported involvement in serious delinquency. In contrast, only 25 percent of nonrisk juveniles with nine or more protective factors in their environment reported involvement in serious delinquency.

These data demonstrate that while increased law enforcement efforts and vigorous prosecution are necessary, they must be components of a well-balanced action plan that includes prevention. Short-term prevention goals can be achieved partially through

Adolescent Problem Behaviors

Figure 1.

Risk Factor	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
Community					
Availability of Drugs	✓				
Availability of Firearms		✓			✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓			✓
Media Portrayals of Violence					✓
Transitions and Mobility	✓	✓		✓	
Low Neighborhood Attachment and Community Organization	✓	✓			✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓
Family					
Family History of the Problem Behavior	✓	✓	✓	✓	
Family Management Problems	✓	✓	✓	✓	✓
Family Conflict	✓	✓	✓	✓	✓
Favorable Parental Attitudes and Involvement in the Problem Behavior	✓	✓			✓
School					
Early and Persistent Antisocial Behavior	✓	✓	✓	✓	✓
Academic Failure Beginning in Elementary School	✓	✓	✓	✓	✓
Lack of Commitment to School	✓	✓	✓	✓	
Individual/Peer					
Rebelliousness	✓	✓		✓	
Friends Who Engage in the Problem Behavior	✓	✓	✓	✓	✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓	
Early Initiation of the Problem Behavior	✓	✓	✓	✓	✓
Constitutional Factors	✓	✓			✓

Source: Catalano and Hawkins, Risk Focused Prevention. Using the Social Development Strategy, 1995. Seattle: Developmental Research and Programs, Inc.

enhanced law enforcement, but in the long term, public safety is best served by preventing juveniles from ever becoming involved in crime.

WHAT SYSTEMS ARE RESPONSIBLE FOR IMPLEMENTING DELINQUENCY PREVENTION?

Service systems available to youth include health care, human services, education, and justice. Each has a unique but important role in delinquency prevention. In an environment of shrinking resources, a cost-effective and efficient comprehensive system of services to meet juveniles' needs is essential.

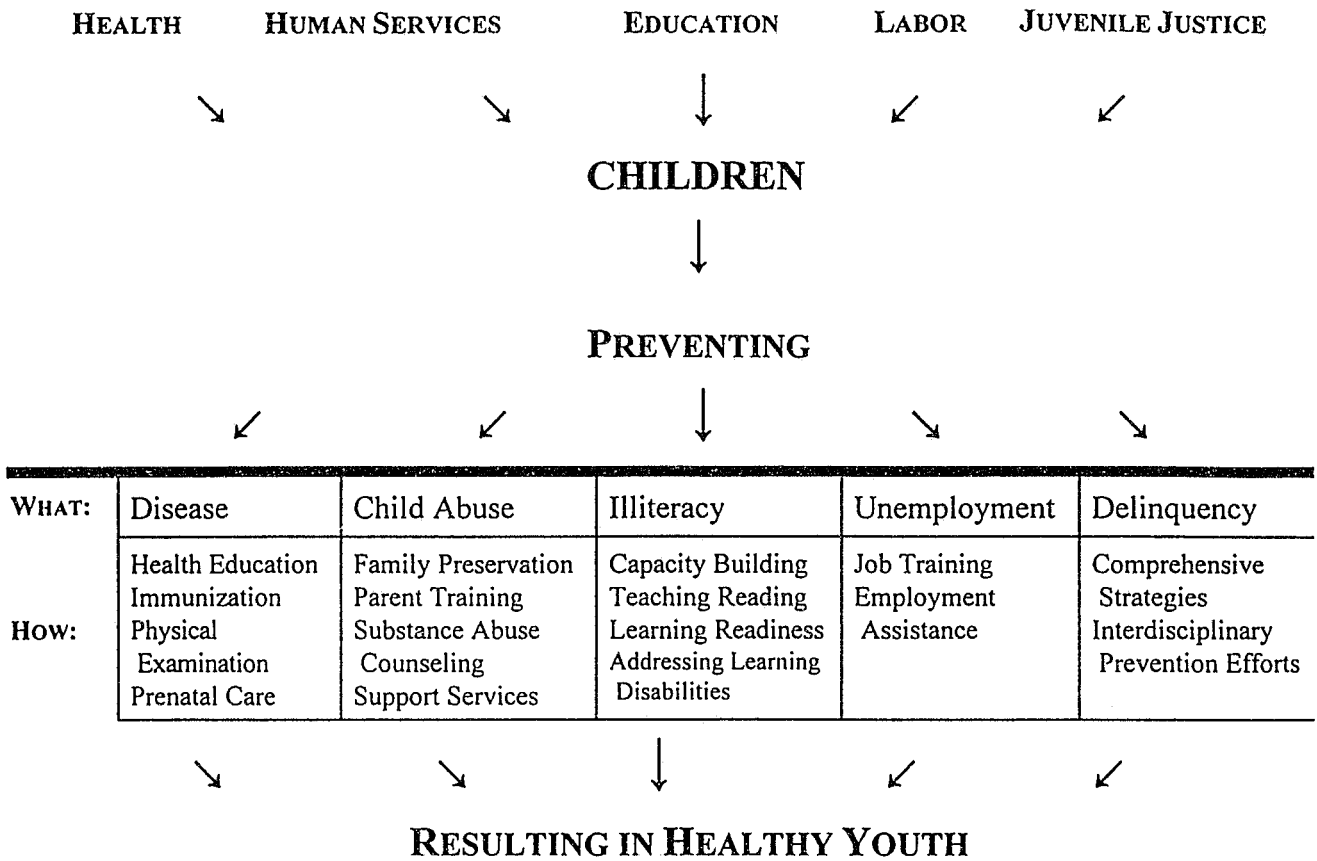
The health system is responsible for disease prevention through health education, immunization, and prenatal care. The human services system is responsible for preventing child abuse through family preservation, parental training, and substance abuse counseling. The education system prevents illiteracy through reading programs and learning readiness strategies. The labor/employment system prevents unemployment through job training and employment assistance. The juvenile justice system prevents delinquency through comprehensive strategies and interdisciplinary prevention efforts (see Figure 2, page 11).

Unfortunately, these systems are too often fragmented, locally directed, and funded and mandated by States with a modest Federal overlay. State and local jurisdictions have responsibility for dealing with the immediate manifestations of delinquency problems. The longer term impact is felt not just locally, but nationally as well, and it reaches far beyond the administration of justice, juvenile or adult.

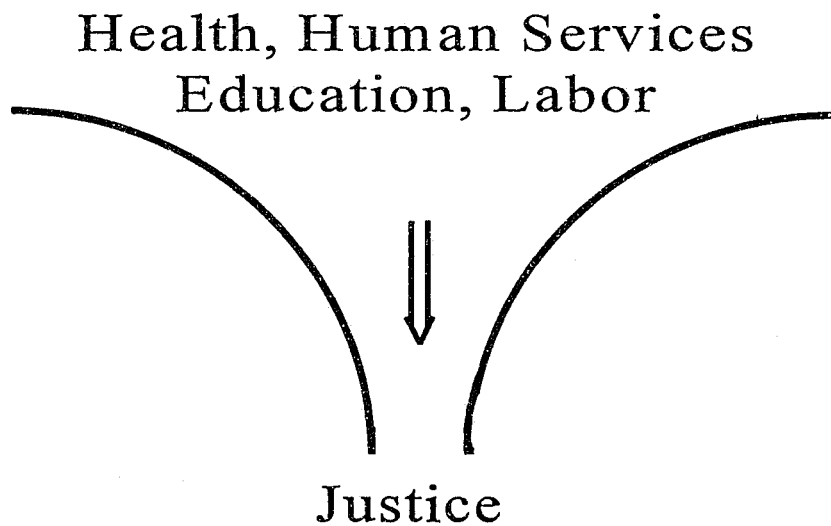
The justice system has a unique perspective and responsibility to work with the other systems to develop strategies that provide a continuum of care for children and that prevent juveniles from becoming involved in the juvenile justice system or graduating to the criminal justice system. The Federal Government, through DOJ, has a critical and unique role in translating research into practice and coordinating Federal efforts at the State and local levels to disseminate information, provide training and technical assistance, and conduct research on promising programs.

All of these systems must work together to serve juveniles under their purview. Major new prevention initiatives that are comprehensive in scope must be supported at all levels of government and across all disciplines. They must be centered in the community and feature a commitment to defeat juvenile crime and violence comparable to the effort this country has made when faced with life-threatening childhood diseases such as polio.

Figure 2. HOW PREVENTION SYSTEMS WORK



The above diagram shows how prevention systems help develop healthy youth, Justice often gets the failures of the other systems.



WHAT WORKS IN DELINQUENCY PREVENTION?

Research shows that many delinquency prevention programs are effective. Other programs show evidence of success, but they have not been evaluated. Some delinquency prevention programs are not effective or require support from multiple systems to be truly effective, and if implemented inappropriately, they can be counterproductive.

Prevention involves a continuum of care that starts at the beginning of a child's life and continues through late adolescence. This continuum can be described in terms of a developmental stage in the life cycle (e.g., ages 0 to 4) or by the focus of the strategy (e.g., individual or community). This report frames prevention in terms of developmental stages of the individual and emphasizes strategies aimed at the school, the family, and the community that can be effective at each developmental stage. Research supporting effective and promising programs is summarized and model programs are noted. A program or strategy was placed in the promising rather than effective category if there was any question as to the sufficiency of the scientific evidence of its effectiveness. We chose to err on the side of stringency. Programs or strategies were also selected as promising if they were based on risk/protective factors, showed positive results from their evaluations, or received Gould-Wysinger awards. The report then turns to the need for broad-based school, community, and family programs that serve multiple stages and gives examples of effective programs in each setting. The energies and attention of a wide range of agencies and organizations are clearly required if the promise of prevention is to be realized.

DEVELOPMENTAL STAGES

According to Hawkins (1995), risks affecting children from conception through age 6 are related to the individual, the family, and the community. Increased exposure or exposure to more risk factors, especially early in childhood, increases risk of crime and violence exponentially.

Some of the prevention programs noted in this review are under the purview of health, human service, or other nonjustice systems. These programs have shown a powerful effect on adolescent delinquency or on pre-delinquent behavior and its correlates among younger children. DOJ views these programs as part of a complete delinquency prevention continuum that crosses system lines at all levels of government.

The most dramatic of these prevention programs are early interventions targeting children and their families in the first 5 years of life (Mendel, 1995). Tolan and Guerra's (1994) review of violence research suggests that predatory and

psychopathological violence may be more effectively treated by early interventions and that family-focused interventions are among the most promising to date. Community-based risk factors are also known to influence children throughout childhood. Children living in economically deprived areas characterized by extreme poverty, poor living conditions and high unemployment are more likely to engage in crime. Children living in disorganized neighborhoods with high rates of crime, high population density, physical deterioration, lack of natural surveillance of public places, and low levels of attachment to the neighborhood are more susceptible to violent and other criminal behavior. Prevention strategies for children from conception to age 6 should target families and children in these neighborhoods (American Psychological Association, 1994).

The earliest stage at which delinquency prevention can be effective is when a child is still in the womb. At the earliest stages, conception to age 6, prevention strategies can be effective in preventing criminal and violent behavior in adolescence and young adulthood. Prevention efforts must also continue during later childhood and adolescence to reinforce the benefits of these early prevention programs.

The first three developmental stages are centered in the family. The last two stages include family services, but emphasize the increasing influence of schools, peers, and communities.

STAGE 1: PRENATAL/PERINATAL

Healthy Families, Healthy Babies

Research

Prebirth and newborn prenatal and perinatal difficulties are statistically related to increases in crime in later life. Some of those difficulties include preterm delivery, low birth weight and anoxia, and minor physical abnormalities. Brain damage from infectious disease, traumatic head injury, or prenatal and postnatal exposure to toxins such as heavy metals, alcohol, tobacco, or other drugs are also risk factors. Brain damage impairs reasoning and impulse control, which may be a factor in increased delinquency. Poor parenting skills are evident early in a child's life and also contribute to risk through early abuse and ineffective parenting.

Strategies to reduce these risks include community-level services such as prenatal care and family interventions such as treatment for maternal substance abuse, parent training, and home visitation. For example, prenatal and infancy nurse home visitation improved a wide range of maternal and child health outcomes among poor unmarried teenage women bearing first children in Elmira, New York (Olds, 1993). Home visits

lead to teenage mothers having heavier babies, and postnatal home visits decrease recorded physical abuse and neglect of children during the first 2 years of life.

The prevention value of these strategies is clear. Being physically abused or neglected as a child predicts later violent offending (Thornberry, 1994; Widom, 1989).

Effective Programs

- Prenatal and perinatal medical care has been shown to reduce delinquency-related risk factors such as head injuries, exposure to toxins, maternal substance use, and perinatal difficulties.
- Intensive health education for pregnant mothers and mothers with young children has been associated with significant reductions in risk factors.
- Prenatal and infancy nurse home visitation has been shown to decrease child abuse and enhance effective parenting in Elmira, New York (Olds, 1993).

Promising Programs

Healthy Start in Hawaii. Reduces child abuse by offering prenatal and post-birth counseling to high-risk parents. Research by NIJ.

Anti-Drug Initiative in Chicago Housing Authority. Reduces drug use and related violence in public housing. Research by NIJ.

Project New Beginnings in Los Angeles, California. Offers substance abuse counseling to pregnant women and early intervention services to children. (Appears in PAVNET.)

STAGE 2: BIRTH TO AGE 4

Family and Child Bonding, Parenting Skills, Learning Readiness, and Social Skills Development

Research

Prevention programs for this age group have a potentially enormous effect on adolescent delinquency and predelinquent behavior among younger children. Interventions targeting families and children in the first 5 years of life may be the most powerful delinquency prevention strategies that exist (Mendel, 1995).

The most important factor in this age group is the family environment. A healthy family environment promotes attachment, effective family functioning, and social and academic readiness. Poor family management practices can result in children being at increased risk of crime. These practices include parents' failure to establish clear expectations for children's behavior, failure to supervise and monitor children, and excessively severe, harsh, or inconsistent punishment or child abuse and neglect. Parent training can reduce poor family management and a child's early aggressive behaviors and "conduct" problems. Programs designed to enhance parent-child interactions promote attachment and bonding to the family. These services are particularly critical in disadvantaged settings with scarce resources and low levels of community support.

This section looks at three risk factor areas: health risks, parenting skills, and learning readiness.

Health risks. Health education for mothers of young children may reduce mothers' substance abuse, resulting in healthier, less-impaired babies.

Immunization protects children against many of the diseases that can result in associated brain damage.

Parenting skills. Home visitors' promotion of social service use and assistance to mothers in achieving their educational and occupational goals can help counter families' economic deprivation (Olds, 1993).

Violent or aggressive family conflict increases risk for crime and violence. Children who grow up in an environment of conflict among family members are more likely to exhibit problem behaviors.

Parental attitudes and involvement in crime affect the attitudes and behavior of children. Children whose parents are aggressive and who witness or are victims of violence in the home are more likely to become aggressive and violent when they become adolescents and young adults.

Learning readiness. Cognitive development activities that help children prepare to enter school can be carried out with a home visitor or with a parent. These activities emphasize language development or a variety of other conceptual skills. Providing children toys or books through an early education program can help improve learning readiness.

Effective Programs

Unless otherwise noted, the following programs were reviewed by Hawkins and his colleagues.

High/Scope Perry Preschool Program Model. Fosters social and intellectual development in children ages 3 to 4. Participants were far less likely to commit crime than controls: 7 percent arrested compared to 35 percent of controls (High/Scope Educational Research Foundation, 1993).

Behavioral Training. Decreases negative parenting and the coercive style of interacting that promotes child aggression and delinquent behavior later in life (Tolan and Guerra, 1994).

The Home Visiting Program in Elmira, New York. Provides a wide range of maternal and child health services to poor, unmarried teenage women bearing first children in this semi-rural county. An investment in this type of home-visitation program for low-income women and children can pay for itself by the time the child is 4 years old. The prenatal and postpartum program costs about \$3,200 for 2 1/2 years of home visitation. Low-income women (those most likely to use government services) used \$3,300 less in other government services during the first 4 years after delivery of their first child than did their low-income counterparts in the comparison group. About 80 percent of the cost savings were from reduced Food Stamp and Aid to Families with Dependant Children payments. One-third of the cost saving came from the reduction in unintended subsequent pregnancies.

Promising Programs

Parents as Teachers. Parents learn parenting activities and children are screened for health problems.

STAGE 3: AGES 4 TO 6

Learning Readiness and Social Competence

Research

Early antisocial behavior predicts later criminal behavior and violence. Children who display antisocial behavior, including aggression, negative moods, and temper tantrums have a higher risk of criminal and violent behavior (Institute of Medicine, 1994).

Laws and norms favorable to crime and substance abuse; availability of weapons, alcohol, and other drugs; transitions and mobility; and exposure to media violence can also have an adverse effect on children in this age group.

Another predictor of delinquency is academic failure. Efforts to promote cognitive development from ages 4 to 6 have a lasting effect on academic performance. Learning readiness programs, such as Head Start, help promote protective factors.

Effective Programs

Unless otherwise noted, the following programs were reviewed by Hawkins and his colleagues (1995).

Reductions in Class Size for Kindergarten and First Grade. Helps improve school performance.

Promoting Alternative Thinking Strategies (PATHS) Curriculum. Reduces early antisocial behavior by integrating emotional, cognitive, and behavioral skill development in young children.

STAGE 4: AGES 7 TO 12

Education and Good Family Support = Successful Child

Research

According to Brewer and Hawkins (1995), transitions from elementary school to middle school can influence delinquency for youth ages 7 to 12. Increased availability of firearms increases the chance that youth in this age range will become involved in homicide rather than fist fights and verbal arguments. Moreover, young people failing academically and lacking commitment to school are more likely to engage in delinquent behavior than those seeing academic success as valued and viable.

Alienation and rebelliousness, association with peers who engage in delinquency and violence, favorable attitudes toward delinquency, early initiation of delinquency and violence, alcohol intoxication, and constitutional factors all can be precursors to delinquent behavior.

Beyond avoiding negative influences, young people need to bond to a social unit. To do so, they need the following forms of support:

- Skills necessary to effectively take advantage of the opportunities with which they are provided.
- Meaningful, challenging opportunities to contribute to their family, school, peers, and community in developmentally appropriate ways.

- Recognition of their efforts to both signify their individual worth and to provide an incentive to continue those efforts.

Effective Programs

Unless otherwise noted, these programs were reviewed by Brewer and Hawkins (1995).

Cooperative Learning. Students help each other learn and assess one another's progress in preparing for tests and teacher assessments by working in a team of four to five members with mixed skill levels.

Tutoring. One-on-one remedial and preventive tutoring of elementary and middle school students.

Promising Programs

Drug Abuse Resistance Education. Prevents substance abuse among youth through education programs taught by police professionals. Research by BJA.

Family Ties. Strengthens family functions by offering intensive services to youth in their homes.

Cambodian Family Youth Program. Develops self-esteem and life skills among youth ages 5 to 12. Reviewed by OJJDP.

Child Development Project. Fosters competencies and commitments in children that they will need to eventually live out adult roles in a competent, caring, and responsible manner.

Second Step Curriculum. Teaches skills in empathy, appropriate social behavior, interpersonal problem solving, and anger management through discussion, modeling, and role playing of particular skills.

Success For All. A comprehensive restructuring plan designed for the use of elementary schools that serve disadvantaged students. This program attempts to instill basic skills successfully the first time they are taught so that a child will not fall behind.

Preparing For the Drug Free Years. Workshop that teaches parents how to reduce critical risk factors that are important during the late elementary and middle school years.

Caring Communities Programs (CCP). Provides home-school therapy to youth at risk of being removed from home.

STAGE 5: ADOLESCENCE, AGES 13 TO 18

Continuing School, Positive Peer Models, and Opportunities for Work for Older Adolescents = Successful Youth

Research

Thornberry (1994) found that adolescents who have been victims of child maltreatment are more likely to report involvement in youth violence than are nonmaltreated adolescents. Adolescents growing up in homes with violence between partners, generalized hostility, or child maltreatment also have higher rates of self-reported violence. The highest rates of violence were reported by youth from multiple violent families. In these families, over three-quarters of the adolescents self-reported violent behavior. Children exposed to multiple forms of family violence reported more than twice the rate of youth violence as did children from nonviolent families.

Research points to a strong correlation between delinquency and drug use and associating with delinquent, drug-using peers. Membership in a violent gang also increases delinquency (Huizinga, Loeber, and Thornberry, 1994).

Tolan and Guerra (1994) conclude that there is little evidence that interventions focused on peer relations in this age group are effective in decreasing antisocial or violent behavior. The efficacy of peer mediation and conflict resolution has not been determined because of a lack of research.

Effective Programs

Unless otherwise noted, these programs were reviewed by Brewer and Hawkins (1995).

Louisiana State Youth Opportunities Unlimited. Provides education and training to youth through vocational training and employment, with an intensive educational component.

Boys and Girls Clubs. Provides afterschool activities to youth, including recreation, mentoring, and targeted gang prevention. According to Columbia University, this program has reduced the juvenile crime rate by 13 percent (Mendel, 1995).

Promising Programs

Bethesda Day Treatment. Offers services and work experience to dependent and delinquent youth. Reviewed by OJJDP.

Resolving Conflict Creatively Program. Teaches children the basics of nonviolent conflict resolution. Reviewed by BJA.

Homebuilders. Offers family preservation services to youth at risk of being removed from the home.

Cities in Schools. Offers school dropout prevention services.

Brewer and Hawkins note that preventing youth in this age group from joining gangs and intervening in crisis conflict situations between existing gangs is an important intervention.

Taskforce on Violent Crime: Early Dropout and Violence Prevention Program. Targets African-American males with high-risk behavior for intensive support services.

Truancy Habits Reduced Increasing Valuable Education (THRIVE). Provides social service intervention to truant juveniles.

Offering youth employment and vocational training programs with an intensive educational component is a successful strategy for preventing delinquency among adolescents in this age group.

Student Conflict Resolution Experts. Offers training to students in conflict resolution.

Tennessee's Family Trouble Center. Offers families counseling services to reduce the incidence of domestic violence.

Washington's Yakima GANG Prevention/Intervention Coalition. Provides prevention and intervention activities for at-risk youth.

Wisconsin's Project Bootstrap, Inc. Offers a violence-free environment to at-risk youth and educates them about methods to keep their lives free of violence.

PROGRAMS FOR ALL AGES

COMMUNITY PROGRAMS

Research

The community is where bonds must be forged and foundations laid for children. Children and adolescents spend much of their time in school; thus, the community and the school are two other lenses through which we can look to see the contexts of prevention programs. The community provides the context for healthy child development. To have a healthy community, all of its components should be involved in prevention.

Complex problems must be addressed to help at-risk youth, and it is unlikely that isolated efforts by individuals will have a significant impact. Therefore, cooperation among the various community members is essential. Cooperation builds community (Crime Prevention Coalition, 1992).

According to Brewer and Hawkins (1995), risk factors in the community include extreme economic deprivation, community disorganization and low neighborhood attachment, transitions and mobility, and availability of firearms.

Effective Programs

Children at Risk Project. Helps high-risk youth in high-risk neighborhoods by building on each neighborhood's strengths, cultural background, and history. Reviewed by NIJ.

Promising Programs

Unless otherwise noted, these programs were reviewed by Brewer and Hawkins (1995).

Comprehensive Strategy for Serious, Violent, and Chronic Offenders. Outlines a continuum of services communities can offer youth, including immediate and intermediate sanctions and secure care. Reviewed by OJJDP.

The Community Board Program. Develops and implements mediation and conflict resolution programs for children, youth, and families. Reviewed by BJA.

CornerStone Project. Provides training for and engages youth in positive activities. Reviewed by OJJDP.

Partnerships Against Violence Network (PAVNET). Integrates information concerning ideas and resources available and removes barriers to information sharing that communities face through an unprecedented coalition of U.S. Government agencies.

Partnership for Learning, Inc. Offers screening services for first-time juvenile offenders to identify those diagnosed as learning disabled.

Regulations on the Place and Manner of Carrying Firearms. Reduces the number of individuals who carry and use firearms in public.

The Community Policing Consortium. Promotes better law enforcement through decentralized policing that is organized at the community or neighborhood level.

Communities That Care. Prevents delinquency through a system of risk-focused prevention involving the entire community.

Mandatory Sentencing Laws for Felonies Involving a Firearm. Imposes more stringent sentences for offenders who use or carry a firearm during the commission of a felony.

Operation Weed and Seed. Offers law enforcement and community revitalization agencies an innovative, comprehensive, and integral multiagency approach to controlling and preventing violent crime, drug abuse, and gang activity in targeted high-crime neighborhoods across the Nation. Supported by BJA.

Community Responses to Drug Abuse. Develops and implements effective communitywide strategies that local groups adopt to reduce drug abuse and to improve the quality of life in their neighborhoods. Evaluated by NIJ.

Pulling America's Communities Together (PACT). Assists communities in planning and coordinating services for youth using a multiagency approach.

Police-Assisted Community Enforcement. Creates and maintains safe and healthy communities.

Title V of the Juvenile Justice and Delinquency Prevention Act. Offers grants to units of local government for a broad range of delinquency prevention programs and activities.

SCHOOL-BASED PROGRAMS

Research

It is commonly known that academic failure and lack of commitment to school are risk factors that increase delinquency. According to Brewer and Hawkins (1995), boys who are aggressive in grades K-3 are at higher risk for delinquency and substance abuse. Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, pregnancy, and dropping out of school. According to Brewer and Hawkins (1995), interventions that involve classroom organization, management, and instructional strategies promote the protective factors of active participation in learning, development of skills to establish positive social relationships, and bonding to school and prosocial peers. Tolan and Guerra (1994) suggest that increasing parental involvement in schools and assessing parents' access to teachers also holds promise.

Promising Programs

Unless otherwise noted, these programs were reviewed by Brewer and Hawkins (1995).

SMART Program. Reduces crime problems by giving school administrators specific proactive methods, techniques, and approaches to resolve law and disciplinary violations in schools. Research by NIJ.

School Development Program. Identifies and assesses problems and opportunities in the school, develops and allocates resources, and creates and evaluates programs to address problems and identify opportunities.

Metal Detectors in Schools. Reduces violence by keeping guns, knives, and other metal weapons out of the classroom.

FAMILY PROGRAMS

Research

The issue of family risk factors is interwoven throughout this discussion of developmental stages. There are specific examples, however, of families increasing risk factors for their children. For example, children who grow up in an environment of conflict among family members are more likely to have problem behaviors than are children raised in families without significant conflict (Yoshikawa, 1994). Positive parental attitudes toward and involvement in crime and substance abuse affect the attitudes and behavior of their children, who will be more likely to engage in crime and substance abuse. Children whose parents are aggressive and children who witness or are victims of violence in the home are more likely to be aggressive and violent themselves in adolescence and young adulthood, according to Farrington (1991).

Drug and alcohol treatment programs that help parents recover from substance abuse can reduce risk factors, as can family preservation/family support services. These services are usually comprehensive and have different combinations of interventions, including parent training and programs that promote parent-child interaction and bonding (Hawkins and Catalano, 1992).

Promising Programs

Gang, Drug, and Dropout Intervention Program. Intervenes with at-risk youth through a home visitation program run by community counselors and volunteers. Reviewed by OJJDP.

Homebuilders Program. Offers an intensive family preservation program to avert the unnecessary placement of children into foster, group, or institutional care.

Home for the Prevention of Juvenile Delinquency. Offers services and shelter to girls removed from their homes because of sexual abuse or abandonment. Reviewed by OJJDP.

Glendale Community Improvement Association. Offers gang prevention and community strengthening services.

SOME PROGRAM STRATEGIES MUST BE APPLIED WITH CARE

Not every delinquency prevention strategy has been successful in reducing delinquency. The following descriptions of prevention strategies reflect OJJDP's interest in supporting implementation of only those programs proven successful through impact evaluations or programs deemed to be promising. Sufficient research and data are now available to support programs and strategies that *are* effective and worthy of replication without perpetuating programs that, however superficially attractive, do not get the job done.

The following are examples of program strategies that have not yet been found to be effective in preventing juvenile delinquency. In general, very little program development has occurred in these areas. Additionally, it is recognized that while some programs may not be effective with respect to delinquency prevention, they may still be of benefit for other purposes.

Initial evaluations of the following programs *suggest* that they do not effectively prevent juvenile delinquency (Hawkins, 1995):

Mentoring relationships that are noncontingent and uncritically supportive. Mentoring programs designed primarily to provide moral support do not have desired effects on such outcomes as academic achievement, school attendance, dropout rates, and various aspects of child behavior, including misconduct or employment. To be effective, such programs should make supportive relationships (including approval of behavior) contingent upon performance criteria in the areas listed above.

Gang streetworkers. Programs that seek to redirect gangs and gang members toward more prosocial activities through the efforts of "streetworkers" appear to be counterproductive when these activities are not part of a comprehensive program

incorporating other approaches and services, such as employment training and assistance in finding jobs.

Firearm training and mandatory firearm ownership. None of the evaluations to date of firearm training programs or mandatory gun ownership laws (e.g., in Kennesaw, Georgia, every household is required to maintain a firearm) has demonstrated any significant intervention effects on crime or violence. More research is needed in this area, particularly studies of recent attempts to reduce suicide and accidental shootings through gun safety programs.

Guardian Angels. Only one citizen patrol strategy has been evaluated experimentally: the Guardian Angels' patrol in San Diego. This evaluation did not find that the Guardian Angels' patrol reduced violent crimes. Although the program appeared to reduce property crimes, the difference was not statistically significant.

Evaluations of other programs showed no or negative effects on risk and protective factors for delinquency and violence. These ineffective programs include (Hawkins, 1995):

Special educational placements for disruptive, emotionally disturbed, learning disabled, and/or educable developmentally disabled elementary school students. While special education placements have been found to be ineffective in preventing delinquency among disruptive, disturbed, learning disabled, and educable developmentally disabled students, these placements might enhance academic achievement, attendance, and school behavior among disruptive secondary school students.

Peer counseling. Gary Gottfredson (1987) reviewed evaluations of peer group counseling programs designed as treatment programs, variously referred to as guided group interaction, positive peer culture, and peer culture development. Evidence from true and quasi-experimental evaluations indicates that peer counseling in elementary and secondary schools has no or even negative effects on delinquency and associated risk factors, including academic failure, alienation and rebelliousness, lack of commitment to school, and association with delinquency/violent peers.

THE DEPARTMENT OF JUSTICE PLAYS A PIVOTAL ROLE IN DELINQUENCY PREVENTION

The Office of Justice Programs (OJP) has a mandate to improve the law enforcement, criminal, and juvenile justice systems' response to crime and delinquency at the State and local levels. This mission supports the Department of Justice (DOJ) goal of

increasing public safety. DOJ offers unique leadership based on its national perspective; ability to fund, replicate and disseminate information about programs that work; ability to support pragmatically grounded research; ability to provide training and technical assistance; and ability to help States and localities coordinate efforts and share experiences.

These roles are uniquely Federal. They leave the significant operational functions in State rather than national hands while avoiding duplicative efforts and ensuring that lessons are widely shared. Federal research provides vital information for use by all State and local programs, and technical assistance across State lines enriches programs around the Nation. Cross-site and cross-State information sharing and comparisons would be expensive and nearly impossible without a Federal coordinating role.

DOJ has been actively involved in identifying and supporting delinquency prevention strategies that work. Based on the latest research and evaluation findings on risk factors related to early and persistent delinquency, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), in the Office of Justice Programs, has designed a strategy to develop, test, and implement delinquency prevention programs that will help ensure the future of our children. Comprehensive community-based initiatives are being launched through the leadership of citizens, local law enforcement, justice officials, and a variety of other agencies under OJJDP's Title V, Incentive Grants for Local Delinquency Prevention Programs, initiative. These community-based efforts are the catalysts for creating a continuum of prevention and intervention strategies that promise to make a difference in the lives of children who are at the greatest risk of violent futures.

DOJ can facilitate collaboration among law enforcement agencies, the juvenile justice system, other criminal justice agencies, and local communities. The Community Policing Consortium, the largest current Federal community crime prevention initiative, grew out of research funded by DOJ. The success of community policing depends, in part, on the ability to identify and locally embrace effective prevention programs that can help such high-risk populations as truants and drug users. Community policing relies on knowing about effective programs and strategies to prevent youth from becoming more deeply entrenched in the juvenile justice system and moving on to the criminal justice system.

Federal, State, and local officials have supported prevention as a critical part of a national anti-crime initiative. They know that a strategy that relies solely upon building more prisons is not an affordable solution to the crime problem. Delinquency prevention strategies that work must be part of any rational approach. There are several reasons why prevention makes sense. First, we know from numerous studies that serious, violent, and chronic juvenile offenders are more likely than other youngsters to become adult career criminals. By preventing delinquency, we can reduce the volume

of both juvenile *and* adult crime. Second, evaluations of prevention programs show that many are effective in preventing delinquency and reducing crime. Just as health promotion and disease prevention is the business of HHS, delinquency prevention is—and should be—the business of DOJ in concert with other Federal, State, and local agencies.

DOJ programs can bring criminal and juvenile justice system agencies together with other community groups to prevent crime and delinquency in both the immediate and long term. These linkages and resources encourage collaboration between criminal and juvenile justice agencies, community members, and local organizations, resulting in a cost-effective and focused response to preventing crime. This collaborative approach is a way of dealing with crime before it can get a stranglehold on communities. Law enforcement agencies actively promote a wide range of prevention strategies, even when they are not running the programs. Police organizations encourage the engagement of local community organizations in addressing crime's causes and view these programs as vital resources in comprehensive community-focused problem solving. Programs that decrease delinquency also reduce demand on a multitude of justice resources that, in many high-crime jurisdictions, are stretched to the limit.

Within DOJ, the component agencies of the Office of Justice Programs have joined in a partnership to address delinquency prevention. OJJDP and the Bureau of Justice Assistance (BJA) develop, test, evaluate, and implement delinquency prevention programs. OJJDP also performs research to determine the causes and correlates of crime and delinquency. The National Institute of Justice (NIJ) conducts additional research and evaluations. The Office for Victims of Crime (OVC) focuses on awareness, rights, and treatment for victims of juvenile crime and juvenile crime victims. The Bureau of Justice Statistics (BJS) provides information on national trends in criminal victimization and other key data. Together, these agencies are a primary source of information, funding, technical assistance and training for individuals and organizations in neighborhoods, communities, churches, agencies, and businesses across America seeking to reduce or prevent violence and other crimes.

Recognizing that prevention requires collaboration at national as well as local levels, Federal agencies are forging collaborative approaches to delinquency prevention. The Administration's Empowerment Zones/Enterprise Communities initiative is a premier example of collaborative efforts among Federal, State and local governments. This program helps communities develop multiagency plans to change the ways in which they do business. The Empowerment initiative requires a "bottom-up" planning process that involves not only economic development offices and other government agencies in deciding what is best for the community, but also local citizens. In addition, the initiative requires a complementary effort at the Federal level to ensure equity across community sites, provide training and technical assistance, and enhance coordination of efforts.

Community strategies embodied in programs like PACT (Pulling America's Communities Together), a multiagency effort launched in 1993 by DOJ and five other Federal departments, mobilize the police, justice agencies, business and community leaders, schools, and social service agencies to develop coordinated solutions to stop violence before it starts. In the four jurisdictions where it has been launched, PACT relies not only upon the collaboration of local community leaders and agencies to develop coordinated solutions to violence, but also upon the collaboration of many Federal agencies. They provide targeted information and technical assistance to communities, based not on Federal directives but on local priorities. Prevention is a key component of the PACT program.

The Coordinating Council on Juvenile Justice and Delinquency Prevention, chaired by the Attorney General, is building upon these experiences, using available research and evaluation findings to guide new efforts. In accordance with the Attorney General's deep commitment to forging a balanced approach to crime control, the Council is developing a Juvenile Justice Action Plan. This plan describes promising prevention programs and practices and provides guidelines for evaluating their effectiveness. The Action Plan also outlines the elements of successful public and private partnership models and other strategies for collaboration at the Federal, State, and local levels. This work will complement the efforts of the President's Crime Prevention Council.

CONCLUSION

Clearly, prevention can curb crime and delinquency. If programs target high-risk children and their parents early in life, and if they provide intensive and extended (2 years or more) counseling, education, and parenting assistance via highly skilled youth development professionals, prevention efforts yield powerful reductions in later aggressiveness, delinquency, and criminal behavior (Mendel, 1995).

A substantial body of knowledge regarding delinquency prevention has been accumulated over the past 30 years, and prevention strategies are approaching the level of science. However, more knowledge is needed of what works, for whom, and under what conditions. Tolan and Guerra (1994) have emphasized the need to tie funding to demonstrated program effectiveness. Otherwise, they contend, "it is likely that reviews in 10 or 20 years will have to draw the same tentative conclusions we have made."

The continuing Federal role in prevention is manifold. It must continue to support States and local communities through information development and dissemination in an iterative process that flows from local communities to the States to the Federal Government and then back again; support research and disseminate findings to States

and local governments; and coordinate prevention strategy among Federal agencies as well as among State and local governments.

One of the major roles of the Department of Justice is to develop, through research and evaluation of programs, new knowledge about crime and its causes, as well as strategies that prevent crime. In recent years, new prevention strategies have emerged that focus on stopping offending behavior before it begins by targeting conditions and factors that may cause individuals to engage in criminal and violent behavior. These community strategies mobilize law enforcement, justice agencies, business and community leaders, schools, and health and social service agencies to develop coordinated solutions to stop violence before it starts.

Another principal feature of these new endeavors, in addition to collaboration, is their growing reliance on a critical mass of research and evaluation findings. This expanding body of literature on risk and protective factors related to early and continued delinquent and violent behavior is helping communities define their problems and set priorities. The synthesis of empirical evaluations of a wide range of programs serves as an invaluable tool for communities developing a continuum of prevention and intervention strategies for at-risk youth. Through these evaluations, communities can identify programs that have been proven effective or promising in reducing risk factors associated with delinquent and criminal careers, and programs that enhance protective factors contributing to more resilient youth. Without a serious commitment to implementing effective programs, old mistakes made in the name of prevention will be repeated. Additional emphasis and resources to provide onsite, community-based evaluations will enable communities to determine which programs will meet their local needs. Federal seed money is helping State and local governments make informed decisions regarding program continuations.

During FY 1995, OJP will support a variety of models that work with the community and develop local programs based on evaluation and field research. OJP will also support Empowerment Zones and Enterprise Communities, Title V Prevention, PACT, Comprehensive Communities, Weed and Seed (a broad-based interdisciplinary program to reduce violent crime), and a newly developed OJJDP program, SafeFutures, that builds upon these existing program models. These community-based initiatives recognize the need for a long-term commitment to systemwide solutions to achieve lasting results.

The next section illustrates the broad range of prevention programs that are eligible for funding under the 1994 Crime Act and is followed by a section referencing research cited in this report. The Appendix provides a detailed description of prevention and early intervention strategies noted earlier in this report.

Careful design, rigorous implementation, and continuous refinement of delinquency prevention and treatment programs, combined with sound evaluation and research, offers America's brightest hope to contain the crime epidemic and perhaps even begin to bring it under control (Mendel, 1995).

CRIME ACT PREVENTION PROGRAMS

The following are subtitles of the Crime Act of 1994 (P.L. 103-322), under which some of the effective and promising strategies discussed previously in this report could be funded. Following each program is a code which identifies the programs' target areas: community (C), family (F), individual (I), peer group (P), or school (S).

P.L. 103-322

Title I: Public Safety and Policing

- * The Community Policing Consortium (C)
- * Police-Assisted Community Enforcement (C)

Title III: Crime Prevention

Subtitle A, Secs. 30101-30104, Ounce of Prevention Council and Grant Program

- * Cambodian Family Youth Program (F)
- * Parents as Teachers (F)
- * Project New Beginnings (I)

Subtitle B, Secs. 30201-30208, Local Crime Prevention Block Grant Program

- * Anti-Drug Initiative in Chicago Housing Authority (C)
- * Boys and Girls Clubs of America (nationwide) (P)
- * Child Development Project (S)
- * Cities in Schools (S)
- * Elmira, New York, Home Visitation Program (F)
- * Gang, Drug, and Dropout Intervention Program (C)
- * Glendale Community Improvement Association (C)
- * Preparing For the Drug Free Years (F)
- * Resolving Conflict Creatively Project (RCCP) (S)
- * Success For All (S)
- * Tennessee's Family Trouble Center (F)
- * Washington's Yakima Gang Prevention/Intervention Coalition (C)
- * Wisconsin's Project Bootstrap, Inc. (C)

Subtitle C, Secs. 30301-30306, Model Intensive Grant Programs

- * Bethesda Day Treatment (I)
- * The Community Board Program (C)
- * Communities That Care (C)
- * Community Responses to Drug Abuse (C)
- * The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (C)

- * Healthy Start in Hawaii (F)
- * Operation Weed and Seed (C)
- * Project PACT (Pulling America's Communities Together) (C)
- * Student Conflict Resolution Experts (SCORE) (I)
- * Title V of the Juvenile Justice and Delinquency Prevention Act (C)

Subtitle D, Sec. 30401, Community Schools Youth Services and Supervision Grant Program

- * The CornerStone Project (C)
- * Partnership for Learning, Inc. (C)

Subtitle D, Sec. 30402, Family and Community Endeavor Schools Grant Program

- * The Community Board Program (C)
- * Taskforce on Violent Crime: Early Dropout and Violence Prevention Program (C)
- * Truancy Habits Reduced Increasing Valuable Education (THRIVE) (I)

Subtitle G, Secs. 30701–30702, Assistance for Delinquent and At-Risk Youth

- * Home for the Prevention of Juvenile Delinquency (C)
- * Louisiana State Youth Opportunities Unlimited (I)
- * Caring Communities Programs (CCP) (S)

Subtitle J, Secs. 31001–31002, Local Partnership Act

- * Cooperative Learning (S)
- * Drug Abuse Resistance Education (D.A.R.E.) Program (S)
- * Elmira, New York, Home Visitation Program (F)
- * Family Ties (F)
- * Homebuilders (F)
- * Metal Detectors in the Schools (S)
- * Partnerships Against Violence Network (PAVNET) (C)
- * Police Assisted Community Enforcement (C)
- * High/Scope Perry Preschool Program (F)
- * Promoting Alternative Thinking Strategies (PATHS) Curriculum (S)
- * Reductions in Class Size for Kindergarten and First-Grade Classes (S)
- * School Development Program (S)
- * SMART Program (S)

Subtitle Q, Secs. 31701–31708, Community-Based Justice Grants for Prosecutors

- * Children At Risk (CAR) Program (C)
- * Second Step Curriculum (S)

Title XIV: Youth Violence

- * Mandatory Sentencing Law for Felonies Involving a Firearm (C)
- * Regulations on the Place and Manner of Carrying Firearms (C)

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APPENDIX

PROGRAM DESCRIPTIONS

This is a list, in alphabetical order, of programs and strategies referenced in this report that are effective (proven by research to prevent delinquency or violence) or promising (preliminary research results are in and they appear to hold some promise). This list is not all-inclusive nor is it meant to be. Rather, the list is a representative sample of effective or promising delinquency prevention programs and strategies from across the country.

A program or strategy was placed in the promising rather than effective category if there was any question as to the sufficiency of the scientific evidence of its effectiveness. We chose to err on the side of stringency. Programs or strategies were selected if they were based on risk/protective factors, showed positive results from their evaluations, or received Gold-Wysinger awards. Gold-Wysinger Award winners, chosen by juvenile justice professionals across the country, are marked by an asterisk*.

Anti-Drug Initiative in Chicago Housing Authority (Community)

The Chicago Housing Authority (CHA) is characterized by high rates of murder, sexual assault, teenage pregnancy, high school dropouts, and infant mortality, although the crime rate in CHA developments has been steadily decreasing since 1988. To regain control and to improve the living environment, CHA implemented an operation to sweep public housing clean of drugs and crime and to improve the quality of life for residents. The approach combines features that researchers and policymakers feel are essential for successful crime prevention in public housing: it is collaborative, involving local police, CHA police and security, CHA management, social service providers, and residents; it is comprehensive, including law enforcement, management improvements, increased security, resident patrols, and drug prevention and intervention services; and it is designed to help residents develop self-esteem and concern for their living environment.

The National Institute of Justice (NIJ) is funding an evaluation of CHA's anti-drug initiative; preliminary results indicate that the program improved overall safety and reduced drug trafficking in one development and has reduced drug-related violence in another. Final evaluation results are expected in late 1995, and should provide much-needed guidance for public housing agencies in other cities attempting to design their own anti-drug initiatives.

Contact: Theresa Lipo, 626 West Jackson, Sixth Floor, Chicago, Illinois 60661, (312) 791-8513.

Bethesda Day Treatment (Individual)*

The Bethesda Day Treatment Program in West Milton, Pennsylvania, was initiated with Office of Juvenile Justice and Delinquency Prevention (OJJDP) formula grant funds, and the program is currently funded through county service contracts.

Bethesda Day Treatment Center's services include intensive supervision, counseling, and coordination of a range of services necessary to develop skills that enable youth to function appropriately in the community. Services are client-, group-, and family-focused. Client-focused services include intake, casework, service and treatment planning, individual counseling, intensive supervision, and study skills. Group-focused services include group counseling, life and job skills training, cultural enrichment, and physical education. Family-focused activities include family counseling, home visits, parent counseling, and family intervention services.

The program provides delinquent and dependent youth ages 10 to 17 with up to 55 hours of services without removing them from their homes. A unique feature of the program requires work experience for all clients of working age, with 75 percent of their paychecks directed toward payment of fines, court costs, and restitution. This intensive treatment program has shown promising results: a preliminary study revealed recidivism rates far lower than State and national norms.

Fifty-four clients from Union County have been referred to, followed, and discharged from the Bethesda Day Treatment Center since its inception in 1985. (There have also been other clients from other referral resources.)

- Only one case of recidivism involving a delinquent client was recorded within a year of discharge from the program.
- Only four cases of recidivism involving dependent (status offender) clients have been recorded for the program.

Combining the two groups, 48 clients were discharged for 12 or more months from the treatment program. Among those clients, five cases of recidivism were recorded within the first 12 months of discharge, with an overall recidivism rate of 10.4 percent.

The Bethesda program is replicating its program in 10 cities beginning in 1995. It was recently featured on a 4-hour television documentary called Victory Over Violence, narrated by Walter Cronkite and carried by major networks throughout the country. The National Educational Services Foundation featured the Bethesda program via satellite throughout North America in November 1994.

Contact: Dominic Herbst, Managing Director, Bethesda Day Treatment Center, P.O. Box 270, Central Oak Heights, West Milton, PA 17886, (717) 568-1131.

Boys and Girls Clubs of America (Peer Group)

Boys and Girls Clubs have been instrumental in addressing the needs of at-risk youth and have been effective in providing an attractive alternative to drug use, drug dealing, violence, and crime. The Bureau of Justice Assistance (BJA) recently funded additional Boys and Girls Clubs in various public housing communities across the United States, many of which are Weed and Seed sites. Some preexisting clubs received technical assistance, and a number of new clubs received startup funding. OJJDP is also providing funding to develop gang prevention strategies.

NIJ is sponsoring an evaluation of these clubs to document their strengths and weaknesses, to assess whether the clubs achieved their goals, and to offer recommendations applicable to individual programs and to other Boys and Girls Clubs. The evaluation will include a cost-benefit analysis that compares the costs of implementing and maintaining the clubs with the benefits derived from them.

Preliminary findings show that planning for future efforts should incorporate serious attention to the following areas:

- Special emphasis programming should have long-term objectives and provide for continuity of services.
- Needs assessment should be stressed.
- Implementation should be emphasized.
- Activities should be coordinated with other agencies and organizations that are providing services within the target areas.
- Provisions should be established for obtaining the input of residents on a continual basis.
- Activities related to medical screening should be carefully monitored.
- Educational enhancement programs should exercise caution in the use of incentives to reward performance.
- Continuous education and staff training should be required.
- Accurate and continuous records should be kept.
- Youth should be included in all club activities.

There are now clubs providing afterschool activities in public housing developments across the country. They have been effective in increasing rates of school attendance

and in improving academic performance. According to a Columbia University study, Boys and Girls Clubs in public housing have reduced the juvenile crime rate in those areas by 13 percent.

Contact: Boys and Girls Clubs of America, 1230 West Peachtree, N.W., Atlanta, GA 30309, (404) 815-5749 (Ph), (404) 815-5789 (Fax).

Cambodian Family Youth Program (Family)*

The Cambodian Family Youth Program of Santa Ana, California, offers a positive alternative to the streets for inner-city youth ages 7 to 17. Although the Cambodian Family project has been in operation since 1982, OJJDP began funding its prevention/intervention program in 1990. Staff and volunteers help elementary, intermediate, and high school students develop self-esteem and life skills in a community where drugs, gangs, and crime are commonplace. With modest funding, the Cambodian Family Youth Program provides a safe haven amidst the ghetto. In addition to life skills training, children participate in language and dance classes, computer lab and tutoring, community service, counseling, mediation, and mentoring. In a community where 30 percent of the population is Cambodian, the program helps Cambodian children bridge the social, generational, and language gap between their ancestral and adopted nations. The program targets children with four of the following risk factors: school and family problems, drug use, family criminality, stealing patterns, aggressiveness, truancy, poor parental involvement and conduct disorders in multiple settings. The program also provides counseling and parenting education to the children's parents.

The Cambodian Family Youth Program has resulted in improved grades and attitudes in school, and according to an internal evaluation, improved behavior and reduced aggression. More effective involvement and supervision has also been observed in parents. Since the program's inception, the Cambodian gang population in the area has not increased.

Contact: Rifka Hirsch, Executive Director, The Cambodian Family, 1111 East Wakeham Avenue, Suite E, Santa Ana, CA 92705, (714) 571-1966.

Caring Communities Programs (Family)

The Caring Communities Programs (CCP) was started in 1989 to address the weaknesses of the existing fragmented service delivery system. Originally the Walbridge Caring Communities Program, CCP began in Walbridge Elementary School, which is located in a high-risk neighborhood in North St. Louis. CCP seeks to ensure that all children succeed in school, remain out of the juvenile justice system, and do not require any other placements outside the home.

One of CCP's primary intervention programs is Families First, in which families at risk of having their children removed from home participate in 20 hours a week of home-school therapy for 6 to 10 weeks. For high-risk families not having as many problems as the Families First clients, a case manager serves as a strong link between the school and the home and monitors the needs of the child and family, which may include afterschool tutoring, parent education, and referral to services outside of CCP.

An evaluation conducted by Philliber Research Associates in New York indicated that intensive services have a positive impact on children's academic achievement, school behavior, and study habits. CCP has expanded services into three additional elementary schools and two middle schools in the St. Louis area.

Current plans are to expand in FY 1996 to as many as ten additional schools, including one high school.

Contact: Khatib Waheed, Program Director, Caring Communities Programs, 4411 North Newstead, St. Louis, MO 63115, (314) 877-2050.

Child Development Project (School)

The Child Development Project (CDP) is a school and home program aimed at fostering skills and commitments in children that they will need to eventually carry out adult roles in a competent, caring and responsible manner. CDP is designed to be a vehicle for making comprehensive improvements in elementary schools, and for linking school and home so that teachers and parents become effective partners in rearing and educating children.

CDP began with extensive piloting and rigorous longitudinal evaluation of the program in two northern California school districts. It is now being implemented and evaluated in six additional school districts across the country: Dade County, Florida; Louisville, Kentucky; White Plains, New York; San Francisco, California; Cupertino, California; and Salinas, California.

CDP consists of a combination of strategies including literature-based reading and language arts curriculum, cooperative learning, activities to build school community, noncoercive teaching approach to discipline, an extensive menu of home-school activities, and school service programs.

Early findings from the current evaluation of CDP in the six participating districts, which is still in progress, showed positive program effects on students for a wide range of school-related attitudes and behaviors, interpersonal attitudes and behaviors, and social competencies (including decreased tendencies to use aggression in resolving conflicts with others), as well as on the prevalence of substance abuse and violent behavior. Compared with students in 12 matched comparison schools, students in 12 CDP schools in these districts showed:

- Decreasing involvement in certain types of violent behavior, such as carrying weapons to school and gang fighting.
- Significantly lowered use of alcohol and marijuana.

In particular, in the four schools that have implemented the program most extensively, there was a 12 percent decline in the number of students carrying a weapon versus no change among comparison students, as well as a 5 percent decline in gang fighting among program students compared to a 3 percent increase among comparison students.

Contact: Developmental Studies Center, 2000 Embarcadero, Suite 305, Oakland, CA 94606, (510) 533-0213 (Ph) or (510) 464-3670 (Fax).

Children at Risk Program (Community)

Children at Risk (CAR), funded by BJA, NIJ, OJJDP, and a consortium of private sources, is an intensive 2-year intervention for high-risk youth in high-risk neighborhoods. Communities develop CAR programs by building on the strengths, cultural background, and history of the target neighborhood. Each program includes eight components that are considered to be key elements of comprehensive prevention: (1) case management; (2) family services; (3) education services; (4) afterschool and summer activities; (5) mentoring; (6) incentives; (7) community policing and enhanced enforcement; and (8) criminal/juvenile justice intervention.

CAR programs and evaluations are ongoing in five cities: Austin, Texas; Bridgeport, Connecticut; Memphis, Tennessee; Savannah, Georgia; and Seattle, Washington. Preliminary analysis of initial findings indicates promising effects. In the first 12 months after joining the program, CAR youth had fewer contacts with police than youth in a randomly assigned control group (41 percent versus 69 percent). CAR youth also had fewer contacts with juvenile court (34 percent versus 71 percent). The most recent finding is that 88 percent of CAR youth were promoted to the next grade, compared to 72 percent of youth in the control group.

Contact: Mary Nakashian, Center on Addiction and Substance Abuse (CASA), Columbia University, 152 West 57th Street, New York, NY 10019, (212) 841-5230.

Cities in Schools (School)

The Cities in Schools (CIS) dropout prevention program, funded by OJJDP in collaboration with the U.S. Departments of Health and Human Services, Commerce and Defense, has 665 sites in 197 communities nationwide. It brings resources to and reaches over 97,000 youth and their families. CIS is based on the idea that children and adolescents have a large number of problems due to the breakdown of the family, the physical decline of neighborhoods, and the decrease of job opportunities, and it places community services providers in schools.

Evaluations have shown that CIS students perform at significantly higher levels than do similar students. The preliminary report of outcome data on CIS students for 1992–1993 indicated significant success in keeping students in school. A longitudinal study which tracked CIS students who entered the program during the 1989–1990 and 1990–1991 school years found that by 1993 nearly 80 percent were still in school. Seventy percent of students with high absenteeism prior to entering CIS improved their attendance. Also, 60 percent of the students whose grade point averages were unsatisfactory improved their GPA in the single year in which they joined CIS.

Contact: Bonnie Nance Frazier, 1199 North Fairfax Street, Suite 300, Alexandria, VA 22314, (703) 519-8999.

Communities That Care® (Community)

Communities That Care is a community training system that addresses youth violence and other problem behaviors by teaching communities to use the latest research in developing comprehensive prevention strategies. The Communities That Care process begins by orienting key community leaders, including mayors, city or county council members, lead law enforcement officials, judges, school superintendents, and business, civic and religious leaders to risk-focused prevention. It helps these leaders assess their community's readiness for a comprehensive risk-focused prevention effort and form or identify a community prevention board. Once the community prevention board is established, or an existing group is identified to serve this function, the group is trained to assess the community's risks and existing resources by collecting data on risk indicators and assessing existing programs. After assessment is completed, community boards prioritize the most noxious risk factors, identify programming gaps, and review effective approaches to address priority risk factors. Based on this work, each board develops a strategic plan to implement and evaluate a comprehensive risk reduction strategy tailored to the unique risk and resource profile of its community. The risk factors addressed include community disorganization and laws and norms tolerant of crime and violence. The protective factors addressed include healthy beliefs, clear standards for behavior, skills for community mobilization, and bonding to the community.

A five-year process evaluation funded by the Substance Abuse and Mental Health Services Administration (SAMHSA) showed that the model is effective in assisting communities to plan and implement a coordinated set of interventions.

Contact: Sally Christie, Communities That Care,® Developmental Research and Programs, Inc., 130 Nickerson Street, Suite 107, Seattle, Washington 98109, (206) 286-1805 (Ph) or (206) 286-1462 (Fax).

The Community Board Program (Community)

The Community Board Program develops and implements school-based mediation and conflict resolution programs for children, youth, and families. The program is presented to students in grades 3 to 12 who participate in communication, problem-solving, and leadership skills-building activities. Students are selected as conflict managers and provide help to settle disputes among their peers. Frequently, escalation of conflicts and the subsequent need for serious disciplinary actions are averted when conflict managers help other students express their problems clearly and reach their own resolutions. The program has resulted in decreases in fights, suspensions, and dropout rates, as well as increased self-esteem and development of citizenship skills.

Of the conflicts reported for mediation, 87 percent were successfully resolved. With a successful resolution both parties agreed on concrete actions that would prevent or reduce future conflicts. Many of these resolutions allowed the disputants to maintain friendships that might have otherwise been disrupted by the conflicts. These results also indicate that the program reduces the amount of conflict among students on the school grounds and prevents physical fights among the students. The program increases the conflict resolution skills, self-esteem, and assertiveness of the peer mediators. It allows staff members who deal with discipline to attend to more immediate and severe student problems.

Contact: Jim Halligan, 1540 Market Street, Suite 490, San Francisco, CA 94192, (415) 552-1250.

The Community Policing Consortium

The Community Policing Consortium, funded by the U.S. Department of Justice, combines the expertise of five of the leading policing organizations in the United States: the International Association of Chiefs of Police (IACP); the National Organization of Black Law Enforcement Executives (NOBLE); the National Sheriff's Association (NSA); the Police Executive Research Forum (PERF); and the Police Foundation. These five organizations have been principally responsible for developing the research, training, and technical assistance available in the field of community policing. Each of the organizations in the Consortium is firmly committed to this collaborative endeavor to encourage and enhance community policing efforts throughout the country.

Contact: The Community Policing Consortium, 1726 M Street, N.W., Suite 801, Washington, D.C. 20036, (202) 833-3305 (Ph), (202) 833-9295 (Fax).

Community Responses to Drug Abuse (Community)

In 1989 the Community Responses to Drug Abuse National Demonstration Program was funded by the Bureau of Justice Assistance in nine sites to develop and implement

effective communitywide strategies that local groups could adopt to reduce drug abuse and improve the quality of life in their neighborhoods. The National Institute of Justice funded a process and impact evaluation of this demonstration in 1989, conducted by the University of Illinois at Chicago. The process evaluation showed that local community organizations, with technical assistance from the National Crime Prevention Council and the National Training and Information Center, were able to successfully develop and implement a wide variety of anti-drug activities, including campaigning to increase public awareness; developing surveillance and reporting strategies; closing drug houses; creating drug-free school zones, youth recreation and social activities, and tutoring programs; and implementing employment and training programs. Many of these programs involved cooperative efforts with local police.

An intensive impact evaluation was conducted in three of the demonstration sites, involving a pretest and posttest survey of citizens in the target and control neighborhoods. Findings showed a number of positive changes in the experimental areas when compared to control areas. Community organizations were effective in increasing levels of citizen awareness of and participation in anti-drug activities. In addition, these community interventions were followed by more informal social interactions among neighborhood residents, more favorable attitudes about the police, and more positive perceptions about the neighborhood as a place to live.

Contact: Bureau of Justice Assistance, 633 Indiana Avenue, N.W., Washington, D.C. 20531, (202) 514-6278.

The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (Community)

The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders seeks to prevent and reduce at-risk behavior and delinquency. Key principles include: (1) strengthening families in their role of providing guidance and discipline and instilling sound values as their children's first and primary teachers; (2) supporting core social institutions, including schools, churches, and other community-based organizations, to alleviate risk factors and help children develop their maximum potential; (3) promoting prevention strategies that reduce the impact of risk factors and enhance the influence of protective factors in the lives of youth at greatest risk of delinquency; (4) intervening with youth immediately when delinquent behavior first occurs; (5) establishing a broad spectrum of graduated sanctions that provides accountability and a continuum of services to respond appropriately to the needs of each juvenile offender; and (6) identifying and controlling the small segment of serious, violent, and chronic juvenile offenders.

Implementation of this comprehensive strategy will require all sectors of the community to take part in determining local needs and in planning and implementing programs to meet those needs.

Contact: Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue, N.W., Washington, D.C. 20531, (202) 307-5911.

Cooperative Learning (School)

Teachers provide initial instruction to groups of students who are at the same skill level or to the class as a whole. Students then work in a learning team, composed of 4 to 5 members of mixed skill levels, to help each other learn and assess one another's progress in preparing for tests and teacher assessments. Students take tests individually, without the assistance of teammates. Students receive some type of recognition based on the progress of all team members. When students do not meet a criterion level of mastery, they are provided with specific corrective procedures. The target population is kindergarten through 12th-grade students. The risk factors addressed include academic failure and lack of commitment to school. The protective factors addressed are opportunities to participate actively in learning, skills to establish positive social relationships, and bonding to school and prosocial peers.

Contact: Johns Hopkins University, Center of Social Organization of Schools, Baltimore, MD 21218, (410) 516-8800.

CornerStone Project (Community)*

The CornerStone Project of Little Rock, Arkansas, began in 1987 and is funded by Federal and local grants, corporate contributions, and philanthropic donations. Federal funds are provided by the U.S. Department of Health and Human Service's Center for Substance Abuse Prevention, and the U.S. Department of Labor, under the Job Training Partnership Act. CornerStone staff believe that youth living in gang- and drug-ridden neighborhoods are more likely to resist negative peer pressure if they are placed in an environment with caring adults, provided tools for building personal responsibility, and encouraged to develop their personal talents and interests. To provide a positive environment, the project established the NETworks Center (Neighbors and Education Together works).

Final arrangements for the spring 1995 assessment data collection are coming into place. Although standardized instruments produce mixed results at best, all of the children in the project during the 1994-1995 school year have remained in school. No pregnancies have been reported, no students are involved in the juvenile justice system, and three seniors completed high school in 1995.

Contact: Betty Lou Hamlin, Director, The CornerStone Project, Inc., P.O. Box 45086, Little Rock, AR 72204, (501) 664-0963.

Drug Abuse Resistance Education Program (School)

The Drug Abuse Resistance Education (D.A.R.E.) program is the most frequently used substance abuse education curricula in the United States; it is in use in over half the school districts in the country. D.A.R.E. is distinctive for its widespread adoption; its use of trained, uniformed police officers in the classroom; and its combination of local control and centralized coordination. D.A.R.E. is a comprehensive program that includes 4 lessons for kindergarten through second grade, 5 lessons for third and fourth grade, a 17-week core curriculum for fifth and sixth grade, a 10-week junior high school curriculum, and a 10-week senior high school curriculum taught jointly by D.A.R.E. officers and classroom teachers. Their revised curriculum now includes anti-violence components, such as conflict resolution and managing anger skills. In addition, D.A.R.E. offers an afterschool program called D.A.R.E. +PLUS, which is now in operation in California and Florida. The program utilizes volunteers, teachers, and police officers to provide a variety of clubs for educational and enjoyable afterschool activities.

A recent study sponsored by NIJ confirmed the prevalence and popularity of D.A.R.E.; revealed that its appeal cuts across racial, ethnic, and socioeconomic lines; and indicated considerable support for expansion of the program. In assessing the D.A.R.E. curriculum and how it is taught, most drug use prevention coordinators gave it higher ratings than they did other programs. Students' receptivity to D.A.R.E. was rated higher than their receptivity for other programs, and coordinators in districts with a large proportion of minority students were especially likely to rate students' receptivity to D.A.R.E. as very high. Meta-analysis of D.A.R.E. programs showed them best at increasing students' knowledge about substance abuse and enhancing their social skills. The effect of D.A.R.E. on attitudes toward drugs, attitudes toward the police, and self-esteem were more modest. Its short-term effects on substance abuse by fifth- and sixth-graders were small, a finding which should be interpreted cautiously because of the small number of studies used for analysis and the low level of drug use among fifth- and sixth-graders.

Contact: D.A.R.E. America, 9800 La Cienega Boulevard, Suite 402, Inglewood, CA 90301, (703) 860-DARE.

Elmira, New York, Home Visitation Program (Family)

The Elmira Home Visitation Program in Elmira, New York, helps women improve their health-related behaviors, such as stopping the use of cigarettes, alcohol, and other drugs; identifies pregnancy complications, and uses the program's health-related systems to address these problems. Women in the program also improve their quality of infant care-giving and increase their personal development. Women are encouraged to set small, achievable goals and to use problem-solving methods to gain control over the difficulties they encounter. The women's accomplishments, in turn, enhance their sense of competence in managing future problems.

Frequent home visitation by nurses in the program during pregnancy and the first two years of a child's life significantly reduced many health and social problems commonly associated with childbearing among adolescent, unmarried, and low-income parents.

Other results include:

- A 75 percent reduction in State-verified cases of child abuse and neglect;
- A 32 percent reduction in emergency room visits during the second year of life;
- An 80 percent increase in unmarried women participating in the workforce; and
- A 43 percent reduction in subsequent children borne by unmarried women when compared to counterparts assigned to comparable services.

An investment in this type of home-visitation program for low-income women and children can pay for itself by the time the child is 4 years old. The prenatal and postpartum program costs about \$3,200 for 2 1/2 years of home visitation. Low-income women (those most likely to use government services) used \$3,300 less in other government services during the first 4 years after delivery of their first child than did their low-income counterparts in the comparison group. About 80 percent of the cost savings were from reduced Food Stamp and Aid to Families with Dependant Children payments. One-third of the cost saving came from the reduction in unintended subsequent pregnancies. Future savings based on the years after the first four years have not yet been calculated.

Contact: David Olds, Ph.D., Prevention Research Center, 303 East 17th Avenue, Suite 200, Denver CO, 80203, (303) 861-1715, ext. 228.

Family Ties (Family)*

Family Ties of New York began providing an alternative to incarceration for youth ages 7 to 16 as a pilot project in Brooklyn in 1989. The program was expanded in 1991 to the Bronx and Manhattan, and further growth is anticipated. The program is underwritten by the City of New York, with the State providing matching funds on a 3 to 1 basis. This program: (1) provides intensive home-based services; (2) conducts an assessment of family, community, and educational needs of each juvenile; (3) works to strengthen families; (4) provides family therapy and counseling; and (5) helps reconstruct decisionmaking and anger-management skills.

Modeled after the Homebuilders program of Tacoma, Washington, Family Ties identifies the needs of each delinquent child and works to strengthen family functions. Risk factors include poor school performance, reading significantly below school levels, substance-abusing parents who are HIV positive, and parents who are ill.

Protective factors include offering youth solid extended families to support these youth. The school system is supportive and helps youth in the program.

Approximately 8 in 10 of all juveniles who participated in Family Ties during 1991 and 1992 remained uninvolved with the juvenile justice system 6 months later. There was no significant difference between the followup rate at 6 months versus 12 months. Over a period of a year or more, the success rate of program participants was 82 percent. The success rate for those program participants granted probation after the program was 73 percent. The reinvolvement rates were significantly lower for the program group than for the comparison group. The results revealed a good cost-benefit ratio. For every \$1 spent on the program, almost \$7 in savings to the public were generated by averting juvenile placements in State youth detention facilities. In total dollars, the public was saved over \$335,388 during a program cycle of 6 weeks on average per group of 32 participants.

Contact: Sandra Welsh, Director, Family Ties, 365 Broadway, New York, NY 10013, (212) 925-7779, ext. 218 (Ph) or (212) 219-9358 (Fax).

Gang, Drug, and Dropout Intervention Program (Community)*

Nuestro Centro (Our Center) began as a grassroots initiative in 1988 when concerned citizens and community activists in Dallas, Texas, decided to take back their streets by converting an abandoned fire station in a predominately minority neighborhood into a community-run youth center. Nuestro Centro's Gang, Drug, and Dropout Intervention Program was inaugurated in 1991 with OJJDP funds. Participants in the afterschool program are unemployed and undereducated youth affected by drug abuse, gangs, and delinquency. Counselors and volunteers generally live in the neighborhood and make frequent visits to the home each week. The risk factors include school problems, family problems, and physical and sexual abuse. An evaluation based on participants' self-reports showed a good success rate in deterring gang violence and drug use, with 95 percent of participants surveyed involved in educational activities, including school, G.E.D. preparation, and vocational training.

Contact: Blanca Martinez, Director, Nuestro Centro, 1735 South Ewing Street, Dallas, TX 75226, (214) 948-8336.

Glendale Community Improvement Association (Community)*

The Glendale Community Mobilization Project in Salt Lake City, Utah, has been recognized as a successful gang prevention and community strengthening program. This project has a number of components, including mentoring and job shadowing experience offered to over 200 middle school students; a transition program established for 45 high-risk sixth- and seventh-grade students entering Glendale Middle School; community strengthening through the development of a neighborhood organization, with training provided for over 250 potential block leaders (including a video); and

community leader training for individuals to receive specific skills training in gang/drug abuse recognition and effective interventions. Risk factors include availability of drugs and friends who engage in problem behaviors. Protective factors include individual characteristics and schools that teach their children healthy beliefs.

The target area for the Glendale Project has the highest concentration of gang members in the State of Utah. It was an early hot spot for Utah's burgeoning gang problem. Since the inception of the program in 1992, crime is down in all major categories 10 percent to 30 percent. Gang-related crime, excluding graffiti, is down 38 percent. But perhaps more importantly, this community has become the hallmark for effective community organizing. Millions of dollars in private funding and millions of dollars in the reallocation of existing public/community-based resources have been brought to bear on a comprehensive plan to increase school success, increase positive alternatives for youth, strengthen families, and strengthen the community. Lessons learned from this project were used as the building blocks for Salt Lake City's Weed and Seed Proposal and its funded Comprehensive Communities Program.

Contact: Glendale Community Improvement Association, 327 East 200 South, Salt Lake City, Utah, 84111, (801) 295-7700.

Healthy Start in Hawaii (Family)

The National Institute of Justice has commissioned a review of Healthy Start in Hawaii for a Program In Focus report scheduled for publication in 1995. Healthy Start in Hawaii is a program designed to prevent child abuse by providing prenatal and postbirth counseling to high-risk parents. The program uses an interdisciplinary approach to promoting child development that involves children, their families, and their communities. The goals of Healthy Start are to (1) reduce family stress and improve family functioning; (2) improve parenting skills; (3) enhance child health and development; and (4) prevent abuse and neglect. Healthy Start in Hawaii follows the child until age five with program services which include the early identification of families at risk for child abuse and neglect, community-based home visiting support and intervention services, linkage to a "medical home" and other health care services, and coordination of a wide range of community services.

Early evaluation findings provide evidence that the program is successful in reducing the likelihood of child abuse. Specifically, of 90 persons receiving weekly counseling services in the program, none committed child abuse. After leaving the program, only three committed abuse. In comparison, the abuse rate during the same time period for a population not receiving any services was 4 in 90.

An existing internal outcome evaluation of Healthy Start in Hawaii was conducted primarily in terms of confirmed cases of abuse and neglect. Between July 1987 and June 1991, 13,477 families were screened and/or assessed, 9,870 of which were determined to be at low risk. Of the 3,607 families at high risk, 1,353 were enrolled in

Healthy Start, 901 were enrolled in less intensive home visiting programs, and another 1,353 were not enrolled due to limited service capacity. Among the 1,353 Healthy Start families, the confirmed abuse rate was 0.7 percent and neglect was confirmed in 1.2 percent. The combined abuse/neglect (CAN) rate was 1.9 percent, a 60 percent reduction in CAN reports for program participants. The CAN rate for at-risk families not served was 5.0 percent.

Contact: Gladys Wong, Hawaii State Department of Health, 1600 Kapiolani Boulevard, Suite 600, Honolulu, HI 96814, (808) 946-4771.

High/Scope Perry Preschool Program Evaluation (Individual)

The High/Scope curriculum used in the High/Scope Perry Preschool in Ypsilanti, Michigan, is designed to foster social and intellectual development in children ages 3 to 4 and continues to be disseminated. The preschool teacher divides the classroom into active learning centers that encourage children to use, experience, and discover language and concepts through activities and play. The teacher and child jointly plan and initiate activities. In addition to early education, the program has a home visitation component in which teachers meet with each mother and child weekly. The teacher encourages the mother to engage the child in activities in a manner consistent with the classroom curriculum. The risk factors addressed are academic failure, lack of commitment to school, and early and persistent antisocial behavior. The protective factors addressed are bonding to teachers, school, and family; opportunities to participate actively in learning; and cognitive and social skills. Research on the children in the program has continued since 1962 and has followed participants from the time they were 3 until they were 27 years old.

Participants in the High/Scope Perry Preschool program proved far less likely to commit crimes than a matched control group. By age 19, fourteen years after completing this 2-year program of developmental preschool and weekly home visits, only 31 percent of participants had ever been arrested, compared to 51 percent of the control group. By the time they turned 27, one-fifth as many Perry participants as control group members had been arrested five or more times (7 percent versus 35 percent).

Contact: Larry Schweinhart, High/Scope Educational Research, 600 North River Street, Ypsilanti, MI 48197, (313) 485-2000.

Homebuilders Program (Family)

Homebuilders is an intensive family preservation program designed to avert the unnecessary placement of children into foster, group, or institutional care. Caseworkers provide referrals which indicate that, without the program's intervention, immediate

out-of-home placement is the most likely course of action for children who are identified as at risk due to serious child protection, family conflict, and mental health concerns.

Twelve months after entering the program, 88 percent of the children targeted by caseworkers for out-of-home placement remain in their own homes, and child and family functioning have shown significant improvement on standardized measures. In 1987, a similar program in the Bronx, New York, which was designed to test the Homebuilders treatment model in a large urban setting, achieved a high level of success, with 304 children from 157 families served.

Contact: David Haapala, Executive Director, Bold Solution, 1901 Markham Avenue N.E., Takoma, WA 98422, (206) 927-7547 (Ph) or (206) 927-6578 (Fax).

Home for the Prevention of Juvenile Delinquency (Community)*

This program provides shelter and other support services to 28 girls, the majority of whom have been removed from their homes because of sexual abuse or abandonment. Most of the girls, who range in age from 5 to 16, have parents who are physically or mentally unable to care for them. The program provides crisis intervention, counseling, tutoring, educational placement, community services, and recreational and social activities. Risk factors addressed include family problems, school problems, abandonment, and sexual abuse. Protective factors addressed include positive relationships that promote close bonds, individual characteristics such as having a resilient temperament, and healthy beliefs and clear standards. A process evaluation is currently being conducted.

Contact: Sister Georgio Reiyō, Santa Ana Institute for Juvenile Development, P.O. Box 554, Adjuntas, PR 00601, (809) 829-2504.

Louisiana State Youth Opportunities Unlimited (Individual)

Participants in this program live in dormitories on the Louisiana State University campus in Baton Rouge for 8 weeks during the summer. For half of each weekday, participants receive academic instruction in reading and math and earn high school credit for successful completion of their course work. During the other half of each weekday, participants work at individually chosen, minimum-wage jobs at various sites throughout the university. In the evening hours, youth participate in recreational activities and career, academic, and personal counseling. Weekend activities involve field trips, speakers, tutoring, and parent participation events (parents are provided transportation to and from the university). Other program components include provision of health care to participants, and a requirement that participants open a savings account and deposit a designated amount into the account each pay period. The risk factors addressed are academic failure, alienation and rebelliousness, association with delinquent and violent peers, and lack of commitment to school. The protective

factors addressed are opportunities to acquire job experience, job skills, and recognition for work performed. The target population is economically disadvantaged 14- to 16-year-old youth at risk of dropping out of school.

Pre and posttest evaluation of participants involved in the program from 1987 to 1994 demonstrated significant gains in math, reading, career maturity, and intention to remain in school. This program also produced positive outcomes in the at-risk student participants' level of coping skills. After completing the residential program, students receive followup support services through high school. Longitudinal data is available on students who remained in school and graduated. Currently, this data indicates a 65 percent success rate over all years.

Contact: Dr. Susan Gaston, Coordinator, Louisiana State Youth Opportunities Unlimited, 118 Hatcher Hall, College of Education, Louisiana State University, Baton Rouge, LA 70803, (504) 388-1751.

Mandatory Sentencing Laws for Felonies Involving a Firearm (Community)

Mandatory sentencing laws for felonies involving a firearm impose more stringent sentences for offenders who use or carry a firearm during the commission of a felony. The target population is States and cities. The risk factors addressed are laws and norms tolerant of crime and violence. The protective factors addressed are criminal sanctions and clear standards for behavior.

Mandatory sentencing laws were studied in 11 cities. It was found that firearm homicides were decreased in each area, suggesting that the laws help prevent homicidal violence. This supports the notion that mandatory sentencing reduces firearm homicides. Gun homicides decreased in 10 areas, and in 6 of these areas decreases were statistically significant. The average reduction was 32 percent.

Contact: Dr. David McDowell, (301) 405-4730, or Dr. Colin Loftin, (301) 405-4697, Violence Research Group, Institute of Criminal Justice and Criminology, University of Maryland, College Park, MD 20742-8235.

Metal Detectors in the Schools (School)

To reduce the guns, knives, and other metal weapons students bring to school, a team of security officers scans randomly selected students with hand-held metal detectors as they enter the school building. The target population is secondary schools. The risk factors addressed are firearm availability and laws and norms tolerant of crime and violence. The protective factors addressed are healthy beliefs and clear standards for behavior.

Contact: Ronnie Williams, Chief of Security, Division of School Safety, New York City Public Schools, P.S. 64, First Floor, Room 142, 600 East Sixth Street, New York, NY 10009, (212) 979-3320.

Operation Weed and Seed (Community)

Operation Weed and Seed is designed to demonstrate an innovative, comprehensive, and integral multi-agency approach to law enforcement and community revitalization for controlling and preventing violent crime, drug abuse, and gang activity in targeted high-crime neighborhoods across the Nation. Weed and Seed operations focus on neighborhoods and include crime prevention, law enforcement, priority prosecution, multiagency action, and community involvement.

The four components of Weed and Seed include: (1) law enforcement; (2) community policing; (3) prevention, early intervention and treatment; and (4) neighborhood restoration.

A national evaluation, funded by NIJ, is being conducted to provide comparative, uniform information across sites to determine differences in outcome and to provide detailed information to policymakers and practitioners on the implementation, obstacles, facilitating factors, and effectiveness of centralized approaches. Baseline data for a national impact evaluation are being collected using a quasi-experimental design that compares target neighborhoods to matched comparison neighborhoods within the same jurisdiction. The central sources of data are agency records, interviews of neighborhood residents and businesses, and existing indicators of each site's physical and social health.

Interim findings include the following:

- Some sites encountered initial opposition to the weeding phase but found that their community policing and seeding efforts helped to establish a basis for better communications, mutual trust, and support for the initiative.
- Seeding programs and activities include substance abuse prevention and treatment, alternative activities for youth, education and personal or family development, employment and job training, victim assistance and protective services, health and nutrition, and community crime prevention.

Contact: Terry Donahue, Executive Office for Weed and Seed, Office of Justice Programs, 633 Indiana Avenue, N.W., Washington, D.C. 20531, (202) 616-9019, or Jay Marshall, Bureau of Justice Assistance, 633 Indiana Avenue, N.W., Washington, D.C. 20531, (202) 616-3215.

Parents as Teachers (Family)

In a typical Parents as Teachers (PAT) program, such as the one in National City, California, parents of an infant enroll and remain in the program until the child is 3 years old. During each monthly personal visit, a PAT professional suggests strategies to address individual concerns, such as discipline, and involves parents in age-appropriate learning activities with their child. Visits can occur in a home or in a center. In addition, children are periodically screened for vision, hearing, and normal growth and development and referred to health and other social services when appropriate. At PAT parent meetings, parent-child activities are planned, and child care is provided while parents hold discussions. This program also offers special services for adolescent parents, including weekly meetings for small groups of teen parents, which begin prenatally.

An independent evaluation of the 1981 pilot program demonstrated that children who participated in PAT were significantly advanced over their peers in language, social development, problem solving, and other intellectual abilities, and also that parents knew more about child development than nonparticipants. In 1989, a followup study showed that PAT children scored significantly higher on standardized measures of reading and math achievement in first grade. A higher proportion of PAT parents initiated contact with teachers and participated in the child's schooling. A 1991 evaluation reported similar findings. For example, in the Binghamton City School District in Binghamton, New York, a rural community with high poverty, 70 percent of PAT children scored above average on measures of language development as compared to 35 percent of the control group. Also in Binghamton, welfare dependence within the PAT group dropped by 10 percent while dependence nearly doubled for the control group by the child's first birthday.

Contact: Mildred Winter, Director, Joy Rouse, Deputy Director, Parents as Teachers National Center, Inc., 10176 Corporate Square Drive, St. Louis, MO 63132, (314) 432-4330 (Ph), (314) 432-8963 (Fax).

Partnership for Learning, Inc.

Partnership for Learning, Inc., was established in 1991 to screen first-time juvenile offenders who appeared in juvenile court in Baltimore, Maryland, and to identify and assist offenders diagnosed as learning disabled. After first-time offenders have been identified, tested, and interviewed, the requirements for participating in this program are presented. Once an agreement has been executed, the child's case is postponed, and the child is matched with a tutor trained in a special reading and spelling program. Of the children matched with tutors, more than 80 percent have successfully completed or are actively involved in the program and have not become repeat offenders.

This project is a joint project of the Office of the State's Attorney for Baltimore City, the Office of the Public Defender, the Maryland Department of Juvenile Services, the

Maryland State Department of Education, the Baltimore City Department of Education, and the Maryland Associates for Dyslexic Adults and Youth.

Contact: Pam Williams, The Office of the State's Attorney for Baltimore, Maryland. 110 North Calvert Street, Baltimore, MD 21202, (410) 396-5092.

Partnerships Against Violence Network (Community)

Designed in support of the Pulling America's Communities Together (PACT) Project, the Partnerships Against Violence Network (PAVNET) is a new initiative that reflects the level of Federal cooperation and commitment needed to help build safer, less violent communities. PAVNET represents an unprecedented coalition of the U.S. Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, Justice, and Labor. The goals of Partnerships Against Violence are to integrate information concerning the wide range of ideas and resources available to communities, and to remove the barriers to information-sharing that communities face in finding out about promising programs and resources. The initial components of PAVNET are an online search and retrieval system; a printed directory of approximately 600 programs, 200 information and technical assistance sources, and about 125 funding sources; networking among more than 30 Federal clearinghouses and resource centers; and an Internet mail group.

Contact: National Institute of Justice, 633 Indiana Ave., N.W., Washington, D.C., (202) 514-6201.

Police-Assisted Community Enforcement (Community)

The City of Norfolk, Virginia, has identified three goals for the Police Assisted Community Enforcement (PACE) program: (1) to create and maintain safe and healthy communities throughout Norfolk; (2) to develop and expand cooperative efforts; and (3) to enhance community-oriented government.

The City of Norfolk forged a partnership between police, human service agencies, and local citizens to combat crime in 10 high-crime neighborhoods. The initiative—which included new youth athletic leagues and a Youth Forum for teens to speak on community problems, as well as other prevention measures—led to a 29 percent drop in crime in targeted neighborhoods. The total decrease from 1991 to 1994 in violent crime was 23 percent.

Contact: Police Chief's Office, Police Administration Building, P.O. Box 358, Norfolk, Virginia 23501, (804) 441-2274 (Ph) or (804) 441-2788 (Fax).

Preparing For the Drug-Free Years (Family)

Preparing for the Drug-Free Years is a workshop that teaches parents of children in grades 4 through 8 how to reduce critical risk factors that are important during the late elementary and middle school years. The program was field tested with parents in an urban, multi-ethnic community, and has been subsequently used with urban, suburban, and rural families in more than 30 States and Canada. A series of five 2-hour sessions, designed to be led by volunteer workshop leaders, teaches parents how to reduce risks by strengthening family bonds, how to establish a family position on drugs, and how to reinforce a child's use of refusal skills.

Risk factors addressed by this program are family management problems, parental drug use and positive attitudes toward use, early and persistent antisocial behavior, rebelliousness, friends who use drugs, favorable attitudes toward drug use and toward early first use. Protective factors addressed by this program are bonding and healthy beliefs and clear standards. Developmental Research and Programs has completed extensive research on program implementation and offers a full complement of program materials and training.

Preparing for the Drug-Free Years was the basis for a 1987 television community service project in which more than 2,500 families from urban, suburban and rural communities participated in workshops. The independent evaluation in *Persuasive Communication and Drug Abuse Prevention* (Donohew, et al., 1991) reported that participants' prevention skills and commitment to using prevention practices in their families increased significantly as a result of workshop attendance. In an evaluation of a major statewide implementation in Oregon (Oregon Department of Justice, 1990) parent participants, particularly those from high-risk groups, demonstrated considerable change in attitudes and knowledge levels.

Contact: Sally Christie, Developmental Research and Programs, Inc., 130 Nickerson Street, Suite 107, Seattle, WA 98109, (206) 286-1805 (Ph) or (206) 286-1462 (Fax).

Project New Beginnings: A Model Perinatal Substance Abuse/Child Welfare Program (Individual)

Project New Beginnings was developed at the Children's Institute International in Los Angeles to improve developmental outcomes for children of substance-abusing parents and to prevent child abuse and neglect. By providing intensive drug treatment, parent education, counseling, practical support to pregnant and postpartum women, and early intervention services to children, the project endeavors to promote a child's well-being and preserve and/or reunify families beset with alcohol and drug problems. Approximately 300 alcohol- and other drug-involved mothers and their children have been served by the project. The majority have been referred to the program postpartum following positive toxicology screens. Of the pregnant women who have enrolled in the project, most have had other children already under protective service supervision.

Project staff have been involved in training professionals from other agencies, including more than 200 child protective service workers.

Indications of program success include the absence of serious (children dying or life-threatening events) reports of child abuse during or after participation in the program. Of the mothers whose children were placed out of the home when they began the program, 50 percent have successfully reunited and many of the remaining families are still working toward this goal. Approximately 70 percent of children living with their parents at intake have remained in their families' homes throughout treatment.

Contact: Steve Ambrose, Ph.D., Project Director, Children's Institute International, 711 South New Hampshire Drive, Los Angeles, CA 90005, (213) 385-5100.

Promoting Alternative Thinking Strategies Curriculum (School)

Promoting Alternative Thinking Strategies (PATHS) seeks to reduce early antisocial behavior by integrating emotional, cognitive, and behavioral skill development in young children. The curriculum is designed to begin with kindergarten children and has four main objectives: (1) control behavior through self-regulation ("stop and calm down"); (2) develop effective vocabulary and emotion processing to help understand self and others; (3) integrate effective cognitive and linguistic skills for social problem solving; and (4) promote positive self-esteem and peer relations. Lessons are developmentally sequenced and include talking, role playing, modeling by teachers and peers, social and self-reinforcement, attribution training, and verbal mediation.

The target population is children in kindergarten to grade 5. The risk factor addressed is early and persistent antisocial behavior. The protective factors addressed are interpersonal problem-solving skills, healthy beliefs, and clear standards for behavior.

This project assessed the impact of an emotion-focused preventive curriculum on children's ability to understand and discuss emotions. Results indicated that a less-than-1-year intervention was effective in (1) improving children's range of effective vocabulary; (2) supporting their ability to provide appropriate personal examples of the experience of basic feelings; (3) supporting their beliefs that they can hide, manage, and change their feelings; and (4) supporting their understanding of cues for recognizing feelings in others. In addition, among children at higher risk (special education), the intervention also significantly improved both their understanding of how others manage and hide their feelings and how feelings can be changed. Finally, among nonspecial education children, the intervention resulted in improved comprehension of complex feeling states.

Contact: Sally Christie, Program Representative, Developmental Research and Programs, 130 Nickerson, Suite 107, Seattle, WA 98109, (206) 286-1805 (Ph) or (206) 286-1462 (Fax).

Pulling America's Communities Together (Community)

Pulling America's Communities Together (PACT) is an ambitious, systematic Federal effort to address the problem of youth violence in our Nation in partnership with American communities. The Federal agencies represented on the PACT Interagency Working Group include the U.S. Departments of Education, Health and Human Services, Housing and Urban Development, Justice, and Labor, as well as the Office of National Drug Control Policy. PACT sites are metropolitan Atlanta, metropolitan Denver, the State of Nebraska, and Washington, D.C.

To date, Project PACT has a number of achievements to its credit, including:

- Stimulating interagency cooperation at the highest levels.
- Providing a framework for local leaders to think comprehensively about and take a vigorous role in developing solutions to local violence problems.
- Bringing together diverse jurisdictions and community groups—some of which had little prior history of collaboration—to work together.
- Producing cooperative local actions beyond traditional jurisdictional boundaries to reduce or prevent violence.

Contact: Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue, N.W., Washington, D.C. 20531, (202) 307-5911.

Reductions in Class Size for Kindergarten and First Grade Classes (School)

Through this program, kindergarten and first-grade class sizes are reduced by more than 20 percent. The target population is kindergarten and first-grade students. The risk factors addressed are academic failure, lack of commitment to school, and early and persistent antisocial behavior. The protective factors addressed are bonding to teachers and school and opportunities to participate actively in learning.

Contact: Johns Hopkins University, Center of Social Organization of Schools, Baltimore, MD 21218, (410) 516-7570.

Regulations on the Place and Manner of Carrying Firearms (Community)

Regulations on the place and manner of carrying firearms have been enacted by State and local governments in efforts to reduce the number of persons who carry and use firearms in public. The target population is communities. The risk factors addressed are firearm availability and laws and norms tolerant of crime and violence. The protective factors addressed are healthy beliefs and clear standards for behavior.

In Washington, D.C., the adoption of a gun-licensing law coincided with an abrupt decline in homicides by firearms (a reduction of 25 percent) and suicides by firearms (a reduction of 23 percent). No such decline was observed for homicides or suicides in which guns were not used and no decline was observed in adjacent metropolitan areas where restrictive licensing did not apply. The data suggest that restrictions on access to guns in the District of Columbia prevented an average of 47 deaths each year after the law was implemented.

Contact: Dr. Colin Loftin, Violence Research Group, 2220 Lefrak Hall, Institute of Criminal Justice and Criminology, University of Maryland, College Park, MD 20742-8235, (301) 405-4735.

Resolving Conflict Creatively Program (School)

Begun in 1985 as a collaboration between the Educators for Social Responsibility (ESR)-New York chapter and the New York City Board of Education, the Resolving Conflict Creatively Program (RCCP) is one of the largest K-12 school-based conflict resolution programs in the country. The RCCP National Center, an initiative of ESR National, serves over 150,000 children who attend 325 schools in eight school districts nationwide. RCCP aims to reduce violence and promote caring and cooperative schools by providing indepth teacher training and staff development, K-12 curricula, peer mediation, and parent and administrator components.

An independent survey of 200 RCCP teachers and administrators, released in May 1990 by Metis Associates, found the program to be "exemplary." Seventy-one percent of those surveyed reported less physical violence in the classroom as a result of the program. RCCP's effectiveness is currently being evaluated with the help of a 3-year grant from the Federal Centers for Disease Control and Prevention. The evaluation targets a population of 14,000 kindergarten to grade 6 students in New York City. The research is being conducted by the National Center for Children in Poverty of Columbia University and the Education Development Center.

Contact: Linda Lander, Director, RCCP National Center, 163 Third Avenue, #103, New York, NY 10003, (212) 387-0225.

School Development Program (School)

The School Development Program, started in 1968 by James P. Comer, M.D., in two elementary schools in New Haven, Connecticut, is a systemic model for comprehensive school reform that serves K-12 students from all backgrounds in more than 500 urban, suburban, and rural schools in 20 states and the District of Columbia. More than 65 school districts, including some of the nation's largest, are using the Comer Process to improve the academic and social achievement of students.

The School Development Program uses child development and relationship theories and principles in a way that improves the academic and psychosocial functioning of students. A governance and management team composed of representatives from the various stakeholder groups in the school community—parents, teachers, administrators, support staff, and community members—works together using a "no fault" problem-solving approach to develop a comprehensive school plan based on an assessment of a wide range of student data. A Mental Health (or Student Services) Team, which may consist of social workers, counselors, school psychologists, a school nurse, special education teachers, an administrator, and other student service personnel, work together using the case management approach to individual student problems; they also develop global prevention strategies for the school. A Parent's Program involves parents in various activities in the school, including representation of the governance and management team, acting as volunteers, and generally supporting the school's program.

The School Development Program has three mechanisms or teams: (1) a parent program in support of academic and extracurricular activities that fosters interaction among parents, teachers, and other school staff; (2) a multidisciplinary mental health team that provides consultation and student services; and (3) a representative governance and management team composed of school administrators, teachers, support staff, and parents that oversees the implementation of the other three program components. This team identifies and assesses problems and opportunities in the school, develops and allocates resources, creates programs to address problems and opportunities, evaluates these program outcomes, and modifies such programs as necessary.

Contact: Dr. James Comer, Child Study Center, Yale University, 230 South Frontage Road, New Haven, CT 06510-8009, (203) 785-2548.

School Management and Resource Teams Program (School)

Since 1983, NIJ and the U.S. Department of Education have worked cooperatively to promote and support School Management and Resource Teams (SMART). This program offers school administrators specific proactive methods, techniques, and approaches to resolve law and disciplinary violations in schools; the program also serves as a data collection, assessment, and planning tool.

For schools to be effective, it is necessary that they engage in a school improvement process that focuses on academic needs; on staff development; on parental and community involvement; and on maintaining a social climate that is safe, orderly, and conducive to learning. SMART provides the strategies for confronting law and discipline violations that impede teaching and learning.

The SMART program has found positive outcomes in schools, with decreases in disciplinary actions, crime, and drug problems. The program has also led to

improvements in classroom management and cooperation among schools, law enforcement, and youth services agencies.

Contact: National Institute of Justice, 633 Indiana Avenue, N.W., Washington, D.C. 20531, (202) 307-2942.

Second Step Curriculum (School)

The Committee for Children has developed versions of the Second Step curriculum that are tailored specifically to students in preschool/kindergarten, grades 1 to 3, grades 4 and 5, and grades 6 to 8. The curriculum teaches skills in empathy, appropriate social behavior, interpersonal problem solving, and anger management through discussion, modeling, and role playing of particular skills. Trained teachers implement the curriculum, which consists of approximately 30 lessons taught 1 to 3 times per week over a 3- to 6-month period (the number of lessons and length of instruction periods varies across age levels). The version for grades 6 to 8 has 13 to 18 lessons taught over 3 to 6 weeks. The target population is children ages 4 to 14. The risk factors addressed are early and persistent antisocial behavior, and association with delinquent and violent peers. The protective factors addressed are skills to resolve conflict, and healthy beliefs and clear standards.

Pilot studies indicate that the Second Step curriculum is effective in imparting social skills knowledge to students in preschool through the eighth grade. Students who received the curriculum demonstrated relatively equal increases in social skills knowledge regardless of their age and classroom. Specifically, students who participated in Second Step were more proficient at recognizing others' emotions and more knowledgeable in problem-solving and anger management strategies than students who did not receive the curriculum.

Contact: The Committee for Children, 2203 Airport Way South, Suite 500, Seattle, WA 98134, (206) 343-1223 or toll free at (800) 634-4449.

Student Conflict Resolution Experts (School)

The Student Conflict Resolution Experts (SCORE) program is sponsored by the Massachusetts Office of the Attorney General and has received funding from both OJJDP and BJA. The program trains students from 16 high schools and 9 middle schools in conflict resolution and peer mediation. Peer mediators are a representative cross section of the student body, including both negative and positive student leaders. These students, with supervision from the SCORE Coordinator, a full-time staff person who works at the school, mediate disputes involving a variety of issues ranging from rumors to gangs. Statistics from two pilot programs that began in 1989 indicate that 97 percent of the 4,075 cases mediated by student mediators resulted in written agreements and that only a handful of these agreements have been broken.

The Conflict Intervention Teams (CIT) provide short-term emergency mediation services in response to major school crises such as racial violence.

Contact: Kathy Grant, Office of the Attorney General, One Ashburton Place, Boston, MA 02108, (617) 727-2200.

Success For All (School)

Success For All, which was started in Baltimore, Maryland, is a comprehensive restructuring plan designed primarily for use in elementary schools serving many disadvantaged students. The goal of Success For All is to ensure that every child will be successful in basic skills the first time they are taught or shortly thereafter—that no child will be allowed to "fall between the cracks." The program accomplishes this goal through the use of one-to-one tutoring of low achieving students, particularly first graders, by certified teachers; innovative approaches in preschool, kindergarten, and grades 1 to 5 in reading and writing; frequent assessment of student progress; family support programs; and other elements.

The program has been evaluated in 15 disadvantaged elementary schools in 7 States and found to be very effective in increasing reading achievement and reducing retentions and special education referrals. A Spanish version of Success For All has also been successfully evaluated in bilingual programs. As of fall 1995, it will be in use in more than 300 schools in 23 States.

Contact: Robert E. Slavin, Center for the Education of Students Placed At Risk, 3505 North Charles Street, Baltimore, MD 21218, (410) 516-8800 (Ph), (410) 516-8890 (Fax).

Taskforce on Violent Crime: Early Dropout and Violence Prevention Program (Community)

This program targets African-American males who demonstrate high-risk behavior in targeted elementary schools in Cuyahoga County, Ohio. The Cleveland Public School District and several surrounding suburban school districts report dropout rates for African-American males to be between 25 percent and 50 percent. These alarming rates are not only an educational concern; school failure in turn augments the rate of crime and violence committed by juvenile offenders.

The Early Dropout and Violence Prevention Project (EDVP), a small-scale pilot project now in its sixth year, addresses these issues. Its mission is to provide students and their families with the qualitative and practical support they need to enable students to learn, to stay in school, and to reduce their aggressive and delinquent behavior. With this support, the cycle of educational achievement can be restored.

The following objectives further the EDVP's mission:

- Schools identify high-risk students, address the development of pre-dropout behavior, address behavioral problems, and improve the classroom learning environment.
- Families work to improve the parent/child relationship, the parent/teacher relationship, and parent involvement in the educational process.
- Students work to improve attendance, academic performance, behavior, self-esteem, and skills in resisting peer pressure.

To date the project appears to have been successful in achieving its goals. Other schools within the Cleveland Public School District have sought integration of the program into their schools, and outside districts view EDVP as a model for establishing their own programs. The program has been well received by parents and teachers who praise it for preparing students to learn and improving classroom behavior. Another indicator of the program's success is that students frequently request to participate in the program. Student demand for EDVP services is such that the program has not been able to accommodate all students' needs. Early assessment of the initial EDVP quickly determined that the program size would have to be reduced because student needs were greater than anticipated.

Another implementation success has been the maintenance of computerized data for each participant's grade point average, attendance, and tardiness, facilitating tracking of year-to-year progress. During the 1993-1994 school year, 91 students were served by the program, and 82 certificates, 2 plaques, and 37 trophies were presented. The percentage of students retained in their grades was 4 percent.

Risk factors addressed by the program are academic failure beginning in elementary school, lack of commitment to school, and early and persistent antisocial behavior. Protective factors include positive relationships that promote close bonds, including warm relationships with family members, teachers, and other adults who encourage and recognize a youth's competence.

Contact: Dwayne Douglas, Project Director, Early Dropout and Violence Prevention Program, Task Force on Violent Crime, 614 Superior Avenue West, Suite 300, Cleveland, OH 44113, (216) 523-1128.

Tennessee's Family Trouble Center (Family)

In 1988, the Memphis Police Department received approximately 65,000 domestic disturbance calls, of which 15,000 were recurring calls from the same addresses. These numbers indicated that domestic disturbances were occurring in about 1 in 10 Memphis

households, many of which suffered repeat occurrences. In addition, 78 percent of the homicides recorded in Memphis that year were linked to domestic disturbances.

Violent family relationships are difficult to escape for both victims and offenders. Combined legal and therapeutic forces are needed to bring about safe and peaceful resolutions. In an effort to better utilize personnel and reduce the number of potentially lethal domestic disturbances, the Memphis Police Department established the Family Trouble Center.

The Family Trouble Center offers counseling services designed to reduce the incidence of domestic violence, thereby reducing the number of repeat domestic disturbances and homicides. The objectives to achieve this goal include: (1) forming partnerships with police, community service providers, and other government agencies to develop appropriate interventions designed to eliminate domestic violence; (2) providing crisis counseling and referral services to the victims of domestic violence through groups and telephone outreach work; (3) providing court-mandated educational and correctional groups for domestic violence offenders; and (4) enhancing community awareness of domestic violence through presentations and workshops.

Initially, many Memphis residents were suspicious of the program's association with the police. However, the benefits of this collaboration outweighed their concerns. The Family Trouble Center has nurtured a trusting relationship between the police and the community. The Center's association with the police has been empowering for victims, who see a recognized authority interested in their dilemma.

The Center has run 107 anger management groups. Volunteers have contacted over 3,300 victims through the program's outreach efforts, and approximately 1,060 of those victims have come into the Center for individual support counseling. After completing the 12-week program, many perpetrators who were reluctant at the beginning of their involvement wish to continue their counseling.

A sample of 120 graduates of the Anger Management Program was followed for a year after the program. Of the 120, only 12 were rearrested for domestic assault within that year, a success rate of approximately 90 percent. In addition, two doctoral research dissertations have been written based on students' work at the Center. These studies examined both the outreach phone counseling and the components of the Anger Management Program.

One unanticipated success was the long-term impact of student volunteers. The Center has worked with 40 student volunteers, who often stay in the community after graduation. The success of the volunteer program has led to an informal network of current and former volunteers who are supportive of the police department and the Family Trouble Center.

The Center's future objectives include (1) increasing staff; (2) separating the Center into two programs, Family Trouble Center Victim Advocacy and Family Trouble Center Court Mandated Counseling; (3) developing Anger Management II and a parenting skills group; (4) developing a speakers' bureau of volunteers and officers to give group presentations; and (5) developing a curriculum for State standards and court-mandated counseling.

Contact: Dr. Betty Winter, Manager, Family Trouble Center, Memphis Police Department, 620 South Lauderdale, Memphis, TN 38126, (901) 942-7283.

Title V of the Juvenile Justice and Delinquency Prevention Act

Title V of the Juvenile Justice and Delinquency Prevention (JJDP) Act authorizes the OJJDP Administrator to make grants, through State advisory groups, to units of local government for a broad range of delinquency prevention programs and activities. These programs benefit youth who have had contact with or are likely to have contact with the juvenile justice system. Services to children, youth, and families include recreation, tutoring and remedial education, work skills, health and mental health, alcohol and substance abuse prevention, leadership development and accountability. Eligible units must be in compliance with OJJDP's Formula Grants Program, must submit a 3-year plan to the State and to the Administrator, must appoint a local policy board empowered to administer the local program, must plan for coordination of services, and must provide a 50 percent case or in-kind match.

Contact: Rodney Albert, Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue, N.W., Room 742, Washington, D.C. 20531, (202) 616-2510.

Truancy Habits Reduced Increasing Valuable Education Program (Individual)

Truancy Habits Reduced Increasing Valuable Education (THRIVE) provides social service intervention to truant juveniles. Services are designed to divert truant juveniles from the juvenile justice system by helping youth and families access appropriate educational or other community services to break the patterns of truancy and reinforce school attendance. Since 1989, officials report a 30 percent decrease in daytime crime, an increase in school attendance, and a decline in school dropouts.

Contact: Pam Harrell, Executive Director, Youth Cornerstone, P.O. Box 18674, Oklahoma City, OK 73154, (405) 841-0675.

Washington's Yakima Gang Prevention/Intervention Coalition (Community)

The City of Yakima, Washington, suffers from high rates of unemployment, teen pregnancy, and school dropout in its youth population. There is also intergenerational conflict in the Hispanic community between bilingual children and monolingual parents. These characteristics have led to a lack of bonding between youth and their

schools, communities, and families. Instead, many youth have bonded with their peers to engage in delinquent behavior, including alcohol and drug abuse and violence. In the past 5 years, Yakima has seen a steady increase in youth violence, including gang confrontation, which is exacerbated by the ethnic diversity of the population. Many Caucasian, Hispanic, and African-American youth lack the conflict resolution skills necessary to mediate their cultural differences.

The mission of the Coalition is to reduce the rate of youth violence in Yakima by providing positive opportunities for youth in several community centers. The goals of the Coalition are fourfold: (1) to develop prevention/intervention activities for at-risk youth at six sites in Yakima with high rates of youth violence; (2) to provide information and resources to at-risk youth; (3) to recruit adult and youth volunteers to provide prevention/intervention activities for at-risk youth; and (4) to maintain an advisory board that is representative of Yakima to publicize the goals and results of the Coalition.

In the six neighborhood sites where the Coalition operates, youth violence has decreased by 80 percent over the past 3 years. The Coalition has provided 24,342 incidents of service to 1,030 Kid's Place participants and 18,357 incidents of service to 1,758 Night Action participants. The collaborative effort of the Yakima Gang Prevention/Intervention Coalition has influenced similar efforts throughout Yakima County and the rest of the State.

Contact: Ester Huey, Executive Director, Yakima County Substance Abuse Coalition, 1211 South 7th Street, Yakima, WA 98901, (509) 575-6114.

Wisconsin's Project Bootstrap, Inc. (Community)

Project Bootstrap, Inc., which began in the fall of 1987 to meet the needs of at-risk children, is a multifaceted program that integrates the best of current models for educational support, supportive family groups, family mentoring, and alcohol and other drug abuse programs. Project Bootstrap's goal is its namesake, to teach children that with personal initiative they can "haul themselves up from trouble by their bootstraps."

The first goal of the program is to provide a violence-free environment for and improve the school performance of youth experiencing Post Traumatic Stress Disorder (PTSD) due to long-term exposure to inner-city violence. To reach this goal, the program's objectives are to provide (1) in-depth group counseling by a trained clinical psychologist; (2) "hands on" workshops and educational materials that provide alternatives to aggression; (3) speakers on violence, its causes, and its effects; (4) the means through which youth can interact with the Madison Metropolitan Police Department in a positive manner and view the police more favorably; (5) positive family role modeling through a family mentoring program; and (6) a safe surrogate family for youth residing in violent dysfunctional families.

A second goal is to educate at-risk youth about methods for keeping their lives violence-free. To do so, the program provides alternatives-to-aggression support groups for youth of various ages. In addition, field trips to State prisons allow at-risk youth an opportunity to interview prisoners with long-term sentences related to violence.

A third goal of the program is to provide extracurricular educational support designed to increase the number of at-risk students graduating from high school. Objectives to achieve this goal include (1) providing students a safe and nonthreatening environment in which to complete assigned homework; (2) providing students individual tutors to assist students with difficult subjects and concepts; (3) maintaining a progress report system with the Madison School District that is consistent, informative, and timely; (4) developing and maintaining contact with individual school district case managers, counselors, social workers, psychologists, teachers, and administrators; and (5) administering psychological and behavioral tests to help determine the psychological and educational services at-risk students require.

Encouraging parental responsibility for the problems of violent and educationally at-risk youth is also a high priority. This goal is stressed by conducting weekly parent support groups; providing ongoing counseling by a clinical psychologist; developing an interactive relationship among the school district, local law enforcement agencies, county social services, and Project Bootstrap, Inc.; and increasing parental awareness of alcohol and drugs and their affects on children.

Project Bootstrap, Inc., has been very successful. One of the major positive influences the program has had on students is improving their attendance at school. In the 1992-93 school year, for example, attendance improved 78.7 percent, and 82 percent of Project Bootstrap's students remain in school 2 years after completing the program. Problems involving incidents related to student attitude and behavior have improved 72.4 percent. Grade point averages have improved 79 percent. Family- and community-related violence among Project Bootstrap families have decreased 80.6 percent, and 79 percent of Project Bootstrap students are no longer considered immediately at risk.

Contact: Joan Griffin, Executive Director, Project Bootstrap, 210 South Brooks Street, Room 101, Madison, WI 53715-1562, (608) 257-1180 (Ph) or (608) 257-3544 (Fax).

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

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