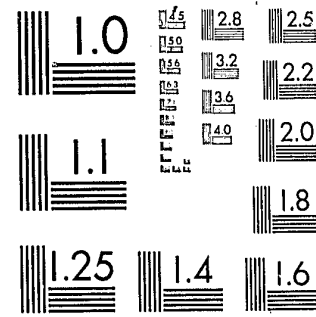


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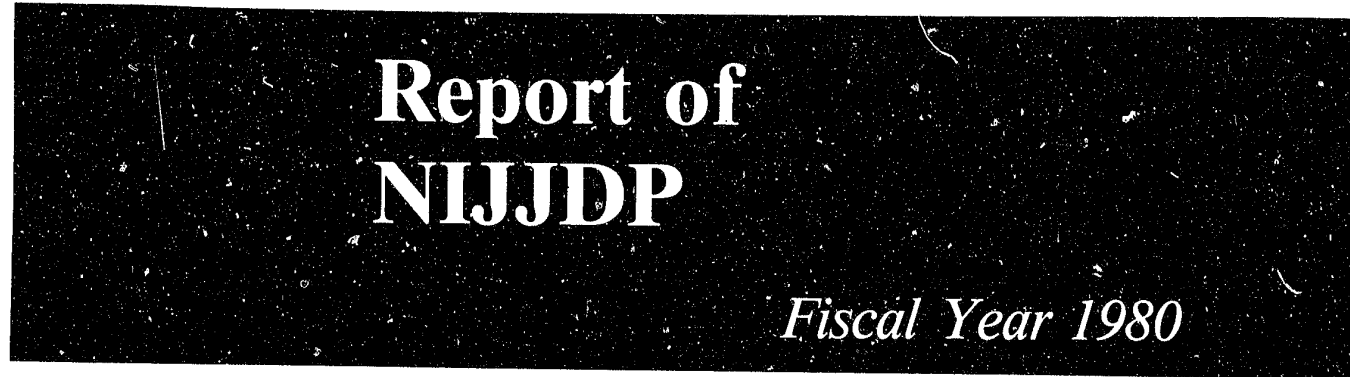
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and Delinquency Prevention**

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# Report of NIJJDP

*Fiscal Year 1980*

**National Institute for Juvenile  
Justice and Delinquency  
Prevention**

**Office of Juvenile Justice  
and Delinquency Prevention**

U.S. Department of Justice 79346  
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## INTRODUCTION

This report includes content areas consistent with the major activities and program components of the National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP). The NIJJDP is located within the Office of Juvenile Justice and Delinquency Prevention (OJJDP), which is part of the Office of Justice Assistance, Research, and Statistics (OJARS), within the U.S. Department of Justice.

The major statutorily established functions of NIJJDP are:

- I. Research, Evaluation, and Program Development.
- II. Information Development and Dissemination.
- III. Training Development and Implementation.
- IV. Standards Development and Implementation.

This structure of NIJJDP's functions corresponds to the provisions and mandates of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended in 1977.

Specifically, this report addresses the questions proposed in the language of the Act (Section 246) which directs the Deputy Associate Administrator of LEAA (Director, NIJJDP) to issue annual reports on:

"research, demonstration, training, and evaluation programs funded under this title (Title II), including a review of the results of such programs, an assessment of the application of such results to existing and to new juvenile delinquency programs, and detailed recommendations for future research, demonstration, training and evaluation programs."

In addition to a narrative section which summarizes NIJJDP's activities since its establishment in June 1975, through Fiscal Year (FY) 1980 (September 30, 1980) (current projects, results of previous work, application to programs, and recommendations) the report includes a section summarizing the activities and recommendations of the Institute's Advisory Committee. An appendix is provided that includes a listing of all projects funded by NIJJDP since its establishment (Appendix A), and project identification information on projects funded during FY 80 (Appendix B).

## I. RESEARCH, EVALUATION, AND PROGRAM DEVELOPMENT

NIJJDP's research, evaluation, and program development functions ensue from Sec. 243 of the JJDP Act, which authorizes the Institute to:

"conduct, encourage and coordinate research and evaluation into any aspect of juvenile delinquency, particularly with regard to new programs and methods which show promise of making a contribution toward the prevention and treatment of juvenile delinquency."

Since its legislative authority covers the entire field of delinquency, throughout the United States, NIJJDP's work has been guided by use of a general framework, or perspective. This comprehensive perspective of the entire delinquency field allows viewing it as consisting of three parts: 1) delinquent behavior and its prevention, 2) the juvenile justice system (police, courts, and corrections), and 3) community-based alternatives to juvenile justice system processing. Use of this framework has helped guide NIJJDP's data and information gathering efforts. Priority has been given to development and gathering of nationwide data with respect to the three-part framework.

In the delinquent behavior area, NIJJDP has sponsored nationwide efforts to survey delinquency behavior in the United States, analyze national data on victimizations, and to compare these bases for estimates of the volume of delinquent behavior with estimates based on official records. A nationwide data base on prevention programs has been developed.

Similarly, in regard to the juvenile justice system, priority has been given to developing and gathering nationwide data on the flow of youth through the juvenile justice system. The FBI's Uniform Crime Reports (UCR) provide national data on police handling of juveniles. NIJJDP has for the past few years maintained, and recently improved, the National Uniform Juvenile Justice Reporting System--which provides national data on juvenile court handling of youth, and on the flow of youth through the juvenile justice system. NIJJDP's Juvenile Justice System Assessment Center also plays a key role in gathering, synthesizing, and organizing nationwide information on juvenile justice system handling of youth.

National data on correctional system handling of juveniles has in the past been provided through an annual (recently, bi-annual) census of juvenile correctional facilities (including detention centers) sponsored by LEAA's National Criminal Justice Information and Statistics Service (NCJISS)--which also sponsors a national census of jails that includes data on juveniles. (Other national data on youth in jails, police lock-ups, and Federal facilities are being gathered through another effort sponsored by OJJDP. NIJJDP, beginning in calendar 1979, assumed responsibility for the "Children in Custody" historical series formerly sponsored by NCJISS: the bi-annual nationwide census of training schools, other secure correctional facilities, and detention centers. This census will be supplemented by a nationwide survey of juvenile residential programs which NIJJDP is sponsoring.

Nationwide data have not been available for the community-based alternatives area. Thus NIJJDP has launched a nationwide survey of such programs, which actually serve as alternatives to juvenile justice system processing. Planning for it began in FY 1980.

NIJJDP's program of research and evaluation studies is presented in the following section in relation to the three-part framework outlined above. In this and in each of the subsequent sections addressing NIJJDP's three other main functions, virtually all projects funded by NIJJDP since its establishment through FY 1980 are discussed.

#### DELINQUENT BEHAVIOR AND PREVENTION OF DELINQUENCY

The Dynamics of Delinquency and Drug Use. This award (78-03 and 80-01)\* supports a three-year study designed to provide nationwide, self-reported\*\* information on the incidence, distribution, patterns, and styles of delinquent behavior among a national sample of approximately 1,725 youth aged 11-17. The study also includes an examination of the relationships between drug use (including alcohol) and other kinds of delinquent behavior, and factors associated with changes in patterns of drug use and delinquency.

The total youth sample was selected and interviewed initially between January and March 1977, concerning their involvement in delinquent behavior during calendar year 1976. The second survey of the same youth was completed between January and March 1978, yielding delinquency estimates for the year 1977. The third, fourth, and fifth surveys were conducted between January and March of 1979, 1980, and 1981. The research will be completed in late 1981. The data reported herein are taken from the first survey completed in 1977. The estimates presented are for delinquent behavior among the national sample during the calendar year 1976.

Preliminary examination of data generated through the 1977 survey has revealed several interesting, and in some cases unexpected, findings. As with most previous self-report studies, differences were found in the level of delinquency involvement among males and females. Consistent with other studies, the results indicated that male adolescents reported more involvement in delinquency than females in every behavioral category. More specifically, substantial sex differences were observed with respect to involvement in predatory crimes against persons, predatory crimes against property, public disorder crimes, and status offenses. Among males, older youth (13-17) reported greater involvement in delinquency than younger youth (11-12). For females, the major increase in delinquency involvement comes with entry into the 16-17 age category. No differences in the level of delinquent behavior

\*The grant numbers are simplified in the body of this report.

\*\*Self-report studies involve asking youth what delinquent behaviors they have committed rather than relying on other sources of this information--such as court or police records. This project is jointly funded by NIJJDP and NIMH's Center for Studies of Crime and Delinquency.

were found for females aged 11-12 and 13-15; those aged 16-17 reported approximately twice the number of offenses as those 11-15 years old. For males, the major increase occurs for those entering the 13-15 age group. The oldest males (16-17) reported fewer offenses than the 13-15 year olds.

It is interesting to note that for status offenses, a different pattern emerges. While male youth involvement in classic street crimes (robbery, burglary, assault) appears to decline in later teen years, there is nearly a two-fold increase in the number of status offenses reported among 13-15 and 16-17 year old males (with the latter group showing the higher level of involvement).

Youth living in large metropolitan areas (Standard Metropolitan Statistical Area--SMSA), as defined by the Census Bureau, were significantly more involved in total delinquency, crimes against property, public disorder crimes, and status offenses than were youth residing in non-SMSA areas. For those living in SMSA areas, major increases in offenses occur in the 13-15 age groups, whereas increases occur later (ages 16-17) for those living in non-SMSA areas. Males living in SMSA areas reported a disproportionately high frequency of status offenses in comparison with males living in other areas. Place of residence appeared to have little effect on the frequency of status offenses for females. In general, it would appear that being male, aged 13-15, and living in an SMSA area all contribute disproportionately to high rates of public disorders and status offenses.

Preliminary findings with respect to drug use indicate that youth are increasingly beginning to use drugs at a younger age. Major findings include the following: 1) beer is the drug most frequently used; 2) a higher proportion of upper class youth use beer, wine, hard liquor, and marijuana than lower classes; 3) the reverse is true for other illicit drugs, including inhalants, angel dust, and amphetamines; and 4) use of most illicit drugs correlates positively with the use of others, thus forming an "illicit drug cluster."

The results of this National Survey, when compared with results from similar previous surveys, indicate that the number of youth running away from home has increased steadily since 1967, when only 2.5 percent reported running away one or more times in the prior year. By 1972, the number was 4.6 percent and by 1977, 5.9 percent.

The subsequent analyses of data from this survey will include comparisons among the results of each of the five annual surveys (1977-81).

NIJJDP also measures self-reported delinquency in state and local areas through a number of other studies consistent with the Institute's policy to measure delinquency involvement wherever feasible through use of the self-report method. One advantage to this approach is that it makes possible the building of a cumulative knowledge base of the extent, patterns, and distribution of juvenile delinquency, through combining the results of the smaller studies with national ones.

It is also NIJJDP's policy to seek refinement of national estimates of youth involvement in juvenile delinquency through examining self-report measures

along with victimization data and official records (police, court, and correctional data).

Youth Gang Violence. This project (77-22) constitutes a national (major cities) pilot study of the extent of youth violence committed in the context of organized gangs and youth groups. Information was obtained from official records, interviews with juvenile justice system and youth-serving officials, and from other sources. The preliminary results indicate that: 1) nine cities reported serious gang problems (New York, Los Angeles, Chicago, Philadelphia, Detroit, San Francisco, San Antonio, Boston, and Miami); and 2) only a small proportion of the total volume of "collective youth crime" (committed in groups) is committed by groups that fit explicit criteria for constituting a "gang." The final report will be available in 1981.

The Use of Victimization Survey Data to Assess the Nature, Extent and Correlates of Serious Delinquency Behavior. LEAA has sponsored national victimization surveys since 1973. Each of these surveys has included youth respondents where appropriate. The survey also produces data on youth, both as victims and offenders. However, this survey does not contain a national sample of youth which is representative of all youth in the U.S.

The major purpose of NIJJDP-sponsored research in this area (78-30) is to develop a comprehensive descriptive analysis of the involvement of juveniles in illegal behaviors in which victims come face-to-face with offenders (rape, personal and commercial robbery, assault, and personal larceny) by analyzing the National Crime Survey (NCS) victimization data for the period 1973-1977. Some of the more significant areas being addressed are: changes in the rate of criminal victimization by juvenile offenders; changes in the nature of seriousness of crimes by juvenile offenders; changes in race, sex, and age of juvenile offenders; and comparison of the results from analyzing the victimization data with findings from studies using self-reported measures of delinquency and studies examining official records.

The first phase of the project was devoted to examining trends in the criminal behavior of juveniles, youthful offenders, and adults. A major conclusion is that the total number of personal crimes attributable to juvenile offenders remained relatively stable from 1973 to 1977. Also, the overall level of juvenile crimes did not increase or become more serious over this period. It appears that juvenile offenses were less serious in terms of extent of weapon use and injury than adult crimes.

This project was completed in 1980; however, NIJJDP expects to continue to pursue the relationship between victimization, official, and self-reported data in order to refine national estimates of delinquency.

Since its establishment, NIJJDP has sought to develop nationwide data on the flow of youth through the juvenile justice system. Such national data did not previously exist in a form which would permit examination of the juvenile justice system experiences of individual youth or of categories of juvenile offenders. Our ultimate aim is to be able to measure nationwide results of efforts to improve the juvenile justice system. The following project has made a major contribution toward achieving this goal.

National Uniform Juvenile Justice Reporting System (NUJJRS). Following the signing into law of the JJDP Act of 1974, the Department of Health, Education, and Welfare notified NIJJDP that it would no longer continue to maintain the National Uniform Juvenile Justice Reporting System and inquired whether NIJJDP would be interested in its transfer to LEAA. Of course we were interested and the transfer was immediately made. A grant was awarded to the National Center for Juvenile Justice (NCJJ), the research arm of the National Council of Juvenile and Family Court Judges, for the purposes of maintaining and improving the NUJJRS. We felt NCJJ was in a unique position to improve the level of participation among juvenile courts, which was badly needed since HEW had assigned low priority to the NUJJRS.

Since 1974, NCJJ has assumed responsibility for and greatly improved the NUJJRS through encouraging and assisting juvenile courts to participate in this reporting system. It remains the only nationwide annual source of data on juvenile court handling of youth. Thus an important historical series has been continued through NIJJDP support.

By 1975, remarkable improvements in the NUJJRS were made. NCJJ was able to obtain access to the individual case records of youth referred to juvenile courts during that year in 14 states. These cases represent over 50 percent of all youth handled by juvenile courts during 1975. These records contain data on about 25 factors, including demographic characteristics of the youth, police handling of those youth, and juvenile court methods of processing and dispositions (including referral to correctional institutions).

These data are supplemented by state and local studies sponsored by NIJJDP. These projects include the follow-up to the landmark Philadelphia study of police handling of juveniles; the replication of that study in Philadelphia; the study of delinquent careers in Racine, Wisconsin; NIJJDP's national evaluations of OJJDP's major action programs; and other studies described in the Juvenile Justice System section of this report. A number of these research and evaluation efforts produce "system flow" data on youth in particular jurisdictions, which can be combined with the nationwide data resulting from the National Juvenile Court Statistical Reporting System.

#### Factors Associated With Delinquency

NIJJDP has sponsored and will continue to support projects which have as their aim the development of a clearer understanding of factors related to the commission of delinquent acts, because the results of this work will help in the development of effective prevention and treatment programs.

The national survey of self-reported delinquency (described above) includes an examination of factors associated with delinquency. Other studies which are expected to make significant contributions in this area are noted below.

Delinquency in American Society. The landmark study (75-02) of delinquency in Illinois was completed in 1978, at the Institute for Juvenile Research in Chicago. This three-year study involved analyzing data collected during 1972 through a statewide Illinois survey of a random sample of over 3,000 youth aged 14-18, and a field study of Illinois communities and social institutions. Delinquency involvement was measured through self-reports by the youths surveyed and correlated with such factors as family, peer group, community,

and school influences. The results have shed new light on the nature of delinquency. Among the major findings were the following: 1) contrary to popular conceptions based on arrest data, kids reporting delinquent behavior (other than armed robbery) are nearly as likely to be white as black, just about as likely to be a girl as a boy, as likely to live anywhere in Illinois as in highly urbanized Chicago, and just as likely to come from an intact as a broken home; 2) peer group pressure is the single most important factor in determining the presence or absence of delinquent behavior; 3) the community context serves as an important mediating influence in delinquency--particularly in the case of violent conduct; and 4) much of delinquency arises out of youth responses to contradictions or tensions displayed by authority figures in the family, school, and juvenile justice system contexts.

These findings suggest that future delinquency prevention programming should have a major focus on peer group dynamics and on the interactions between authority figures and youth, particularly in the school context. In the latter area, this research supports the need to change the way society views youth. The application of a double standard of behavior for adults and youth causes tension which appears to increase the likelihood of delinquency.

The results of this research have been applied to the design of a research and development (R&D) project in Illinois (Transition to Junior High School and the Deviance Process) which is described later in this sub-section.

Learning Disabilities and Juvenile Delinquency. NIJJDP sponsored a systematic nationwide assessment of current knowledge regarding the relationship between juvenile delinquency and learning disabilities (LD). This research (76-27) was stimulated by emergence of the increasingly popular notion that LD might be a significant cause of delinquency. It was conducted by the American Institutes for Research, resulting in the report entitled The Link Between Disabilities and Juvenile Delinquency: Current Theory and Knowledge.

The major conclusion of the assessment was that the nature of the relationship between LD and delinquency is unclear. Among the recommendations made to NIJJDP were the following: that NIJJDP examine the incidence of LD among delinquent and non-delinquent youth, and that a carefully designed R&D project be undertaken which also would include a LD remediation program and an evaluation of its effectiveness. NIJJDP developed a R&D program based on the results of the assessment research, which was designed to document the relative prevalence of LD among delinquent and officially non-delinquent populations, and to evaluate the effectiveness of remediation programming for delinquent youths diagnosed as having LD.

The preliminary results of the prevalence study suggest that learning-disabled youth are not more delinquent than non-learning-disabled juveniles (based on youths' self-reports of their behavior). However, LD youth are twice as likely to be adjudicated delinquent as non-LD youth.

Interim findings from the evaluation (76-39, 78-29, and 78-40) of the remediation program (76-38 and 78-23) for adjudicated delinquents show that the program appears to be modestly effective in certain skill areas after approximately 10 months of program operation. We are now in the process of taking the next program development step in this area; that is, application of the

results in a demonstration program. A LD component has been incorporated into the OJJDP New Pride Replication program--a community-based program for serious juvenile offenders.

Two other program development implications based on this research are important to note. First, the preliminary finding that LD youth are disproportionately referred to the juvenile justice system suggests that future programming in the area should include remediation in the schools; and, second, the provision for training in the use of procedures in the juvenile justice system for identifying and referring LD youth to remediation opportunities seems to be required.

During FY 80 continuation support was provided for completion of this project (80-6).

NIJJDP also undertook other efforts during FY 80 in the juvenile mental health area. For example, a major report was prepared by the Juvenile Justice System Assessment Center based on a national assessment of justice system handling of youth with special problems.

High Risk Early School Behavior for Later Delinquency. The major purpose of this five-year study was to identify early behavioral problems which would indicate that a child is especially "high risk" for subsequent delinquent behavior in the school environment and community (76-06, 78-33, and 80-10).

The preliminary findings also indicate that behavior patterns can be identified as early as kindergarten which contribute to youth becoming high risks for later school problems and to some extent, delinquent behavior. These patterns appear to become more defined and assume greater predictive significance as the child grows older. The data also document the relationship between problem behavior in the school and police contacts. Such results suggest that there may be sequences of responses to early behavior patterns which enhance the likelihood of later delinquency. For example, there is some indication that children who are held back or placed in remedial classes in the early grades are disproportionately represented among those youth who have repeated later police contacts.

Evaluation of LEAA Family Violence Program. The 1977 amendments to the JJDP Act mandated NIJJDP to examine the relationship between family violence and delinquency. The Act also requires NIJJDP to evaluate programs funded by LEAA, at the request of the Administrator of OJJDP. These two mandates resulted in NIJJDP's funding of an evaluation of LEAA's Office of Criminal Justice Programs family violence program (78-39 and 80-25).

This evaluation examines 11 projects of the LEAA family violence program and 6 LEAA victim-witness assistance projects focused on family violence. It is designed to provide information on the most effective strategies for preventing and treating family violence and sexual exploitation of juveniles. Information will also be developed regarding the most efficient methods of organizing programs to provide services aimed at preventing and/or reducing family violence. In addition, this evaluation provides an opportunity to assess the relationship of family characteristics and interactions to violence and the impact of family violence on delinquency.

A comprehensive program-monitoring system, including a case management information system (CMIS) and guidelines for implementation, has been developed by the national evaluator for the LEAA programs and, generally, for most other types of programs focused on family violence.

Results of the evaluation of strategies for preventing and treating family violence are not yet available. The preliminary data from the CMIS indicate that the average age of the program clients was 29 and the majority were females. Most family disputes took place in the home, and children were present in a majority of the cases. The police were called in approximately 10 percent of the cases, and 15 percent of the calls resulted in an arrest. Shelter care and counseling appear to be the most frequently provided services.

#### Delinquent Careers

NIJJDP has sponsored several projects which have as a central aim the development of a much more precise understanding of delinquent careers. These studies also make a major contribution to better understanding of factors related to the development and maintenance of delinquent and criminal lifestyles. Descriptions and brief summaries of results from these projects follow.

In 1976, NIJJDP funded follow-up research to the original Philadelphia "birth cohort"\* study, entitled Offender Careers and Restraint: Probabilities and Policy Implications. This project consisted of studying a sample of the earlier research group about 15 years later. Specifically, the major objectives of the project were 1) to examine the relationship between juvenile and adult criminal careers, 2) to determine the amount and types of offenses attributable to chronic offenders, and 3) to assess the crime reduction effect of restraint by incarceration. The study is based on a 10 percent sample (975) of the original cohort of 10,000 males from the earlier study. Data on demographic characteristics, official and self-reported offense histories, dispositions, and sanctions through age 30 were analyzed. The major findings follow:

1) Approximately 15 percent of the total sample was responsible for 80-85 percent of serious crimes. 2) Chronic offenders (five or more contacts), who constituted 6 percent of the sample, accounted for 51 percent of all offenses and 60 percent of all serious personal and property offenses. 3) As age increases, seriousness of offense increases. Up to 18, the level of offense seriousness is relatively low. It increases significantly during the early adult years. 4) The deterrence-restraint potential of incarceration is greatest for chronic offenders (five or more offenses) and for young adults age 19 to 22. The study also resulted in the determination that it would be feasible and important to replicate the original study.

The replication study, entitled Delinquency in a Birth Cohort, was begun in 1976. Whereas the original study involved an examination of the incidence and nature of delinquency among 10,000 males born in 1945 who resided in

\*For those unfamiliar with the technical terminology of research, a birth cohort consists of all persons born in a given year.

Philadelphia from the ages of 10 through 18, the replication study population (approximately 35,000) includes children born in 1958 who attended school in Philadelphia between the ages of 10 and 17. The analyses will focus on such areas as patterns of delinquent careers and the effects of various sanctions on the probabilities of subsequent offenses. Phase Two of this study was initiated in 1979 (70-01).

NIJJDP has sponsored, beginning in 1977, a second major study of delinquent careers. Entitled Predicting Adult Criminal Careers From Juvenile Careers, it is being conducted at the University of Iowa. It is designed to provide information on the relationship of juvenile delinquent careers to adult criminal careers, to determine which of various alternative decisions by the authorities or the juvenile have helped to continue or to discontinue delinquency careers, and to suggest at what time in juvenile careers intervention can be most effective. Three youth cohorts, born in 1942, 1949, and 1955 in Racine, Wisconsin, are being studied:

The major findings to date are as follows: 1) 5 percent of the white males studied accounted for over 70 percent of the felony offenses; 2) 12 percent of the white males accounted for all police contacts of white males for felonies; 3) concentration of serious offenses among blacks and chicanos was less than among whites (however, a small proportion among each was responsible for most of their felonies); and 4) minorities (blacks and chicanos) were disproportionately represented (in comparison with their representation in the overall population) among those referred to court and those placed in correctional institutions. The higher frequency of police contact of males for serious offenses was at age 15. This declined steadily to age 21 and then remained stable among older age groups. It was also determined that most youth have only one police contact during their adolescence. Both environment (living in an inner city) and police contact at early age (for either juveniles or adults) appear to be related to a longer, more serious delinquent or criminal career.

#### Delinquency Prevention

NIJJDP has sponsored a number of projects which have as a primary aim the development of effective approaches to delinquency prevention. It should be noted that the projects described above focused on developing a better understanding of factors related to juvenile delinquency are important in this context since their results help guide the design of effective prevention approaches.

Major projects focused on the development of effective delinquency prevention programs are described below.

In 1975 NIJJDP sponsored a nationwide assessment of delinquency prevention approaches and theories entitled Prevention of Juvenile Delinquency. Project activities undertaken included: 1) a literature search dealing with major themes and issues influencing the direction of delinquency prevention programs, and 2) field site visits of programs differentiated by intervention strategies such as counseling, recreation, opportunity enhancement, and youth advocacy. An attempt was made to visit programs having external evaluation designs.



Major findings included the following: 1) no one theory was found to be adequate for developing viable prevention programs; 2) programs were weak in areas of client identification and program evaluation; 3) intervention strategies were seldom linked to assumptions about causation; 4) parental consent requirements and program screening inhibited service delivery to large numbers of youth; 5) program personnel failed to address societal conditions from which delinquent behavior emerged; 6) external program linkage with other community agencies was marked by suspicion, mistrust, and lack of cooperation; 7) projects were sometimes designed to respond to perceived needs or ideas of potential funding agencies rather than to the needs of youth; and 8) some promising delinquency prevention techniques existed in the field, but were unproven.

The results of this work, which included identification of promising delinquency prevention strategies, were used in designing OJJDP's major action program in this area and summarized in the background paper attached to the program announcement for the initiative. In addition, the results of this assessment were used in developing the design for evaluation of the overall program, described in the following paragraphs.

The National Evaluation of OJJDP's Prevention Through Youth-Serving Agencies Initiative (which includes about 50 individual projects) (78-32 and 80-9) is designed to develop information concerning the most effective delinquency prevention strategies. It is also aimed at determining the most efficient methods for developing and expanding youth service delivery systems. Both a process and an impact component are included in the evaluation design. The study of project implementation processes is organized around five elements of program development adopted from the conceptual framework of the national assessment of delinquency prevention (described above): context, identification (of the target population), intervention, goals, and linkages (with other agencies and organizations). It involves an examination of how projects change along these five dimensions and a comparison across projects within each dimension.

The preliminary results indicate that private youth-serving agencies are more likely to develop direct service strategies rather than community development or institutional change approaches. It appears that it is difficult for these agencies to establish collaborative ties with other private and public youth-serving agencies. Final results from this evaluation will be available during 1981.

National Evaluation of OJJDP Special Emphasis School Crime Program. In 1976, NIJJDP sponsored a national assessment of school crime and disruption and approaches to dealing with these problems. The major aim of this project was to obtain educators' views of how delinquency can best be dealt with in the nation's educational system. Although little hard evidence was available, many programs seemed to hold promise. Most educators preferred that OJJDP provide them with technical assistance, complemented by some form of direct funding, rather than a lengthy R&D strategy. Recommended programs were: 1) a national program to design, implement, and manage operation of school crime programs; 2) regional centers providing technical support to local schools; and 3) local action teams as catalysts for local school improvement efforts.

In part as a result of this assessment, OJJDP, through two 1976 interagency agreements with HEW's Office of Education, provided funding for two school-based programs: (1) Teacher Corps, to add a crime intervention component to 10 existing Youth Advocacy projects which would stress student participation and student-initiated activities; and (2) Alcohol and Drug Abuse Education Program (ADAEP), to apply the School Team Approach (the provision of training and technical assistance support to school/community teams to develop programs to address local needs) to problems of crime and disruption in 81 schools. The latter program was expanded in 1977 to allow training of an additional 210 teams (Phase 2).

NIJJDP awarded an initial grant for an evaluation of the two OJJDP-OE programs in November 1976 and expanded the evaluation in 1978 to allow inclusion of the Phase 2 teams. The two groups of Phase 1 schools were followed for a period of one year. The Phase 2 schools are being followed over a two-year period. The Phase 2 teams were trained in two groups (1977-78 and 1978-79), thus allowing evaluation of the effect of differing lengths of intervention on change in the schools.

The Phase 1 findings generally suggest that efforts to deal with problems of victimization, fear, and perceived disruption of the learning environment do not have uniform impact across different settings and across different target groups. Specifically: (1) both students and teachers report more crime and disruption in middle schools than in high schools, but teachers of middle school students are not more afraid than their high school counterparts; (2) for teachers and for older students, the reported safety of the school is linked to the larger context of safety in the neighborhood; (3) for younger students, reported school safety is unrelated to neighborhood; (4) for younger students, reported school safety is related to teacher alienation; (5) the effectiveness of the school team is related to student reports of improvement in school safety, particularly measures of student victimization; (6) this relationship is not found for teachers, generally, although effective teams have a positive impact on low-problem high schools; (7) reasons for the student/teacher difference in response to the team intervention appear to lie in aspects of the school setting conducive to change in the two groups: for students, a supportive interpersonal environment, and for teachers, a relatively low initial level of crime and disruption--the former may be more amenable to change in a short time by team intervention efforts; (8) strong administrative support is important for teams to be effective, and strong school leadership appears important for change to occur; (9) the effectiveness of different types of program interventions depends upon the school setting; (10) when there are many problems in the school setting, it appears important to address some before others can be met: there must be a minimum of order, safety, and predictability in the school environment for students and teachers to be able to function; when basic educational needs are not being met, programs to address them appear helpful; when these needs are met, less traditional approaches may be more effective.

Preliminary Phase 2 outcome findings tend to support those of Phase 1 (greater effectiveness with students than teachers and differential impact over different types of schools). Findings from a first report on the functioning of Phase 2 teams are being used by ADAEP in program development meetings with training staff.

National Evaluation of OJJDP Special Emphasis Program for Delinquency Prevention Through Alternative Education (80-5). During FY 80 OJJDP funded a national program of alternative education projects. The major objective of this program is to prevent delinquency through the development of alternative education options for youth whose educational and social development needs are not being met in traditional classroom settings in targeted jurisdictions where there is a disproportionately high rate of dropouts, suspensions, and expulsions. In addition to a process component of the evaluation, it will seek to determine outcomes mainly in terms of intervention effects on target communities, relevant youth services systems, schools, and on program participants.

Delinquency Prevention R&D Program. NIJJDP's program development work in the delinquent behavior and prevention area is greatly assisted by its National Assessment Center on Delinquent Behavior and Its Prevention, at the University of Washington. This Assessment Center\* is combining the results of OJJDP and NIJJDP-sponsored work with information resulting from related work sponsored elsewhere, and its own survey and assessment of prevention programs, in order to enhance our understanding of delinquent behavior and improve efforts to prevent delinquency. The Center also maintains a computerized data base of current delinquency prevention programs across the U.S. This data base is available to anyone interested in learning of delinquency prevention efforts in other states. In addition, this Center has developed a number of reports on delinquency prevention theories, strategies, and model programs which are now available.

The program development work of the Assessment Center on Delinquent Behavior and Its Prevention began in 1977. In 1979 its background work culminated in the design of a comprehensive R&D program. Designed to test promising strategies for preventing delinquency, it consists of two parts. A social development model of delinquency prevention, derived from a systematic analysis of the best empirical evidence available regarding the correlates, causes, and theories of delinquent behavior and delinquency prevention programs, will be tested in a comprehensive R&D project in the Seattle-Tacoma metropolitan area under Part I of the R&D Program. The social development model is based on the assumption that delinquency prevention should address the causes of delinquency as they emerge and interact during different stages in youngsters' lives. Thus, the comprehensive delinquency prevention R&D project addresses the most important units of socialization--families, schools, and peers--as they influence youthful behavior sequentially throughout the social development process. Part II of the R&D program consists of a test of the school-based strategies identified through a program of technical assistance to the states in the areas of delinquency prevention which are consistent with the social development model in seven communities.

During FY 80 NIJJDP provided funds to the Assessment Center for implementing and testing the comprehensive model and also for evaluating Part II of the program. NIJJDP funds were supplemented by Special Emphasis moneys in support of this program.

\*Please see the Information Dissemination section of this report for a description of NIJJDP's Assessment Centers Program.

During FY 79 NIJJDP funded several projects in the delinquent behavior and prevention area. These are in addition to several projects which continued their operations during FY 79 as continuation funding was not required in the past fiscal year. Among these continuation projects are the national survey of self-report delinquency, the victimization analysis project, the national Uniform Juvenile Justice Statistical Reporting System, the Learning Disabilities R&D project, and the National Evaluation of OJJDP's Prevention Program. Continuation funding was provided during FY 79 for the Racine, Wisconsin, study of the relationship of juvenile delinquent careers to adult criminal careers (79-10), and for replication of the Philadelphia birth cohort study (79-1).

The new projects funded during FY 79 focus on specific aspects of delinquent behavior and its prevention. These are as follows:

Transition to Junior High School and the Deviance Process (79-19). This project illustrates an important feature of NIJJDP's program development process; that is, the development of R&D projects, based on previous, more basic research. This study has its basis in the earlier research on "Delinquency in Illinois" (described above). One of the key findings from the earlier research was that delinquency appears to have a significant basis in youth-authority relationships in the school context. This project is focused specifically on the latter area in an attempt to illuminate more precisely the contribution of authority in the school experience to delinquency at the point of youths' transition from elementary to junior high school. The research emphasis is on the process of delinquency development in this context. The results of this research are expected to aid in the identification of prevention strategies. We anticipate applying these strategies in other jurisdictions, should they appear to hold promise in Illinois. (It is anticipated that this project will be jointly funded with NIMH's Center for Studies of Crime and Delinquency.)

Another new project focused on the school context deals specifically with the dropout phenomenon among minority youth, Choice of Non-Delinquent and Delinquent Careers Among Puerto Rican Dropouts (79-24). The major purpose of this study is to identify factors which influence the decision of Puerto Rican youths to remain in school or to drop out, and to investigate the process by which non-delinquent and delinquent careers are chosen among this population. The research will be based on a sample of approximately 600 Puerto Rican male and female tenth grade students in a Philadelphia school district. Data on the youths' self-concept, family and peer relationships, and family, school, and community interrelationships will be obtained through interviews with the youths and their parents. Information on school status and delinquency will be obtained from official records. Specific attention will be focused on the influence of cultural factors and ethnic identity on youth. The cohort will be followed for three years (through twelfth grade) to permit an assessment of the sequence of choices between staying in or dropping out of school, and non-delinquent or delinquent behaviors. An important product of this study will be a procedure for assessing youth problems in minority communities and an indication of specific factors and social relationships in such communities which lead to either constructive or deviant adjustments.

The above project is one of three studies which represent the initiation of NIJJDP's program of research on minority issues, conducted by minority organizations. The second study is focused on American Indian youth, and the third project, funded in FY 79, is aimed at examining the relationship between delinquency and school disciplinary procedures (pushout, suspension, expulsion, etc.) among black youth. This latter project, conducted by the National Urban League, is also described below.

American Indian Juvenile Delinquency Research Project (79-35). This project consists of the first phase of a possible 36- to 42-month study of 1) the nature and extent of juvenile delinquency among American Indians, 2) judicial system handling of Indian status offenders, non-offenders, and juvenile delinquents, and 3) the identification of service gaps and promising approaches to the prevention and treatment of American Indian juvenile delinquency. The study will be conducted among 15 tribes, selected based on such factors as type of judicial system, population, and the juvenile crime rate. Various methods of data collection will be used, including interviews with community officials and parents, youth surveys, reviews of official records, and observation.

School Discipline and Involvement in the Criminal and Juvenile Justice System (80-2). This project is designed to examine the relationship between disciplinary problems in school among minority youth and their involvement in criminal and juvenile justice systems. It also includes an examination of disturbing family situations as they relate to the application of school sanctions.

Two other specific delinquency research projects (described below) were funded in FY 79, one of which focuses on a particular group, and the second on a specific offense.

Female Delinquency (79-30 and 80-13). This study is testing labeling and opportunity theories of female delinquency, using a multi-level approach. The research addresses three major questions: (1) How does female behavior differ, if at all, from that of males? (2) Does the processing of females and males differ in police and other community service agencies? (3) What school-community factors are critical in explaining differential rates of female/male delinquency and processing?

Included in the area of study are: characteristics and patterns of female delinquent behavior and its motivational aspects; their perspectives on careers and career expectations; self-image; peer and family relationships; and patterns of police and community agency processing of youth.

Responses were obtained from 1,737 respondents (15 years of age) in seven high schools (three private and four public) in a county with a broad range of occupations, income, race, and education. Approximately 50 percent of the respondents were females. During the second phase of the study there will be an examination of the processing patterns of police and community agencies through the use of official records.

Preliminary findings from the youth survey indicate that parental relationships, especially with mothers, were influential and significant for these youth. Gender differences were minimal, although females tend to identify

more strongly with their mothers than males do with fathers. Findings about self-image perspective reveal substantial gender differences, but there were also areas of agreement. Marked differences were observed between males and females in perceptions of norms in the areas of pro-social and anti-social behavior. The incidence of self-reported deviant behavior varies inversely with seriousness. The largest percentage of respondents reported behavior in the area of status offenses, while less than 10 percent reported more serious property violations. Gender differences again were remarkable, with females reporting lower incidence and a narrower type of delinquent behavior. Both males and females reported negative attitudes about school and teachers, although the majority acknowledged the importance of education and aspired to occupations requiring advanced training. Gender differences in career aspirations were marked, but males and females had similar preferences with respect to material possessions and life style.

In the second phase of the study, there will be opportunity to examine changes in these youth a year later and also to link their reports with those of official agencies processing youth for delinquency. The results are expected to be useful in shaping juvenile justice intervention approaches and alternative service programs for female delinquents.

Teenager's Attitudes Toward Rape (79-22). This study involves a survey (face-to-face interviewing) of approximately 500 girls and 500 boys between the ages of 14 and 17 in the Milwaukee, Wisconsin, area. The objectives of the study are: to obtain information about adolescents' knowledge and attitudes toward rape; and to determine the relationship between tolerance of rape (attitudes which are typical of rapists) and other variables, particularly the degree of socialization (related to delinquency), attitudes towards women, and concepts of masculinity and sex roles. Other questions assess awareness of sexual assault treatment centers and preferences for type of treatment center. This study will provide information which will be useful in designing rape education and prevention programs and in counseling rape victims. It should provide a better understanding of the causes and social aspects of rape.

Special Studies. Section 243(5) of the JJDP Act was amended in 1977 to authorize NIJJDP to conduct studies of: 1) the role of family violence, 2) sexual abuse or exploitation and media violence and delinquency, 3) the improper handling of youth placed in one state by another state, 4) the possible ameliorating roles of recreation and the arts, and 5) the extent to which youth in the juvenile system are treated differently on the basis of sex and the ramifications of such practices. The following are the principal studies addressing each of these areas:

Family violence--The evaluation of LEAA's (OCJP) family violence program (previously described) directly addresses the legislative mandates.

Sexual abuse or exploitation and delinquency--Several studies address this area: the study of teenagers' attitudes toward rape (just described); both the Juvenile Justice System Assessment Center and the Delinquent Behavior and Prevention Assessment Center have developed reports on this topic; a new R&D project was funded in FY 1980 (described below) which provides treatment for youth victims of sexual abuse and exploitation in Boston; and two of the family violence programs being evaluated (above) are hospital-based and

provide treatment and juvenile justice system advocacy for youth victims of sexual abuse.

Media violence and delinquency--The Assessment Center on Delinquent Behavior and Prevention is preparing an assessment of this area.

Interstate placement--A national study of this practice is being conducted by the Academy for Contemporary Problems (described below).

Recreation and the arts--The Delinquent Behavior and Prevention Assessment Center has prepared a report on this issue.

Sexual discrimination in the JJS--We have expanded this topic to include racial discrimination. Numerous studies provide information in these areas.

Sexually Exploited Children: A Research and Development Project (80-1). This project consists of the first phase of a three-year R&D program focused on children aged 3-16 who have been sexually abused or exploited. It is designed to develop descriptive information on sexually abused and exploited children, and to develop and test a crisis intervention treatment service for this population. In addition, the project includes an incidence study of reported sexual abuse within the greater Boston area, an examination of family characteristics of sexually abused and exploited children, and a study of the role of the community in sexual crimes against youth.

#### THE JUVENILE JUSTICE SYSTEM

NIJJDP's program of research and evaluation focused on the juvenile justice system (JJS) is presented here according to the basic structure of the JJS: police, courts, and corrections. For purposes of this discussion, detention and jailing of juveniles are covered in the corrections section, since these JJS responses are commonly viewed as being "correctional" in nature. It is also important to note that several of NIJJDP's projects in the JJS area address alternatives to JJS processing as well. Where this overlap is considerable, such projects will be discussed (or referred to) in both sections of this report, in order to put their contributions into proper perspective.

#### Police

National Assessment of Police Juvenile Units. In 1977, NIJJDP funded a nationwide assessment of special units within police departments established to deal specifically and exclusively with juvenile delinquency. The primary aims of this research were to determine the structure and functions of such units; to assess, if possible (through review of available evaluations), their effectiveness; and to recommend whether or not a national evaluation of these units should be conducted.

Descriptive information on the structure and functions of police juvenile units resulted from this research. The research team was unable to assess the effectiveness of such units because little evaluation research had been conducted in this area. The study concluded that a national evaluation of police juvenile units is not warranted at this time because: 1) the organization of a police department for handling juveniles is a local matter; and 2) the central issues are the efficacy of the functions themselves (e.g., apprehension,

investigation, screening and prevention programs), and the cooperation of other criminal justice system components with the police departments.

Pivotal Ingredients of Police Diversion Programs. The objectives of this project were to determine: 1) through what methods police diversion programs for juvenile offenders are developed; 2) what proportion and types of juvenile offenders are usually referred; and 3) how evaluation components of such programs affect the programs themselves.

The first phase of the study involved interviewing diversion/referral personnel within several California police departments to gather data pertinent to the project objectives. Diversion programs were found to fit into one of two categories: 1) in-house (contain counseling services, initiated within the police department), or 2) outside referral programs (refer offenders to community agencies, initiated outside of department and supported by government funds).

The second phase of the study involved computer analysis of data collected from 3,000 case files. It was found that referral rates vary widely between departments, but overall, are very much a function of the infusion of outside --Federal and State--funds. In general, regardless of the type of diversion program, those "diverted" usually were juveniles who normally would have been counseled and released. Thus, results strongly suggest that the original intent of the diversion programs studies (diverting offenders away from the juvenile justice system) was not being accomplished, or that "widening of the net" occurred.

Policy Making Relating to Police Handling of Juveniles. This award (78-09) supported the first phase of a project in which staff of the Center for Criminal Justice (Boston University) are working with two police jurisdictions, the Charleston District in Boston and the Stamford Police Departments in Stamford, Connecticut, to analyze the local needs, priorities, and problems associated with police handling of juveniles. Based on an analysis of state and local statutes, trends in juvenile crime, non-criminal misbehavior and other juvenile related matters, processing patterns and problems associated with dealing with troublesome youth in these jurisdictions, project staff are in the process of identifying priority areas for developing police guidelines for responding to juvenile problems. A primary source of direction for drafting such guidelines is three national sets of standards for juvenile justice, developed by the National Advisory Committee for Juvenile Justice and Delinquency Prevention, the Institute of Judicial Administration/American Bar Association Joint Commission on Juvenile Standards, and the Task Force To Develop Standards and Goals for Juvenile Justice and Delinquency Prevention.

Task forces involving citizens and police personnel have been established to assist in the process of identifying priority problem areas and solutions to those problems. Data have been collected from official police files, student interviews in schools, and interviews with youth in community service centers. Courts and key agencies involved in the handling of youth will also become involved. Priority areas will be identified by the Fall of 1979 and guidelines will be developed by February 1980 (80-03).

This project was designed to assist NIJJDP in determining effective ways of carrying out the process of standards review, endorsement, and adoption at the

local level, within operational JJS agencies. Its results will be used to inform future standards implementation efforts.

Other projects supported by NIJJDP also contribute new knowledge in the police area. The National Juvenile Court Statistical Reporting System provides information on patterns of police referrals to juvenile courts in the U.S.

When completed, the National Evaluation of OJJDP's Diversion Program will provide the results of projects' efforts under that action program to divert youth at the point of police handling (in comparison with diversion at the pre- and post-adjudication points in the JJS). The results of this evaluation will also include information on police handling of juveniles in selected jurisdictions, and generally address the issue of the efficacy of police diversion programs.

In the delinquent behavior section of this report, we discussed three projects which have gathered information on police handling of juveniles in Philadelphia and in Racine, Wisconsin.

Finally, NIJJDP's National Assessment Center on the Juvenile Justice System has been developing (nationwide) the composite picture of police handling of juveniles, through combining data from the FBI's Uniform Crime Reports with other sources.

#### Juvenile Courts

The National Uniform Juvenile Justice Reporting System now provides the main information base for NIJJDP's effort to develop national data on the operations of juvenile courts and the flow of youth through the JJS. Other projects provide information with respect to particular aspects of juvenile court operations. These follow.

Juvenile Court Study: Due Process. NIJJDP awarded a grant to the National Center for State Courts in 1978 to develop baseline data regarding the characteristics, policies, and procedures of urban juvenile courts. It is focused on the relationships among court structural and operational characteristics, due process of law, dispositional decisions, and administrative efficiency. A major objective of the study is to assess the effects of the Gault\* decision on juvenile court operations.

A survey of a random sample of 70 of the 160 largest metropolitan juvenile courts has been completed. This study covered the issues noted above. Its results are presently under analysis. The remaining 90 courts will also be surveyed in order to increase the depth and reliability of the findings.

Under an "umbrella" grant (78-38) to the Academy for Contemporary Problems, support was provided in 1978 for four separate research studies--all of which are nationwide in scope (covering all 50 states), and each includes

\*This Supreme Court decision (1967) afforded juveniles similar due process rights to those available to adults.

detailed case studies within 6-10 states. Two of these studies address juvenile court-related issues: 1) juvenile court services, and 2) referral of juveniles to adult court.

The Juvenile Court Services Study is focused on the issue of whether or not juvenile courts should administer the wide range of services they typically provide. This project consists of three research activities: a) a search of legal and professional literature; b) analysis of public policy issues surrounding the evolution, constitutionality, and propriety of juvenile court operation of such programs as detention, intake, and probation; and c) case studies in six states illustrating contrasts between traditional operations and particularly innovative alternatives to traditional operation of such programs by juvenile courts.

The Referral of Juveniles to Adult Courts Project consists of four phases: a) literature search; b) data collection to determine the number and type of juveniles who are waived to adult courts, and court policies and practices in the area; c) analysis of social policy issues surrounding the trial of juveniles as adults; and d) case studies in 8 to 10 states with respect to relative advantages and disadvantages resulting from such referrals. Information will be organized according to legal mechanisms used to refer juveniles to adult courts; namely, judicial waivers, excluded offenses, lower age, and concurrent jurisdiction.

The Effect of Legal Process and Formal Sanctions on Juvenile Delinquents. The objectives of this grant (75-03 and 76-4) were to measure the impact of sanctions on subsequent attitudes and behavior of juveniles who enter the juvenile justice process, and to determine whether the process is productive or counterproductive for the juveniles. Project activities include literature review, and collection and analysis of data from juvenile court records and of self-report data from a sample of 3,000 junior and senior high school students in two Virginia communities.

The project concluded that, for many minor juvenile offenders, contact with the JJS seems to be counterproductive, leading to continued or intensified involvement with the system. Such juveniles were found likely to develop negative attitudes toward the law, police, and courts, and subsequently to adopt self-identifications as delinquent, and to confront still more sanctions as a result of continued misbehavior. Recommendations for the JJS are: 1) the development of precise operational goals to monitor whether the system's activities are effective; 2) centralization of all records so that every branch of the system has access to case files; and 3) that attention be given to the negative impact "individual justice" can have on the subsequent attitudes, values, and behavior of juveniles processed.

A Study of Juveniles in a Suburban Court (79-34). This study seeks to develop new knowledge to improve the operation of juvenile courts in suburban and other areas characteristic of diverse clienteles. Beyond this basic objective, by applying an innovative design, the study combines examination of the overall operations of the court system with specific investigation of gifted children who come in contact with the juvenile justice system, and with an assessment of the impact of youths' family backgrounds on the nature and outcome of their court experience. The most specific theoretical base question: Are children labeled and processed, based on types of family situations

and levels of giftedness, irrespective of a certain extent of the offense background? The research approach will include data collection and analysis in reference to the above issues on all youths coming into the Arapahoe County, Colorado, juvenile justice system during a 14-month period.

Evaluation of the Philadelphia Child Advocacy Unit (79-32). This project will evaluate the Child Advocacy Unit (CAU) located in the Public Defender Association of Philadelphia. The CAU is based on a multi-disciplinary approach and employs staff representing legal, psychological, social investigative, and related professions. A key function of the unit is representation of the rights and interests of non-delinquent children coming to the court's attention, whenever there is judicial determination of a divergency of interests between parents and their child. The evaluation will explore the extent to which the CAU has achieved its intermediate objectives (e.g., adequately representing the child's interests in court; seeing that needed social services are provided); and long-range objectives (e.g., delinquency prevention, stabilization of families, and contributions to the law). It will also address the issue of the extent to which the CAU has improved the Philadelphia Juvenile Court's effectiveness in dealing with abused, dependent, and neglected youths.

Several other projects sponsored by NIJJDP which have a primary focus on other areas also make important contributions to better understanding the operations of juvenile courts and their impact on youth. For example the National Evaluation of OJJDP's Diversion Program includes examination of the effectiveness of juvenile court diversion efforts. The National Evaluation of OJJDP's Restitution Program includes an assessment of the results of court-ordered restitution--which may take the form of monetary payments or community service. Likewise, the National Evaluation of OJJDP's Deinstitutionalization of Status Offenders Program had a significant focus on the role of juvenile courts in relation to removal of status offenders from incarceration settings. Finally, a significant amount of the JJS Assessment Center's work has focused on the juvenile court area.

#### Corrections

NIJJDP has supported a wide range of research and evaluation projects in the juvenile corrections area. The initial projects in this area were begun under LEAA sponsorship prior to establishment of NIJJDP and completed under Institute support: The National Assessment of Juvenile Corrections and the Evaluation of Massachusetts' Correctional Reforms.

National Assessment of Juvenile Corrections (NAJC). This project (75-01, 76-19) consisted of a nationwide assessment of juvenile corrections, with intensive examination of programs in 16 states. It included a survey of a sample of over 1,500 youth in correctional facilities in the 16 states. Among these youth, 35 percent were committed for status offenses, 3 percent for probation or parole violation, 4 percent for misdemeanors, 9 percent for drug offenses, 34 percent for property crimes, and 15 percent for personal crimes (aggravated assault, rape, robbery, kidnapping, manslaughter, and murder). Thus, only about 15 percent of the youth in correctional facilities at the time of the NACJ survey were incarcerated for what typically would be considered serious/violent crimes.

Reform: Correctional Change Process in Two States draws extensively on classic, sociological literature while using events in correctional reform movements to develop a conceptual model that identifies key interest group constellations, their actual characteristics and interrelationships, and the dimensions of their impact upon correctional organization. Designing Correctional Organizations for Youths identifies four dimensions of correctional organization which, in interaction with characteristics of the inmate populations, have a significant impact on aspects of "inmate subcultures." Directing the development of "inmate subcultures" may improve the chances of rehabilitation, and also improve the lives of inmates.

The results of this research and the success of the Massachusetts experiences led to two other projects. The first of these is a research effort (79-23) focused on Secure Care in a Community-Based Correctional System. This research involves examining how the State (particularly police, court, and correctional agencies) is making decisions about those youths who require secure treatment. (The research also involves an examination of how a few other states are addressing the secure care problem.) The significance of this research is that the key to long-run success in persuading states to adopt policies of deinstitutionalization and establishment of community-based programs depends in large measure on devising means to alleviate public fears about protection in the community. The second of the two Massachusetts projects is a training program. It is described in the Training section of this report.

A Survey of Intervention Techniques for the Dangerous Juvenile Offender. The purpose of this grant was to conduct a nationwide assessment of existing intervention techniques appropriate for the dangerous juvenile offender. Specifically, the project objectives were to: 1) identify and classify existing (and previously tried) intervention approaches; 2) determine what kind of test or demonstration each type of approach has had; 3) identify, evaluate, and synthesize relevant data concerning the effectiveness of each approach; and 4) describe what type of research or demonstration efforts should be undertaken to fill gaps in the current state of knowledge. The principal findings of the assessment were that: 1) there is a major absence of data about dangerous juvenile offenders; 2) there are few programs of concentrated assistance specifically designed for this group; and 3) far too little is known about the dangerous juvenile offender in general, and about treatment programs, to allow comparative judgments.

The Limits of Heterogeneity (A Comparative Study of the Effectiveness of Correctional Programs for Serious and Non-Serious Offenders). This project (78-26 and 80-07) consists of a longitudinal study of nearly every juvenile who entered the New Jersey State Correctional System between October 1, 1977, and July 31, 1978. It is designed to assess the effects of mixing dangerous, violent offenders and less serious offenders in a variety of correctional programs (ranging from community-based to more traditional institutional settings). This study also involves an assessment of the effects of separating juvenile and adult offenders.

Preliminary results indicate that the relative mix of serious and non-serious offenders within a program has little impact on intra-institutional outcomes.

The therapeutic orientation of the program appears to have the most powerful effects on attitude change within the institution. The project is currently examining adjustment and recidivism outcomes in the community.

The Interstate Placement of Children. This project was designed to determine the feasibility of conducting a national assessment of interstate placement of juveniles. It concluded that a national study was possible and recommended that policy research into state and local government practices involving the use of interstate compacts, funding sources, and licensing standards be undertaken. This recommendation was implemented through providing the necessary support for a national assessment of interstate placement practices and policies--as one of four studies conducted under the umbrella grant to the Academy for Contemporary Problems (78-38). It involves an examination of all state and local government policies and practices pertaining to out-of-state placement, and case studies of a few selected states. This assessment is directly in response to the 1977 amendment to the JJDP Act requiring NIJJDP to conduct such an assessment (Sec. 243). It was completed in 1980.

State Subsidies for Juvenile Justice. Another of the four studies sponsored under the Academy grant is a national study of subsidies available to units of state and local governments for juvenile justice purposes (78-38).

This study consists of two phases: a) comprehensive telephone and mail survey of Federal and State grants-in-aid to juvenile delinquency and control, broadly defined to include subsidies in child welfare, mental health, education, and employment as well as juvenile justice; and b) 16 case studies of 20 grant-in-aid programs in the states. The case studies are designed to focus on five dimensions: (1) their objectives and effectiveness in meeting those objectives; (2) administrative characteristics; (3) state-local political dynamics; (4) fiscal inputs; and (5) programmatic and service impacts. The results of this assessment will assist states in using subsidies to accomplish the specific objectives set forth in the JJDP Act.

Right to Treatment. This study (78-10) involved a literature review of right to treatment litigation and an exploration of new techniques for assuring personalized accountability to children from juvenile justice and social service personnel. The major purpose of the study was to describe existing litigation strategies and techniques, and develop flexible litigation techniques that would enhance accountability to youth, and that would enable non-expert legal service practitioners and paraprofessionals to participate in law reform efforts which have been in the past reserved for legal specialists.

A major observation resulting from the literature review was that, while juvenile treatment litigation has helped to reshape attitudes toward care and commitment of children, it has also called into question the rehabilitation goals of the system and the parens patriae philosophy which has guided the development and operations of the juvenile justice system. The literature review emphasized that the U.S. Supreme Court, in Donaldson vs. O'Connor (1975), disaffirmed the right to treatment and concluded that standards, in assuring a safe and humane environment and supporting least restrictive alternatives, can serve as a promising litigation vehicle for youth in the juvenile justice system.

Youth Advocacy Program Development. In FY 78 NIJJDP awarded a grant to the University of Notre Dame for the purpose of assisting OJJDP in the development of the Youth Advocacy Initiative. Under this grant the Institute for Urban Studies at Notre Dame developed the background (state-of-the-art) paper which was published as part of OJJDP's Youth Advocacy Program Announcement--under which action projects are to be funded during FY 80. In addition to helping design the overall program, the Notre Dame group assisted OJJDP in the review of applications and is providing technical assistance to successful applicants in the course of implementing their particular projects.

This represents a unique approach to program development which is being tried at OJJDP for the first time. The innovation lies in the concept of using the same group which has responsibility for the background work also for the provision of technical assistance to the grantees. This approach should result in a much higher degree of continuity from program design to implementation.

National Evaluation of OJJDP Special Emphasis Youth Advocacy Program (80-3). In FY 80 OJJDP funded 22 projects under its Youth Advocacy Program. The program was designed to improve service delivery through systems change in major youth-serving institutions (juvenile justice, schools, and the social service system). This project consists of an evaluation of the overall program. A major aim of the evaluation is to identify successful and unsuccessful advocacy approaches to positive systems changes leading to improved service delivery by one or more of the major youth-serving institutions targeted by each project.

A National Survey of Residential Group Care Facilities for Children and Youth and Alternative Agencies and Programs Providing Non-Residential Services to Children and Youth (79-8). This grant to the School of Social Service Administration of the University of Chicago supports the first phase (24 months) of a national study of residential and non-residential programs providing services to children and youth who come under the auspices of the juvenile justice, mental health, and child welfare systems. The objective of the research is to describe the numbers and kinds of programs now available, and the youths being served by them, so that policymakers, planners, administrators, legislators, organizations concerned with children, and interested citizens will have available the information needed to evaluate and improve the quality of care provided to young people.

This study will, in part, replicate A Census of Children's Residential Institutions in the United States, Puerto Rico, and the Virgin Islands: 1966. The current study will be expanded to include selected residential programs, in addition to those institutions enumerated in 1966, and certain non-residential programs as well. The 1966 effort surveyed institutions for children considered dependent and neglected, emotionally disturbed, and delinquent, such as psychiatric inpatient and neglected children's unit, maternity homes, temporary shelters, and detention facilities. Institutions for the mentally retarded and physically handicapped were enumerated, but not surveyed. The new work will make possible an examination of changes that may have occurred in such facilities over a 15-year period. Organizations included in this research which were not covered in the earlier study will be surveyed to obtain comprehensive national data.

The present study will rely on data collected through two procedures. The first will be a questionnaire administered with the help of the National Opinion Research Center, located on the University of Chicago campus. The second will include site visits to a sample of organizations providing services to children and youth.

Juvenile Parole Research Project (79-29). This project represents the first phase (18 months) of a comprehensive study which will examine juvenile parole decisionmaking throughout the country. It will examine the organization of juvenile parole authorities, the policies and criteria used to arrive at parole decisions, and the effects of these decisions on the juvenile offender population. Information gathered from surveys and from on-site visits will be examined in the light of population recommendations made by various national standards-setting groups which propose the elimination of indeterminate commitments of juvenile offenders in favor of determinate and proportional sentencing as a means of reducing the inequities in the juvenile parole process.

Continuation funding was also provided during this FY for completion of the Harvard University study of secure care (79-23), which is described above in the Corrections section.

Violent Offender R&D Program (80-6). OJJDP has developed a two-part research and development program, funded in FY 80, focused on controlling violent juvenile crime. The major objectives of this program are to implement and test (evaluate) program models for the screening, prosecution, treatment, and reintegration of violent offenders in order to prevent and reduce violent offenses. The intervention approaches to be tested are expected to involve juvenile justice and reintegrated programs for violent juvenile offenders (Part I), and community strategies for preventing violent crime (Part II).

#### COMPREHENSIVE STUDY OF STATE JUVENILE JUSTICE SYSTEMS

During FY 1977, NIJJDP began a series of studies of statewide juvenile justice systems, which have as their primary aim examination of the implementation of new juvenile justice legislation at the state level. The first of these studies is described below; another (focused on the state of Washington) was begun in FY 1979.

Assessment of the Impact of New California Juvenile Justice Legislation. The purpose of this project is to analyze the impact of new California juvenile justice legislation\* on the California juvenile justice system and its clients. Four major clusters or provisions in this legislation were selected for analysis. They include: mandatory deinstitutionalization of all status offenders; encouragement of alternative program development and referral; increased involvement of the prosecutor in delinquency proceedings; and easing criteria for transferring juveniles charged with serious crimes to adult court. Preliminary findings relative to each of these areas follows:

\*HB 3121.

The implementation of the deinstitutionalization of status offenders provision resulted in some significant unanticipated consequences: statewide arrests of juveniles for status offenses dropped by 50 percent from 1976 to 1977. A detailed examination of decisionmaking in three Southern California counties demonstrated trends of relabeling a portion of status offenders as dependent and neglected juveniles, as delinquent offenders, or as mentally/emotionally disabled, to enable secure treatment of this group. (Corrective legislation was subsequently passed to prohibit severe confinement of dependent and neglected juveniles.) However, the patterns of relabeling were not consistent among the counties and did not fully account for the dramatic drop in arrests. There was a distinct problem experienced by police in responding to parental complaints, which often resulted in a general "hands-off" response.

Provisions encouraging the development and use of alternative services and programs for both delinquent and status offenders resulted in very low levels of implementation. Reasons suggested for this were the lack of funding and a clear mandate to move in this direction. (Subsequent legislation, effective in 1978, provided for funding of alternative programs.)

Provisions which increased prosecutorial involvement in the petitioning of delinquency cases contributed to more severe treatment of delinquency offenders, such as increased charging at the police level, increases in sustained petitions, and a greater percentage of out-of-home placements as court dispositions.

The provisions easing standards for certification (waiver) to adult court for a specified list of criminal offenses resulted in varying responses among counties. Overall, statewide certification hearings (as mandated by law for these offenses) doubled, followed by approximately a 30 percent increase in the number of juveniles bound over to adult court. It should be noted that these increases appear to be most directly related to changes in processing requirements and not to increases in juvenile criminal activity as measured by arrests for these offenses. An intensive analysis of Los Angeles County data indicated that juveniles sent to criminal court faced the same probability of being convicted that they would face if they had remained in the juvenile court, but were somewhat more likely to be incarcerated (even after controlling for different types of offenses) in adult court.

A continuation grant was awarded in 1978 further to explore reactions to the original legislation, including modifications to it. The final report has been completed.

An Assessment of the Implementation and Impact of Washington State Juvenile Justice Legislation and Related Programs (79-28). The purpose of this project is to conduct a comprehensive assessment of the implementation and impact of new juvenile justice legislation in the state of Washington and of related action programs supported by OJJDP (under a separate grant). A major purpose of the assessment is to assist the state in its implementation effort. The legislation, which represents a comprehensive revision of the Washington State Juvenile Code, is based on two underlying principles: 1) that children who have not committed crimes should not be handled in the same manner as criminal offenders; and 2) that children who have committed criminal acts should receive dispositions based on the seriousness of their immediate



offense, their age, and their past criminal record, rather than based on the nature of their past social history.

The assessment will focus on the implementation of specific statutory provisions which reflect these principles and on supported action programs which are designed specifically to enable the implementation of provisions relating to the treatment of non-criminal children. In Phase I (18 months) of a three-year assessment effort, five separate but interrelated studies will be initiated: a study of the legislative history of the legislation (HB 371) and subsequent revisions thereto; a statewide implementation study; an indepth study of selected court jurisdictions; and a study of the new service delivery system of the Washington Department of Social and Health Services.

Another project was funded during FY 79 which incorporates a comprehensive view of juvenile justice systems. It is a Comparative Analysis of Juvenile Justice and Family Codes (79-27). The purpose of this award was to create the capability at the National Center for Juvenile Justice (NCJJ) to conduct ongoing and current analyses of the juvenile and family codes of the 50 states and D.C. The specific objectives of the project are to respond to inquiries concerning the provisions of legislation regarding various juvenile justice topics; to establish a current Federal and State legislative data base of juvenile codes or juvenile and family court acts; and to monitor legislative changes and track trends. The products of this research will enable OJJDP, its grantees, Congress, state legislatures, executive and judicial branches of government, and others to keep abreast of the rapidly changing juvenile and family codes in the U.S. The major products included written reports analyzing the provisions of juvenile and family codes in the following topic areas: juvenile court jurisdiction, waiver of juveniles to adult court, records maintenance and disposition, and legislative compliance with the JJDP Act.

#### Other Projects

Numerous other NIJJDP projects provide an opportunity for examination of local juvenile justice systems as a whole (including related police, court, and correctional agencies), or of one or more of their components. These include the studies of delinquent careers, the national evaluations, and other evaluation studies (e.g., of Massachusetts' reform efforts).

The National Uniform Juvenile Justice Reporting System (NUJJRS). As noted earlier, this information system provides the only nationwide data available on the flow of youth throughout the juvenile justice system.\* There are two sources of national data which now constitute this important system-historical series.

The first of these represents a continuation of the reporting process used by HEW up to 1974 (aggregate reports usually generated by state agencies through compilation of aggregate data voluntarily submitted by individual courts).

\*This information system does not include data on youth arrested other than those referred to juvenile court.

These data have been used for over 40 years in preparing the annual report, entitled Juvenile Court Statistics: 1974, etc. For the period 1975-78, 40 to 42 states have submitted aggregate reports to NCJJ. Data from the reporting states are used to estimate the total number of youth appearing before juvenile courts nationwide in a given year.

The second collection of national data on JJS handling of youth which are fed into the NUJJRS emanates from the individual case cards used by participating courts (which are used above in developing the aggregate reports). Before the NUJJRS was transferred from HEW to NIJJDP, jurisdictions did not send these data to HEW. For the most part, they were unused. In 1975, NCJJ was able to get most juvenile courts in 12 states to provide NCJJ access to the individual cards on cases they handled that year. NCJJ estimates that 24 states will provide access to these data in 1979. Those cards contain data on about 25 items (such as characteristics of the youth, offense history, method of handling, police action, detention, jailing, court method of handling, waiver, and disposition, including incarceration in a correctional institution and other referrals). In other words, these data are "transactional" since they provide a record of JJS "transactions" relevant to the individual youth. They enable tracing of individual case flow through the JJS. (Complete confidentiality regarding the identity of the youth is maintained.) NCJJ uses these data to compile a more accurate estimate\* of nationwide JJS handling of youth.

The tremendous advantage of this individual case-based reporting method is that it permits development of the nationwide picture of the flow of youth through the JJS, which is now done for the first time ever. In 1975, the number of youth handled by juvenile courts in the reporting states constituted over 50 percent of all youth handled nationwide by juvenile courts.

NIJJDP's Assessment Center Program\*\* conducts the most comprehensive examination feasible of nationwide juvenile justice system operations, through other sources (e.g., the states themselves, and other studies). In addition to compiling the most comprehensive and complete national picture of JJS handling of youth, the National Juvenile Justice System Assessment Center also is attempting to assess the effectiveness of the JJS and its several components--in part through conducting assessments of JJS handling of particular types of offenders and non-offenders. For example, it has completed assessment reports on status offenders, serious offenders, and on dependent and neglected youth.

#### ALTERNATIVES TO JUVENILE JUSTICE SYSTEM PROCESSING

NIJJDP has sponsored a broad program of research and assessment work on alternatives to juvenile justice system processing. Following the Institute's overall framework, these alternatives include community-based alternatives to

\*U.S. Census data, which NCJJ has used to extrapolate the national youth population, by year, within each jurisdiction, make possible development of refined national estimates.

\*\*Please see the Information Dissemination section of this report for a description of NIJJDP's Assessment Centers Program.

the use of secure detention and jails, diversion programs, and alternatives to traditional incarceration in training schools and other secure correctional facilities. While some of NIJJDP's work in the alternatives area has addressed the nature and effectiveness of social services, this focus has generally been limited to the extent that such social service programs (e.g., foster care) serve as alternatives to traditional juvenile justice system processing. The remainder of the social services area is viewed as falling largely within the domain of the research units of the Department of Health and Social Services.

Alternatives to Detention--Several projects sponsored by NIJJDP have examined the use of various residential and non-residential alternatives to secure detention--particularly for status and non-offenders (e.g., dependent, neglected, and abused youth).

National Assessment of Detention of Juveniles and of Alternatives to Its Use--This project consists of nationwide assessments of both secure detention and alternatives to its use. Among the findings resulting from review of relevant literature in conjunction with this research were the following:

1) County jails are still used for temporary detention of juveniles, particularly in less populous states. Even in some more heavily populated jurisdictions, however, jails are still used for some juveniles, despite the existence and availability of a juvenile detention facility. In many states which are seeking to reduce the use of jails for the detention of juveniles, the dominant alternative course is seen as the construction of a detention facility.

2) Use of secure detention for dependent and neglected children appears to be on the decline as more jurisdictions develop either shelter care facilities or short-term foster home programs. Some jurisdictions, however, are known to misclassify dependent and neglected children as youths in need of supervision who then are placed in secure detention. The extent of the latter practice is unknown.

3) Many jurisdictions still exceed the NCCD recommended maximum detention rate of 10 percent of all juveniles apprehended; the proportion of juveniles detained less than 48 hours continues to hover around 50 percent. These patterns are frequently cited as evidence of the inappropriate use of detention.

4) Many jurisdictions are unable to mobilize the resources necessary to attend to children with special (neurological and psychiatric) needs. These children are then often detained, sometimes for excessive lengths of time.

5) Status offenders tend to be detained at a higher rate than youths apprehended for adult-type criminal offenses and also tend to be held longer.

6) Youths of racial and ethnic minorities tend to be detained at higher rates and for longer periods than others; females are detained at a higher rate and longer than males.

7) Extra-legal factors are more strongly associated with the decision to detain (versus release) than legal factors (those specified by juvenile codes). Time of apprehension (evening and weekends), proximity of a detention facility, and degree of administrative control over intake procedures have all been found to be associated with the decision to detain, in addition to those factors contained in items (5) and (6) above.

The actual extent to which these patterns of misuse exist either within or between states is unknown. Many states--and jurisdictions within states--still do not collect statistics at regular intervals on the use of secure detention.

In addition to the literature review, the research team conducted brief field studies of selected programs (alternatives to detention) in 14 jurisdictions. These were not randomly selected; rather they were purposefully selected in order to include programs in cities of varying sizes; programs for alleged status offenders or alleged delinquents, or both; residential and non-residential programs; and programs geographically representative of the U.S. The 14 programs were classified as follows: home detention, attention homes, programs for runaways, and private residential foster homes. All were programs currently in use as alternatives to secure detention for youths awaiting adjudication in juvenile courts. The following is a summary of the conclusions the research team believed to be of immediate importance to individuals and organizations that may be considering the development of alternatives in their jurisdictions:

1) The various program formats appear to be about equal in their ability to keep those youths for whom the programs were designed trouble free and available to court. That is not to say that any group of juveniles may be placed successfully in any type of program. It refers, instead, to the fact that in most programs only a small proportion of juveniles had committed new offenses or had run away while awaiting adjudication.

2) Similar program formats can produce different rates of failure--measured in terms of youths running away or committing new offenses. The higher rates of failure appear to be due to factors outside the control of the programs' employees--e.g., excessive lengths of stay due to slow processing of court dockets or judicial misuse of the program for preadjudicatory testing of youths' behavior under supervision.

3) Any program format can be adapted to some degree to program goals in addition to those of keeping youths trouble free and available to the court, for example, the goals of providing treatment or concrete services.

4) Residential programs--group homes and foster-care--are being used successfully both for alleged delinquents and status offenders.

5) Home Detention Programs are successful with alleged delinquents and with some alleged status offenders. However, a residential component is required for certain juveniles whose problems or conflicts are with their own families. Substitute care in foster homes and group homes and supervision within a Home Detention format have been combined successfully.

6) The Attention Home format seems very adaptable to the needs of less populated jurisdictions, where separate programs for several special groups may not be feasible. The Attention Home format has been used for youth populations made up of (a) alleged delinquents only, (b) alleged delinquents and status offenders, and (c) alleged delinquents, status offenders, and juveniles with other kinds of problems as well.

7) Thoughtfully conceived non-secure residential programs can retain, temporarily, youths who have run away from their homes. Longer term help is believed to be essential for some runaways, so programs used as alternatives to detention for these youths require the cooperation of other social agencies to which such juveniles can be referred.

8) Certain courts are unnecessarily timid in defining the kinds of youths (i.e., severity of alleged offense, past record) they are willing to refer to alternative programs. Even when alternative programs are available, many youths are being held in secure detention (or jail) who could be kept trouble free and available to the court in alternative programs, judging by the experience of jurisdictions that have tried.

9) Secure holding arrangements are essential for a small proportion of alleged delinquents who constitute a danger to others.

10) The costs per day per youth of alternative programs can be very misleading. A larger cost can result from more services and resources being made available to program participants. It can also result from geographical variations in costs of personnel and services, inclusion of administrative and office or residence expenses and under-utilization of the program.

11) A range of types of alternative programs should probably be made available in jurisdictions other than the smallest ones. No one format is suited to every youth, and a variety of options among which to choose probably will increase rates of success in each option.

12) Appropriate use of both secure detention and of alternative programs can be jeopardized by poor administrative practices. Intake decisions should be guided by clear, written criteria. Judges and court personnel should monitor the intake decisions frequently to be certain they conform to criteria.

13) Since overuse of secure detention continues in many parts of the country, the main alternative to secure detention should not be another program. A large proportion of youths should simply be released to their parents or other responsible adults to await court action.

Based on the literature review and field studies, the research team made the following recommendations to juvenile courts that may be considering the introduction of alternative programs of any kind:

1) Criteria for selecting juveniles for secure detention, for alternative programs, and for release on the recognizance of a parent or guardian while awaiting court adjudication should be in writing.

2) The decision as to whether youths are to be placed in secure detention or an alternative program should be guided, insofar as possible, by written agreements between the responsible administrative officials. These agreements should specify the criteria governing selection of youths for programs.

3) The decision to use alternative programs should be made at initial intake where the options of refusing to accept the referral, release on the recognizance of a parent or guardian to await adjudication, and use of secure detention are also available. It should not be necessary for a youth to be detained securely before referral to an alternative program is made.

4) An information system should be created so that (a) use of secure detention, alternative programs, and release on parents' recognizance can be cross-tabulated at least by type of alleged offense, prior record, age, sex, race/ethnicity, and family composition; and (b) terminations by types of placements from secure detention, alternative programs, and release on parents' recognizance status can be cross-tabulated with tables such as type of new offense, length of stay, and disposition as well as the variables listed in (a) above.

5) Courts should adjudicate cases of youths waiting in alternative programs in the same period of time applicable to those in secure detention.

Residential Alternatives to Detention of Juveniles. The main objective of this project was to develop a "how-to-do-it" manual on community-based residential alternatives to detention. This manual is based on the promising alternative program models identified in the project just discussed. It gives priority attention to administrative and management requirements for practitioners involved in planning, design, and implementation of such programs. It is designed both for developing new programs and improving existing ones by such means as coordination, expansion, and revision. Priority attention is given to two levels of management: 1) the day-to-day details of managing an alternative detention program and 2) the set of problems which are involved when a community tries to organize and provide resources for such an alternative.

Several major factors were found which appear to be associated with successful programs. They are good management, a sensitivity to local needs, an involvement of community leaders, and a consistent flow of resources. The manual offers guidelines to follow in these and other areas.

An Assessment of four program models for residential alternatives to detention is also included. The four models are: 1) the Grassroots Organizational Model--most successful in communities able to generate a high level of commitment and volunteerism; 2) the Publicly Funded Community-Based Contract Network Model--most successful in metropolitan areas where a large number of service providers are available; 3) the Grant-Funded Service Clusters--best used by those communities which cannot otherwise provide for services; and 4) the Publicly Operated Agency--most appropriate for small- to medium-sized communities where privately operated services are not available and where the community believes that it is the responsibility of the local government to provide such services.

An appendix of current state laws indicates each state's policy regarding the deinstitutionalization of status offenders and provides information on the licensing and zoning regulations of the individual states for child care facilities.

Deinstitutionalization of Status Offenders (DSO). In FY 1976, OJJDP funded 13 DSO projects which had as their major objective deinstitutionalization of status offenders, primarily through creation of alternatives to detention and precluding the placement of status offenders in correctional institutions (training schools). NIJJDP funded a national evaluation program (76-18 and 77-45) of the overall program and independent evaluations of 8 of the 13 OJJDP projects.

Significant findings from the national evaluation include the following: 1) Community-based services can be provided for status offenders at about 20 percent less than the cost of juvenile justice system processing. 2) A somewhat unexpected finding was that home placement was feasible in a high proportion of all status offender cases. Fewer than 10 percent of status offenders served through the DSO project were deemed in need of any kind of alternative residential placement. 3) Foster homes were used frequently as residential alternatives to detention. These placements worked best in cases of younger children who were principally neglected and dependent, but were classified as status offenders for purposes of case dispositions. Such foster homes encountered a number of difficulties in the course of their establishment: delays in recruitment (of foster parents), difficulties in finding suitable foster parents (especially in poverty areas with high rates of foster parent turnover). 4) The most promising alternative to detention programs (for those youth requiring alternative placements--primarily chronic status offenders) was the short-term shelter-care home. 5) Numerous problems were encountered in enlisting the collaboration of private sector, community-based youth service agencies, such as delays in completing contract arrangements and disagreements concerning client eligibility criteria. 6) Problems were also encountered in securing the necessary cooperation from juvenile courts--which were generally reluctant to share with non-court agencies their statutory responsibility for the control and welfare of status offenders. 7) All of the DSO projects succeeded in removing or diverting status offenders from secure detention and incarceration. 8) Overall, use of community-based alternatives for status offenders did not result in an increase in their recidivism--a finding which, taken together with the reduced cost of alternative placements, makes the use of secure confinement of status offenders of dubious value. 9) Six states had secured legislation supporting DSO at the end of the projects, and project efforts were clearly related to this in five of these states. Additionally, state funds were made available to continue components essential to maintaining deinstitutionalization.

### Diversion

NIJJDP's initial effort in this area was a National Assessment of Diversion and Alternatives to Incarceration. With respect to diversion, the major objective of this project was to conduct a nationwide assessment of diversion programs, policies, and practices. In order to facilitate the assessment, and at the same time add clarity to confusing definitions of diversion, the term was defined as removal of youth from JJS processing between the points of

initial police contact and prior to adjudication. In addition to a review of relevant literature, the assessment team conducted brief field studies of representative programs.

Results from this study indicated that the imposed definition was a useful and workable one. However, it was learned that practitioners typically viewed diversion as "minimizing penetration" into the JJS rather than as an end to further JJS processing. Little evidence of "true diversion" (actual removal from the JJS) was found. This observation was viewed as being linked to the organizational location of diversion programs, as the researchers concluded that continued funding of diversion programs under the aegis of the JJS will likely result in "widening-the-net" of JJS control (that is the existence of diversion programs within the JJS results in a tendency for the JJS to intake youth it otherwise would not have processed, in order to make diversion program services available to them). Concerns were also raised with respect to an apparent lack of due process procedures in conjunction with diversion programs--the most notable of which was the practice of holding further JJS processing in abeyance pending the outcome of youths' participation in diversion programs.

The findings from this project were corroborated by the California study of police diversion mentioned earlier in this report (in the section on research focused on the police component of the JJS).

Issues raised in both of these projects are being carefully studied in the NIJJDP-sponsored National Evaluation of OJJDP's Diversion Initiative (78-37). It consists of an overall (process) evaluation of all projects funded under the OJJDP initiative, and intensive (impact) evaluations of selected projects. It was designed to answer the following major questions: 1) What difference does diversion make for youth (as opposed to juvenile justice system referral) and the juvenile justice system? 2) What difference does service delivery make (as opposed to diversion without services)? The evaluation is also addressing such issues as the impact of diversion programs on juvenile justice system processes and procedures, and the extent to which diversion programs actually reduce the level of delinquent adjudications.

This evaluation has also been designed to test "labeling theory"--which the Congress implicitly endorsed in the course of developing the JJDP Act. Labeling theory is based, in part, on the assumption that the process of labeling youth as "delinquent" or "bad" sets into motion a self-fulfilling prophecy that results in subsequent delinquency (or inappropriate behavior). Testing of this theory (and provision of answers to the above questions) is made possible by our having designed the OJJDP Diversion Initiative to divert youth at three points in the JJS: police handling, court intake, and the pre-adjudication hearing.

An examination of the extent to which diversion programs negatively label youth is also being undertaken. Entitled Community Agencies' Responses to Youth, this research project (79-21) is designed to inform the current widely promoted strategy of diverting youths from the juvenile justice system and returning them to the community for services. The major questions addressed are: What types of services are provided to what types of youth? How are characteristics of youths and agencies related to the quality of services provided to youth? The study is being conducted in three communities which

correspond to different community types: a "communal" community characterized by strong ethnic and primary group ties; a "pluralistic" community with a mixture of racial, ethnic, and socioeconomic groups; and a "controlled" community characterized by a low-income population whose lives are influenced considerably by public organizations. Both of the major research questions addressed in this project include a focus on the issue of community agencies' responsiveness to minority youth.

Another diversion-related research project consists of a study of The Children's Hearings in Scotland. This study (77-20 and 79-03) was designed to add to our knowledge of alternative models for processing juveniles--which might inform current debates on reform of the American juvenile justice system. Specifically, it involves an examination of the philosophy, policies, and procedures of the system of Scottish children's panels, which consist of hearings held in lieu of court processing for juveniles. Under the hearing system, all referrals of delinquency (except homicide and other designated offenses), abuse, and neglect cases are made to a reporter who decides, based on legal and status factors, whether the case is sent to a formal hearing before members of a children's panel. If the child and his/her parents admit that a particular offense took place, they engage in informal discussions with three panel members (volunteer lay persons) who are authorized to prescribe compulsory measures of care. Each disposition is reviewed at the end of one year. This study involves the development of a detailed descriptive model of the hearings, emphasizing the decisionmaking process, an assessment of their effectiveness, and an evaluation of this system in terms of its appropriateness for adaptation to meet the needs of the American Juvenile Justice System.

#### Alternatives to Incarceration

Several NIJJDP-supported projects have made important contributions to our understanding of the nature, extent, and effectiveness of community-based alternatives to incarceration. Earlier we described the National Assessment of Juvenile Corrections project and the evaluation of Massachusetts' community-based correctional system (also the follow-on study of secure-care).

Another study funded prior to the official creation of NIJJDP (described in part above) was the National Assessment of Diversion and Alternatives to Incarceration. With respect to the latter component of this assessment study, the major objective was to conduct a nationwide assessment of programs, policies, and practices in the area of community-based alternatives to incarceration. We sought to facilitate the assessment work and add clarity to the definition of such alternatives by defining them as programs which involve removal of youth from the JJS following their adjudication. The assessment team conducted brief field studies of representative programs following a review of relevant literature, which suggested issues to be examined.

Results from this study included the following: In general, community-based programs were found to be providing a supplementary appendage of juvenile corrections, rather than actual alternatives to use of correctional institutions. That is, programs intended as alternatives to incarceration tended not to serve those youth who otherwise would have been incarcerated. Rather, they

appeared largely to be serving youth who, in the absence of such programs, probably would have been placed on probation.

In FY 77-78, OJJDP funded a national program of restitution projects. These were intended to serve as alternatives to incarceration for youth adjudicated as delinquents.

NIJJDP is sponsoring a National Evaluation of the OJJDP Restitution Initiative. Its major objectives are to develop information on the types of restitution programs that are most likely to: 1) reduce juvenile recidivism, increase victim satisfaction and/or have the greatest impact on members of the community, in terms of their views of operations of the juvenile justice system; 2) develop information on the comparative cost-effectiveness of different types of restitution programs for achieving each of the above alternative goals; and 3) develop descriptive and analytical information on implementation processes and problems, and on changes in program operating procedures. The evaluation design includes process and impact components. The latter consists of intensive evaluations of 6 of the 44 projects. A management information system (MIS) developed by the national evaluator has been implemented at all of the projects (79-09 and 80-11).

Data from the MIS indicate that, as of August 1979, the projects had received 15,997 referrals. Of these, 87 percent were closed in full compliance with the original restitution order. Monetary restitution plans are most common (67 percent). The majority of the referrals are 15- to 17-year-old white males. Approximately 75 percent were serious and/or repeat offenders (defined as first offenders who have committed serious property or personal crimes, or youth with one or more prior offenses who have committed property crimes of at least moderate seriousness).

We have provided support (79-20) for an expansion of the local Evaluation of the Unified Delinquency Intervention Services Program (UDIS) in Chicago, Illinois\* in order to test the proposition that serious juvenile offenders can be handled effectively by means other than incarceration. UDIS is a deinstitutionalization program for chronic inner-city juvenile offenders who would otherwise likely be committed to the department of corrections. The basic evaluation design consists of a longitudinal, quasi-experimental approach involving comparisons among three groups: juveniles who were committed to the department of corrections, juveniles who entered UDIS between 1974 and 1976, and a sample of juveniles selected from the general population who did not necessarily become committable.

The findings of this study as currently published indicate an apparent substantial impact of both the UDIS program and the Department of Corrections (DOC) on the postprogram arrests, court appearances, and violent offenses among the samples of chronic delinquents. The research also shows that the effects of less drastic interventions, such as arrest and release, temporary detention, supervision, etc., on this population appear to be minimal. The costs of the UDIS program and DOC programs were determined to be similar.

\*The main evaluation of the UDIS program was funded by the Illinois Law Enforcement Commission.

These findings suggest the need for additional validation research (test of reliability) through full or partial replication of the research design.

The indication from the original findings that both incarceration and community-based alternatives to incarceration and correctional programs may reduce recidivism among a chronic delinquent population also suggest the need for similar research to test the impact of a wide range of intervention programs.

In FY 78, NIJJDP funded a Study of Policy Implementation Regarding Deinstitutionalization for Services for Delinquent Youth. The purpose of this study was to describe and analyze the experiences of four states in deinstitutionalizing services for juvenile offenders: Ohio, Florida, Massachusetts, and Pennsylvania. It was designed to examine, through case studies of each state, theoretical approaches to accomplishing deinstitutionalization.

The results of this study show that it is possible, but difficult, to successfully deinstitutionalize juvenile offenders and services for them. They further describe the conditions under which deinstitutionalization approaches are likely to fail or succeed.

The specific product of the research is a three-volume report entitled The Politics of Incarceration. Its applicability is as an informative tool for juvenile systems' policymakers, managers, and practitioners who wish to pursue or are involved in a deinstitutionalization process. The report would also have applicability as a training tool for upper-level decisionmakers with interest in this area.

During FY 79 NIJJDP funded two major new projects focused on community-based alternatives to incarceration. The first of these is a National Evaluation of the OJJDP Project New Pride Replication Program (79-31). The OJJDP has funded 10 replications of Project New Pride, a community-based treatment program in Denver, Colorado, for serious juvenile offenders, at a cost of approximately \$8.5 million. The program model emphasizes comprehensive, individualized treatment. (See the OJJDP guideline "Project New Pride: Replication" for more information on the program.) The evaluation is designed to: 1) develop information regarding client and service issues which can be used to refine the New Pride model, and 2) determine under what conditions the program can be implemented in different types of jurisdictions. Each project is required to provide staff resources to develop a self-study approach to program management per the program guidelines. A major task of the national evaluation is to assist all of the replication projects to develop the self-evaluation component which will be designed to develop information on clients and services to determine what types of services appear to be most effective for what types of youth and under what conditions, and to determine the impact of the projects on recidivism rates and other indicators of individuals' adjustment. Most projects began client intake in August 1980.

The second FY 79 project in this area is the National Survey of Residential Program and Community-Based Alternatives, which was briefly described earlier. The alternatives component of the study will survey programs which actually serve as alternatives to incarceration (79-8).

Also, in the alternatives area, continuation funding was provided during FY 79 for completion of the research on Illinois' UDIS program (79-20). This project is discussed above.

NIJJDP's program development work in the JJS alternatives area is assessed by its National Assessment Center on Alternatives to Juvenile Justice System Processing. This Center is conducting comprehensive assessments of alternative programs across the country.

## II. INFORMATION DEVELOPMENT AND DISSEMINATION

Prior to FY 79, NIJJDP's information dissemination was very limited (except for the purpose of program development within OJJDP). This has been so mainly by design. We intended to establish a national Training Resource Center and a national Juvenile Justice Clearinghouse once the basic work of information collection, assessment, and synthesis, and a significant amount of research and evaluation studies had been completed.

There are two main components to NIJJDP's information dissemination program (aside from the training and standards-related activities): assessment centers and a clearinghouse.

These two components of OJJDP are central to its operations, as they are key links in the Office's program development structure--for which the Congress gave NIJJDP primary responsibility within OJJDP.

Information resulting from NIJJDP/OJJDP activities is provided to the Assessment Centers, where it is combined with information from other sources nationwide. The Assessment Centers assess and synthesize information on significant aspects of juvenile justice, and prepare reports for dissemination. These reports (along with others resulting from OJJDP activities) are then forwarded to the Juvenile Justice Clearinghouse, where they are prepared for publication, then provided directly to OJJDP, selected audiences, and others for public education purposes. Information available through the Clearinghouse will be used in the following aspects of NIJJDP/OJJDP activities: training, standards, research and evaluation, technical assistance, coordination of Federal efforts, formula grant program, National Advisory Committee, and action program development.

### Assessment Centers Program

The overall Assessment Centers and Clearinghouse program is in direct response to the legislative mandates of the JJDP Act of 1974, which requires OJJDP/NIJJDP to: 1) collect, 2) assess, 3) synthesize, and 4) disseminate information (through a clearinghouse) on all aspects of juvenile delinquency (Section 242 and 243(7)).

The overall purpose of the Assessment Centers Program (ACP) is to perform the first three of the four above functions. It collects, assesses, and synthesizes data and program information on delinquency and related youth problems to provide useful information to the practitioner, community, the general public, and others. The dissemination function belongs to the OJJDP/NIJJDP Clearinghouse.

The ACP component of this overall program has been designed by NIJJDP as an experiment in the use of "Assessment Centers" to accomplish the data and information collection, synthesis, and assessment steps in the field. It consists of three topical centers, which, as noted earlier, are focused on the three aspects of the delinquency field, and a fourth center, which has responsibility for incorporating the products of the three topical centers in comprehensive volumes on the state of the art in the field of delinquency. The four centers and their location follows: 1) Delinquency Behavior and Prevention--University of Washington, Seattle, Washington; 2) Juvenile Justice System--American Justice Institute (AJI), Sacramento, California; 3) Alternatives to Juvenile Justice System Processing--University of Chicago, Chicago, Illinois; 4) Center for Integrated Data Analysis--National Council on Crime and Delinquency (NCCD), Hackensack, New Jersey.

The major objectives of the ACP are to: 1) identify and describe promising programmatic approaches for practitioners, OJJDP, and others; 2) synthesize data and the results of studies for the above audiences; 3) provide information for use in OJJDP planning and design of action programs, standards development and implementation, technical assistance and training efforts; and 4) provide current information for OJJDP, as requested.

In order to accomplish these objectives, each center has responsibility for approaching its work along two tracks: 1) gathering baseline data regarding the flow of offenders, from their involvement in juvenile delinquency through the juvenile justice system and handling by alternative programs; 2) the preparation of reports on specific topic areas within the scope of each center's area of work. These responsibilities involve almost no original research; rather, each center gathers, assesses, and synthesizes available data and information for the purpose of accomplishing the above objectives.

The following is a complete list of major reports developed by the Assessment Centers through 1980.

National Center for the Assessment of Delinquent Behavior and Its Prevention:

- 1) Juvenile Delinquency Prevention Experiments
- 2) Juvenile Delinquency Prevention: A Framework for Policy Development
- 3) A Typology of Cause-Focused Strategies of Delinquency Prevention
- 4) Jurisdiction and the Elusive Status Offender: A Comparison of Involvement in Delinquent Behavior and Status Offenses
- 5) Profile of American Youth: A Statistical Sourcebook
- 6) An Assessment of Evaluations of Drug Abuse Prevention Programs
- 7) Religion and Delinquency
- 8) Estimating Church-Membership Rates for Geographical Areas

- 9) Child Abuse: A Contributing Factor to Delinquency
- 10) Juvenile Prostitution and Child Pornography
- 11) A Profile of the Juvenile Arsonist
- 12) The Genetic Aspects of Psychiatric Syndromes Relating to Antisocial Problems in Youth
- 13) Washington State's New Juvenile Code (5 Volumes)
- 14) Implementation Issues
- 15) Washington State's Juvenile Reform: Preventive Intervention and Social Control
- 16) Assessment of Evaluations of School-Based Delinquency Prevention Programs
- 17) Juvenile Delinquency Prevention: A Compendium of 36 Program Models
- 18) The Extent, Nature, and Prevention of Juvenile Arson
- 19) Alternative Education: Exploring the Delinquency Prevention Potential
- 20) Theory and Practice in Delinquency Prevention: An Empirical Investigation
- 21) Church Membership and Crime: The Impact of a Moral Community

National Assessment Center on the Juvenile Justice System

- 1) A Preliminary National Assessment of the Status Offender and the Juvenile Justice System
- 2) A Preliminary National Assessment of Child Abuse and Neglect and the Juvenile Justice System
- 3) A National Assessment of Serious Juvenile Crime and the Juvenile Justice System: The Need for a Rational Response (4 Volumes)
- 4) A National Assessment of Case Disposition and Classification in the Juvenile Justice System (3 Volumes)
- 5) Numbers and Characteristics of Juveniles Processed Through the Juvenile Justice System
- 6) Function and Impact of 24-Hour Juvenile Justice System Intake Units
- 7) A Preliminary National Assessment of Arson and the Juvenile Justice System

- 8) Guidelines for Juvenile Justice System That De-emphasize Less Serious Offenses
- 9) A Proposed Approach for Justice System of Minors Who Are Accused or Convicted of Committing Violent Crimes
- 10) Juvenile Justice System Disposition for Sexual Abuse and Exploitation of Juveniles
- 11) A Selected Comparison of the Child Abuse and Neglect Advisory Boards Draft Standards With Those of the NACJJDP.
- 12) Status Offenses and the Juvenile Justice System: Programs and Problems
- 13) Delinquency Prevention and Control Programs--How Well Does It Work? Review of Criminal Justice Evaluation
- 14) Juvenile Aversion Programs: A Status Report
- 15) A Preliminary Comparative Analysis of Selected Juvenile Aversion Programs
- 16) Job Opportunities for Delinquent Juveniles
- 17) Special Request Report for the Vice-President's Task Force on Youth Employment
- 18) Advocating for Services in the Juvenile Justice System
- 19) A Preliminary National Assessment of Rutgers University Evaluation of Rahway State Prison Juvenile Awareness Project Help (Scared Straight)
- 20) Background Paper for the Serious Juvenile Offender Initiative of OJJDP
- 21) Relative Costs of Removal or Separation of Juveniles from Adult Jails or Lockups
- 22) Costs of Crimes and Status Offenses Compared with Cost of Processing Suspects and Offenses in the Juvenile Justice System
- 23) Juvenile Justice System Achievements, Problems, and Opportunities
- 24) Juvenile Justice and Delinquency Prevention Profile
- 25) A Preliminary Assessment of the Numbers and Characteristics of Native Americans Under 18 Processed by Various Justice Systems
- 26) Juvenile Justice System Processing and Disposition of Juveniles With Special Problems

National Assessment Center on Alternatives to the Juvenile Justice System

- 1) Young Women and the Juvenile Justice Process: Implications for Alternative Programs
- 2) Legal Protections in the Diversion of Juveniles
- 3) Detention and Jailing of Juveniles in the U.S. in the Mid-1970's
- 4) Achievement Place: The Teaching-Family Treatment Model in a Group Home Setting
- 5) An Assessment of Police Diversion Programs
- 6) Self-Reported Delinquency: Implications for Alternative Programs
- 7) Wilderness/Adventure Programs for Juvenile Offenders
- 8) Deinstitutionalization of Status Offenders: Individual Outcome and System Effects
- 9) The State-of-the-Art of Alternatives to the Juvenile Justice System
- 10) Restitution in Juvenile Justice: Issues in the Evaluation and Application of the Concept.

Assessment Center for Integrated Data Analysis

- 1) Juvenile Delinquency in America: A Comprehensive View
- 2) Children as Victims
- 3) Changing Perspective on the Role of the Juvenile Court
- 4) Children's Legal Rights
- 5) The Grapevine Survey
- 6) Data Display--Graphical and Tabular: How and Why?
- 7) Design Outline for Juvenile Justice and Delinquency Prevention Information System and Clearinghouse
- 8) Dealing With Delinquency
- 9) Information Needs in Juvenile Justice: Report on Survey of State Juvenile Advisory Groups
- 10) The Serious Juvenile Offender

As part of their third objective, to provide information for use in OJJDP planning and design of action programs, etc., the Assessment Centers have played a key role in supporting R&D projects. As an example, in FY 1980, the



University of Washington continued to provide extensive support in the development of the Violent Juvenile Offender Program. These support activities have been described in the first section of this report.

#### Clearinghouse

In the last quarter of FY 79, NIJJDP established a Juvenile Justice Clearinghouse through expansion of LEAA's National Criminal Justice Reference Service (NCJRS)--which is the main information dissemination arm of LEAA. This new component of NCJRS will serve as OJJDP's Juvenile Justice Clearinghouse (Contract J-LEAA-017-80). Originally jointly sponsored by NIJJDP and the Program Office of OJJDP (which includes the Special Emphasis Division and the Technical Assistance and Formula Grants Divisions), full responsibility for the Clearinghouse reverted to NIJJDP in FY 1980.

Prior to creation of this juvenile justice unit in NCJRS, it had provided limited information dissemination services to the juvenile justice community (mainly to the JJS itself). These services were supported under LEAA's maintenance-of-effort requirements.\* In order fully to meet its legislative requirement, NIJJDP has found it necessary to establish its own clearinghouse entity.

This mandate is given to NIJJDP in Section 242 of the JJDP Act, which authorizes it to "serve as a clearinghouse and information center for the preparation, publication, and dissemination of all information regarding juvenile delinquency...." After considering other alternative ways of meeting this important mandate, NIJJDP has decided to expand, on an experimental basis, NCJRS' operations.

The main objectives of this expanded NCJRS activity are: 1) expansion of the NCJRS audience in an effort to provide useful information to those most directly involved in implementing the JJDP Act (particularly practitioners involved in delinquency prevention and development of community-based alternatives to traditional JJS processing); 2) enhancement of the quality and depth of NCJRS responses to information requests (through careful analysis); and 3) provision of direct support of OJJDP and its grantees and contractors in their program development efforts.

Specific services to be provided by NCJRS include the following:

- 1) information support to OJJDP;
- 2) detailed and personalized responses to the priority user audience identified above;
- 3) establishment of a toll-free telephone line (800-638-8736) for easy access by the user audience (primarily intended for the private, nonprofit youth worker community);

\*The JJDP Act requires (Sec. 520) that, in addition to funds appropriated under it, LEAA maintain from its total appropriation, each fiscal year, at least 19.15 percent for juvenile delinquency programs.

- 4) assistance to NIJJDP/OJJDP in the preparation of reports for publication;
- 5) creation and dissemination of special publications (information packages) through rewriting and tailoring reports and information for specialized audiences (as identified above); and
- 6) act as referral service in relation to other clearinghouses, thereby establishing a network of information dissemination activity.

Continuation funding was provided for the Assessment Centers during FY 80 (80-12, 80-13, 80-14, and 80-16). As noted above, continuing support was also provided for the Clearinghouse.

### III. TRAINING DEVELOPMENT AND IMPLEMENTATION

We are pleased to report that FY 79 marked the completion of NIJJDP's preparation for carrying out the kind of broad juvenile justice training contemplated by the Congress and set forth in Sections 244 and 248-50 of the JJDP Act.

It has been our aim to establish a Juvenile Justice Training Resource Center similar to that described in Secs. 248-50 of the Act, once we have organized a sufficient basis for effective training and curriculum development.

Before providing a description of the Training and Resource Center, training activities sponsored by NIJJDP through FY 79 are briefly described below.

Since its establishment, NIJJDP has provided support for a major training program conducted by the National Council of Juvenile and Family Court Judges (NCJFCJ). It is focused on improving the operations of the JJS (particularly juvenile courts) through provision of "basic training" in juvenile justice for juvenile court judges, other court-related personnel, and other juvenile justice system personnel. This is accomplished mainly by an annual series of courses provided through NCJFCJ's National College of Juvenile Justice. Continuation funding was provided for this project during FY 80 (80-15).

A second training program (80-02) supported by NIJJDP (since FY 76) is Project READ. It consists of provision of training for educators in methods of teaching youth how to read. Early in this project such training was provided for educators within juvenile correctional institutions. In FY 78 the project was refocused on educators working primarily with youth in community-based alternative programs. Through its own program of research, the project has demonstrated remarkable improvement in reading ability among those youths in literacy programs it helped develop.

In FY 1978, NIJJDP funded a program of four delinquency prevention training projects which were focused on 1) development of community organization-related skills in delinquency prevention programming, 2) encouragement of youth participation in prevention program development, 3) manager-oriented evaluation, and 4) law-related education. All these projects have been successfully completed.

In FY 1978 NIJJDP sponsored a training program focused on deinstitutionalization of training schools. It was based on the results of the seven-year evaluation of the Massachusetts reform efforts. The major aims of this training effort were two-fold: 1) to disseminate the results of the earlier

evaluation; and 2) to assist other states either moving toward or considering deinstitutionalization of other large juvenile training schools. This latter objective involved informing interested states as to what issues and problems they might face in such an effort and informing them of how Massachusetts had dealt with these areas.

Another training project funded during FY 79 was aimed at strengthening deinstitutionalization efforts across the country. Conducted by The Villages, the purpose of this project (79-2) is to provide a series of training workshops in child care and management for professional, para-professional and non-professional personnel who work with status offender, dependent, neglected, pre-delinquent, and delinquent juveniles. The focus of the training is on alternatives to incarceration. It consists of two components: workshops for child care workers in alternative facilities; and workshops for state officials having responsibility for accomplishing deinstitutionalization of status offender, delinquent, dependent, and neglected youth. There will be a total of 12 workshops, each of five days duration. A total of 184 child care workers will receive training through eight workshops (23-25 per workshop); 100 State officials will participate in the remaining four workshops. The main problem which this project will address is that of deinstitutionalization of the above types of youth. It is designed to provide the necessary training for persons directly involved in deinstitutionalization efforts in order to facilitate accomplishing this priority mandate of the JJDP Act.

Law-Related Education (LRE). The NIJJDP/LRE effort is a school- and community-targeted approach to the prevention and deterrence of delinquency. Congress has defined law-related education as "education about the law, the legal process and legal system, and the fundamental principles and values on which these are based." Its purpose is to enable youth to become more informed, effective, and responsible participants in a society increasingly pervaded by the law.

NIJJDP's support of LRE has its origins in the 1977 JJDP Amendments which call for the training of "persons associated with law-related education programs." In response to this charge, we funded in 1978 a coordinated effort among six national organizations to expand the teaching of LRE to young people in school- and community-based programs throughout the country. Special emphasis was placed on building the capabilities of educators, lawyers, juvenile justice personnel, and other community representatives to develop and deliver such programs.

The six projects are basically divided into two groups: One group (the American Bar Association, Children's Legal Rights Information and Training Program, and Phi Alpha Delta Law Fraternity International) services primarily a support, coordination, and facilitation function; the others (The Constitutional Rights Foundation, Law in a Free Society, and National Street Law Institute) provide training and technical assistance based upon their curriculum development and program implementation expertise. Highlights of the grantees' respective activities include the following:

American Bar Association (ABA) (79-6). The ABA serves a clearinghouse and coordinating function, conducting training, awareness, and leadership sessions, disseminating information, and mobilizing the support of bar associations, educational agencies, and other community groups. Its

activities include publication of a Community Involvement Handbook (available in early 1981) and a Futures Conference designed to prepare a long-range blueprint for LRE.

Children's Legal Rights Information and Training Program (CLR) (79-5). CLR provides legal training and technical assistance to professionals (such as juvenile justice and school personnel, social workers, health care workers, etc.) who provide services to juveniles and their families in the community. Their activities include training institutes, the Children's Legal Rights Journal, and a university course called "Child and the Law."

Phi Alpha Delta Law Fraternity International (PAD) (79-11) is a professional fraternity of law students and law school alumni members (lawyers, judges, professors, and government leaders). The Fraternity encourages its 90,000 members not only to participate in community and statewide LRE programs, but also to develop new working partnerships between lawyers and educators.

Constitutional Rights Foundation (CRF) (79-15). CRF is a community-based organization which has for 15 years carried forward a variety of activities designed to promote student skills in law and citizenship. It is conducting intensive activities in 10 states, has developed the student-prepared newspaper "Just-Us" and a series of five action curriculum mini-units designed to get students actively involved in the community, as well as an innovative peer and cross-age teaching program.

Law in a Free Society (LFS) (79-7). LFS, a project of the State Bar of California, has developed comprehensive materials for teaching basic legal concepts (such as authority, responsibility, property, and participation) from kindergarten through the twelfth grade. Working with 10 LRE centers throughout the country, the LFS program is designed to promote student knowledge and skills as well as a willingness to use democratic procedures for making decisions and managing conflict.

National Street Law Institute (NSLI) (79-4). The name of the National Street Law Institute suggests its overriding philosophy--to develop the basic knowledge, skills, and attitudes necessary to function effectively in our society. Addressed primarily to secondary school-aged youth, it covers such basic areas as family law, criminal justice, consumer law, and employment law. Working in dozens of sites throughout the country, its activities include a student mock trial competition and an innovative Pre-Trial Diversion Program.

Preliminary evaluation findings--under a separate grant (79-36 and 80-21) awarded to the Social Science Education Consortium and Center for Action Research in 1979 and 1980--indicate that the LRE program is meeting its objectives in schools and communities throughout the country. As a result, we will shortly be embarking upon a second phase of LRE support with emphases in the following areas:

- (1) Technical Assistance--to help both Phase I and Phase II sites institutionalize LRE in their education, juvenile justice, and community settings;

- (2) Training--to train LRE project directors, educators, attorneys, and other community personnel to conduct more effective state and local LRE activities;
- (3) Action Projects--to provide direct funding to state and local groups for the development and implementation of LRE activities;
- (4) Development of Materials--to provide new materials for use in LRE training and implementation programs;
- (5) Statewide Implementation--to build on the Phase I experience and delinquency prevention research to implement extensive collaborative efforts among the six grantees and three selected states;
- (6) Information Dissemination--to bring knowledge of available LRE program models, curricula, funding alternatives, and related information to representatives of school systems, juvenile justice agencies, and community organizations around the country; and
- (7) Coordination and Cooperation--to continue collaborative efforts among the grantees in instituting program activities at the national, state, and local levels.

Because the goals and objectives of LRE coincide with those of other OJJDP programs, and with mandates of such Federal agencies as the Departments of Education and Labor, we also hope to promote the coordination of resources and training among these programs and agencies during Phase II. Further information about the LRE program is included in a booklet, Alternatives to Apathy: Law-Related Education Programs for Young People, available from the American Bar Association (1155 East 60th Street, Chicago, Illinois 60637).

Senior Level Manager Training. Through two Interagency Agreements with the National Institute of Corrections, NIJJDP provided training to approximately 100 managers of public and private, not-for-profit juvenile justice programs. These training programs, conducted by the University of Pennsylvania and the University of Southern California, were well received, and the experience gained will serve as the basis for future NIJJDP efforts in the area of management training.

Juvenile Justice Training Resource Center (JJTRC). During FY 1980 NIJJDP virtually completed its plans for establishment of a JJTRC--as required by Secs. 248-50 of the JJDP Act.

These sections of the legislation call for an extremely comprehensive training activity--which includes all categories of personnel related to the administration of juvenile justice (including lay persons). We expect to launch in FY 81 a significant effort which in a few years can be expanded to approach the level of comprehensiveness the Congress expected.

NIJJDP's National Juvenile Justice Training Resource Center (which is expected to be operational by the middle of 1982) will serve as a clearinghouse and information center on training throughout the U.S. Its main services, following start-up in the first year, will be that of: 1) providing access to

existing training opportunities across the country for selected juvenile justice personnel; 2) developing of curricula materials; and 3) providing some support to existing training efforts in order to expand them and create a specific focus on priority mandates of the JJDP Act and OJJDP goals and objectives. Emphasis will be placed on making available descriptive information (where appropriate), including evaluative information, on existing training opportunities. A limited program of training in "advanced techniques" in juvenile justice focused on the priority mandates of the JJDP Act (e.g., deinstitutionalization and separation) is expected to be provided for a select group of key decisionmakers in the field. These will include the State Juvenile Delinquency Advisory Groups. The Center will be closely coordinated with other training-related activities sponsored by OJJDP through a consortium arrangement.

The first step toward establishing the JJTRC was taken in early 1980 with the initiation of a nationwide assessment of training resources. The assessment is being conducted under Contract J-LEAA-020-80 by Administration of Justice Services, Inc., and will result in the compilation of an initial data base of training resources which will be continually updated by the JJTRC as new information is acquired.

#### IV. STANDARDS DEVELOPMENT AND IMPLEMENTATION

We are quite pleased to have reached a major milestone in FY 1979: completion of our standards development work. To date, the standards activities of NIJJDP have concentrated primarily on supporting the development and review of juvenile justice standards by national organizations concerned with improving the juvenile justice system. The standards resulting from various efforts have generated considerable interest in and intensive debate over the future direction of the juvenile justice system in the United States. The major juvenile justice standards-development efforts include those developed by the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC), the National Advisory Committee on Criminal Justice Standards and Goals Task Force on Juvenile Justice and Delinquency Prevention (Task Force), the Institute of Judicial Administration/American Bar Association Joint Commission on Standards (IJA/ABA), the American Correctional Association Commission on Accreditation for Corrections (ACA), the American Medical Association Program To Improve Medical Care and Health Services in Correctional Institutions (AMA), and the National Council of Juvenile and Family Court Judges (NCJFCJ).

FY 81 Program Plan. The following is NIJJDP's tentative standards program for FY 81.

##### A. Prepare Summary Comparative Analysis of Juvenile Justice Standards

The preparation of this document is intended to provide clarification of the various positions adopted by the major standards development efforts vis-a-vis the major policy thrusts of the Juvenile Justice and Delinquency Prevention Act. This will be the first document which provides an analysis of the degree of convergence and divergence among the various standards with respect to legislatively

mandated policies and purposes contained in the JJDP Act. The NAC Standards will serve as the benchmark against which other standards will be compared. It is expected that specific, relevant standards provisions from all national sets of standards will be contained in this document. It should serve as a concise reference manual for those interested in examining the positions of major sets of standards on particular issues.

#### B. Establish a Standards Resource Center

The establishment of a Standards Resource Center reflects the need for a central repository for information on the state of the art of juvenile justice standards, their adoption, and their implementation. The Resource Center will serve a clearinghouse function, gathering and providing information to decisionmakers on the full range of available options. It will assist them in assessing the probability of successful implementation of standards based on the experience of other, possibly similar, jurisdictions and agencies and based on research findings and other sources. Information on "what works" is essential to the process of improving the juvenile justice system through the implementation of standards.

There will be three functional components of the Standards Resource Center, organized around executive, legislative, and judicial actions related to standards adoption and implementation. One will focus on identifying state and local efforts that have attempted to utilize standards in improving the effectiveness, efficiency, and fairness of their juvenile justice system or programs through administrative actions such as development or modification of licensing standards using recommended national standards. The second component will focus on state juvenile code revision and implementation efforts which reflect the principles of the JJDP Act and national standards. The third component will focus on the utilization of recommended standards in litigation of cases addressing critical issues in juvenile justice.

#### C. Initiate a Model Legislation Development Effort

Many of the reforms and improvements in the juvenile justice system have been the direct result of legislation. As evidenced by the JJDP Act, legislation can directly affect policy and procedures. Many states are in various stages of considering, debating, and legislating juvenile justice reforms, many under the rubric of "model legislation."

#### D. Special Projects

The NIJJDP will continue to support research and evaluation efforts that focus on implementation of innovative state legislation, policies, and programs that will provide new information which will inform the process of adoption and implementation of relevant standards.

FY 1980 Activities. In earlier sections of this report we discussed several research and evaluation projects that are closely related to the standards program work. These include the national parole study, assessments of new juvenile legislation implementation in California and Washington State, and the study of police guideline development. Continuation funding was provided for the IJA/ABA standards development work (79-25). Other related work has been noted above.

#### V. NIJJDP ADVISORY COMMITTEE

One of the Subcommittees of the National Advisory Committee for Juvenile Justice and Delinquency Prevention serves as the Advisory Committee to NIJJDP. The Subcommittee's role is outlined in Sections 208 and 245 of the JJDP Act. The Subcommittee's mandate is essentially stated as: "...advise, consult with, and make recommendations to the Associate Administrator concerning the overall policy and operations of the Institute."

The Subcommittee's FY 80 Workplan included several objectives for the reporting period, which can be divided into three general areas of concentrations: Administrative Concerns, Research and Program Development, and Public Information and Education.

Under the first category, the Subcommittee efforts were directed toward monitoring the problem of understaffing within NIJJDP and the coordination of NIJJDP activities with the establishment of the National Institute of Justice.

In the areas of Research and Program Development, the Subcommittee objectives included making recommendations and monitoring the NIJJDP Training Program, assessing the report of the School Crime Evaluation Team and other reports, working with the Standards Subcommittee of the NAC to focus on the ability of NIJJDP to incorporate standards into the Clearinghouse and training functions, and reviewing and assessing any new research findings that appear to contradict previous findings or apparently have important policy implications concerning juvenile justice.

Within Information and Public Education, the Subcommittee is concerned with advising NIJJDP on information dissemination and Clearinghouse functions, as well as the incorporation of the standards into the Clearinghouse function and the National Assessment Center Program.

Since the Subcommittee meets at least four times a year, and covers a spectrum of issues at those times, an impressive number of recommendations are made to and about NIJJDP. A summary of those recommendations follows, divided into the three general subject areas already described.

#### Administrative Concerns

Since reauthorization of the JJDP Act was a key issue for the entire National Advisory Committee during the reporting period, the Subcommittee devoted a portion of its time to discussing it in relation to NIJJDP. Among recommendations on reauthorization made by the Subcommittee were the following:

- The NAC recommends that NIJJDP remain in the Office of Juvenile Justice and Delinquency Prevention. And further,
- In order not to diminish NIJJDP's Program Development mandate, the NAC recommends that reauthorization of the JJDP Act maintain the integrity of research functions of NIJJDP by retaining its authority to conduct basic research.

Other recommendations made in the area of Administrative Concerns are:

- "The Chair of the NAC shall designate a Subcommittee of not less than five members to serve together with the Director of the National Institute of Corrections and the Director of the National Institute of Justice as members of an advisory committee for the National Institute..."
- At the request of the Committee to Advise the Institute, the full NAC urges the Associate Administrator of OJJDP to designate the Director of NIJJDP as his representative to serve on: (1) The National Institute of Justice Advisory Board established by Section 204(a) of the Justice System Improvement Act; (2) The Bureau of Justice Statistics Advisory Board established by Section 304(a) of the Justice System Improvement Act; (3) The National Institute of Corrections Advisory Board.

#### Research/Program Development

Much of the subcommittee's work with NIJJDP falls into this category. Recommendations made during the reporting period concerning Research and Program Development follow.

- The Subcommittee on the Institute shall review and assess new research findings which apparently have important policy implications concerning juvenile justice.

A major portion of the Subcommittee's efforts went into discussing the publication Beyond Probation by Dr. Charles Murray and Mr. Louis Cox, and their latest research on the Unified Delinquency Intervention Services (UDIS). Working with the Director of NIJJDP, the Subcommittee endeavored to set up a public symposium on the research, utilizing testimony by experts in the field and other forms of analysis.

One of the first motions made during the reporting period concerning the recent UDIS research was:

- The NAC is concerned about the apparent conflict between the findings of the UDIS study and other relevant research results regarding institutional confinement of delinquent youth.

The NAC is concerned about the interpretations that have resulted from the UDIS study--particularly the alleged findings that confinement of delinquents is more successful than other alternative sanctions and rehabilitative efforts.

The NAC is further concerned that findings of the UDIS have been represented in the media as being in conflict with Federal juvenile justice policy and provisions of the JJDP Act.

Therefore, the NAC plans to conduct a symposium designed to analyze the UDIS findings and other findings from reputable research. This symposium will be conducted in a manner that will enable the Institute Subcommittee to formulate a position to be presented to the full NAC that is based upon the informed testimony of experts. The symposium will be conducted with the advice and consent of OJJDP.

The NAC strongly supports the current efforts of the Department of Justice and OJJDP to reduce the use of inappropriate confinement of children and youth.

The Subcommittee, after much discussion on the issue, decided to request NIJJDP to assume responsibility for obtaining raw data from the UDIS Research and sponsoring a reanalysis of those data to be conducted by a skilled statistician and a juvenile justice policy practitioner. Following that decision, the Director advised the Subcommittee the data were accessible to NIJJDP, although they would not "belong" to the Institute. He advised the Subcommittee that Dr. Robert Burton of Applied Management Sciences had agreed to do the reanalysis. Four objectives were drawn up for use by Dr. Burton:

1. To assess the validity of the analysis, findings, and conclusions of the study;
2. To develop and test alternative statistical analytical approaches;
3. To develop closer links between the analytical conclusions and the policy recommendations; and,
4. To identify research and program evaluation issues that should be considered in the future.

The Subcommittee then put forth a recommendation stating its plans to hold a special meeting of the Subcommittee to discuss the results of the reanalysis. At the close of the reporting period, the Subcommittee and NIJJDP were anticipating holding, in early November, the special meeting described above.

Another key issue the Subcommittee focused on was the so-called "Scared Straight"-type aversion programs. Early in the reporting period the Subcommittee determined it would look at such programs in light of new research findings that appeared to contradict previous findings.

The Subcommittee discussed lawsuits filed during the reporting period by nine of the teenaged actors in the film "Scared Straight," and agreed to review a new study on the Rahway Juvenile Awareness Program by Dr. Sidney Langer of Kean State College in Union, New Jersey. The Subcommittee also considered an evaluation prepared by David J. Berkman and Charles P. Smith of the National Juvenile Justice System Assessment Center (NJJSAC) and other research reviews. Following those reviews, the Subcommittee passed the following recommendations:

- Whereas the NAC resolved on May 17, 1979, that it opposes any immediate legislative or programmatic replication of the highly publicized program dramatized on TV in the film "Scared Straight," preliminary research findings questioning the validity of the reputed success of this program raise sufficient doubts as to require the NAC to adopt a public position opposing the immediate development or replication of the specific program depicted in "Scared Straight" pending further information and inquiry regarding the violation of juvenile rights, possible psychological abuse and due process issues raised by this program.

Following their reaffirmation of that position, the Subcommittee added:

- Be it further resolved that, although the NAC is not opposed to "aversion" programs offered by prison inmates or other convicted offenders throughout the United States, it does oppose, for ethical and humanitarian reasons, the replication of any program using the techniques portrayed in the film "Scared Straight" that are patently abusive and degrading; i.e., abusive language, threats, ridicule, etc., to the individual participants involved.

The Subcommittee went on to study an updated report on aversion programs which were assessed by David J. Berkman and Steve R. Pearson (NJJSAC) and reported to the full Committee two recommendations which were adopted as the public position of the NAC.

- Whereas preliminary research and evaluation findings on aversion programs cannot adequately determine either their potential for success as a prevention and treatment program for youth, or their potential for evoking psychological harm to the participants, the NAC adopts a public position of conditional support for aversion programs, pending further information and inquiry. In doing so, the NAC fully recognizes the merit and value of many time-tested prevention and treatment programs for juveniles sponsored by offenders and ex-offenders. And, therefore, the NAC is not opposed to aversion programs offered by prison inmates or other convicted persons through the United States. The NAC does oppose, for ethical and humanitarian reasons, aversion programs that violate juvenile rights, due process procedures, or utilize techniques that are patently abusive, threatening or degrading to the individual participants involved.
- Whereas the NAC Executive Committee supports the reauthorization proposal in Senate Bill S. 2441, which calls for a "detailed evaluation of the Rahway Juvenile Awareness Project, the so-called 'Scared Straight' program or other similar programs, no later than June 30, 1981;" be it resolved that the NAC supports the intent of this proposal with an extension of the time stated for completion of the report to a more realistic date.

Other recommendations from the Subcommittee concerned with Research and Program Development follow.

#### OJJDP Program Plan

The Subcommittee commented extensively on the OJJDP FY 81 Program Plan, focusing on those issues of special concern to NIJJDP. A summary of their discussion and conclusions follows:

- Quality research is needed to determine the status and impact of citizen involvement (volunteers) within the juvenile justice system.
- Research is needed in the area of serving children and families in their homes.
- A Special Emphasis effort might be initiated in the area of youth involvement in the JJDP Act's mandates. Access to JJDP Act funds by such groups has been extremely limited.
- Research should be done on the reasons for the differential rate of detention for minority youth who are accused or adjudicated delinquent.
- Consideration should be given to centralization of data systems and information dissemination functions of several Federal agencies.
- Information needs to be gathered by NIJJDP on the reasons for overcrowding in juvenile institutions.
- Research is needed to explain the significant differences among states in the rate of detention and institutionalization.
- Citizen involvement in the programs of incarcerated and institutionalized youth is needed, possibly in the form of a special initiative.
- Linkages between the educational system and the juvenile justice system need to be developed.
- A research project on the effect of the electronic media on the public's attitude toward juveniles in the juvenile justice system needs to be approached.
- It should be determined what steps can be taken to bring about a high quality of training for youth workers and counselors.
- Research may be needed to explore the effects of the changing family structure on juveniles. (For example, the decrease in the number of adults in American homes over the past 50 years.)

#### Assessment Centers

The Subcommittee began an evaluation of the Assessment Center Program during the reporting period, starting with the National Juvenile Justice System Assessment Center (NJJSAC) in Sacramento, and the National Center for the Assessment of Delinquent Behavior and Its Prevention (NCADBIP). Future plans

include looking at the other ACP participants and their work. The Subcommittee attempted to learn as much as possible about the functions of the Centers in order to establish a procedure for their utilization as a resource for the NAC.

In the recommendations that came out of the Subcommittee's discussion on the ACP, it was decided that the Associate Administrator of OJJDP would be asked to allow the Subcommittee to participate in the OJJDP Task Group established to assess the Assessment Centers. Other decisions included the agreement that the NAC would receive a draft of all Assessment Center reports as soon as possible after completion; that requests for information will go from the NAC, through NCJRS, and to the Assessment Centers; that the NAC consider findings and recommendations of all the assessment centers' reports during their own program planning; and that Assessment Center personnel be asked to discuss appropriate subjects with the NAC.

#### Information/Education

In this category, the Subcommittee covered three major topics: their role in working with the Standards Subcommittee and the NIJJDP Clearinghouse; the dissemination of information through the National Criminal Justice Reference Service (NCJRS); and the Juvenile Justice Training Resource Center.

The Subcommittee determined that, since there is some natural "overlapping" of the duties of their group and the Standards Subcommittee, it was agreed that, while cooperating fully with the Standards Subcommittee, the role of the Institute Subcommittee would be limited to working with NIJJDP to incorporate the NAC Standards into the Training Center and Clearinghouse functions.

#### Training

- Whereas, the National Institute has a specific legislative mandate to carry out a training function, as stated in Sections 224, 248, 249, and 250 of the JJDP Act; and, the Institute committed less than 10 percent of its fiscal resources to its training mandate; and, the Institute has produced a significant body of knowledge and research; therefore, be it resolved that the NAC recommends to the Administrator of OJJDP that NIJJDP make its training functions a greater priority in the FY 81 Program Plan and expend a minimum of 20 percent of its resources in this area of responsibility. And further, in order to ensure an effective and high quality level of such training, that the FY 81 Training Workplan reflect the priorities of the Office and that adequate staff be allocated to effect this recommendation.

At the same time, the Subcommittee (in a motion not for adoption by the full NAC) endorsed the Draft NIJJDP Training Workplan for 1980.

Toward the close of the reporting period, the Subcommittee was told that the Juvenile Justice Training Resource Center (JJTRC) would be considered a top priority for FY 81 by Mr. Schwartz.

#### Upcoming Concerns

The Subcommittee will be covering many of the same subjects in the next reporting period, since such topics as the Training Center, the Clearinghouse, the research on the Assessment Centers, standards implementation through NIJJDP, UDIS Research and staffing of the Institute will still be "active" issues for some time. Looking to the future, the Subcommittee made several suggestions to the Director concerning conferences to be convened within the next year. A partial list, not arranged in order of any suggested priority, follows:

- Juvenile Exploitation. (Sexual exploitation, abuse, and child prostitution.)
- Child Abuse and Its Implications to the Area of Juvenile Justice. (This could include foster care as the alternative traditionally used to deal with the problem.)
- The State of the Art of Prevention.
- Obstacles to Closing Larger Institutions and How They Can Be Overcome.
- Alternative Programs for Rural Populations. (Specifically, Native American Reservations and how local juvenile justice people can facilitate concentration of effort in their areas.)
- Developing a Comprehensive Strategy for a National Youth Policy.
- National Training Conference for Youth Members of SAG's.
- Youth Participation in Carrying Out Mandates of the JJDP Act.
- The Native American and the Juvenile Justice System.

#### VI. RECOMMENDATIONS

Numerous recommendations for future research, demonstration, training, and evaluation programs are contained in previous sections of this report. These are not reiterated here because of the mechanisms that have been put in place for development of more detailed recommendations.

During FY 1981 the results of NIJJDP-sponsored work will be shared with outside organizations and individuals for their consideration. Simultaneously, OJJDP staff will be considering the program development implications of the results of NIJJDP activities to date, in the course of developing OJJDP's tentative FY 81 program plan.

APPENDIX AFY 75

APPENDIX A  
Awards--FY 75 Through FY 79

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
1. University of Michigan (National Assessment of Juvenile Corrections)	75-NI-99-0010	\$791,057
2. Institute for Juvenile Research (Delinquency in American Society)	75-NI-99-0013	\$358,342
3. Bowling Green State University (Impact of the Legal Process and Formal Legal Sanctions on Juvenile Delinquents)	75-NI-99-0031 76-NI-99-0050	\$146,710
4. Boston University (NEP - An Assessment of Youth Services Bureau - Phase I)	75-NI-99-0041	\$245,535
5. National Council of Juvenile Court (Juvenile Information Systems Requirements Analysis - Phase I)	75-NI-99-0072	\$124,291
6. University of Minnesota (Phase I Assessment: Topic Areas of Diversion and Alternatives to Incarceration)	75-NI-99-0081	\$306,178
7. Ohio State University (Prevention of Juvenile Delinquency Phase I - NEP)	75-NI-99-0089	\$143,387
8. University of Southern California (Development of an Evaluation Plan for the Status Offender Project)	75-NI-99-0092	\$ 57,455
9. Institute of Judicial Administration (Juvenile Justice Standards)	75-NI-99-0101	\$347,664
10. Hudson Institute (Long-Range Planning and Law Enforcement Project)	75-NI-99-0107	\$100,000
11. University of Chicago (NEP - Assessment of Detention of Juveniles and of Alternatives to Its Use)	75-NI-99-0112	\$157,385



FY 76

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
1. Portland State University (Development of an Evaluation Plan for Diversion)	76-NI-99-0020	\$109,168
2. University of Chicago (Split funding)* (Evaluation of Illinois Status Offender Program)	76-NI-99-0048	\$ 51,617
3. The University of Delaware (Split funding) (Evaluation of the Delaware Status Offender Project)	76-NI-99-0049	\$ 68,783
4. Bowling Green State University (Impact of the Legal Process and Formal Legal Sanctions of Juvenile Delinquents)	76-NI-99-0050	\$ 84,825
5. Council for Educational Development and Research, Inc. (School Violence - Building an R&D Agenda - Conference)	76-NI-99-0051	\$ 5,000
6. President & Fellows of Harvard College (Youth Gang Violence)	76-NI-99-0057	\$ 72,000
7. Stanford Research Institute (Evaluation of Alameda County Status Offender Project)	76-NI-99-0072	\$225,000
8. Robert Rubel, Visiting Fellow (Historical Trends of School Crime and Violence)	76-NI-99-0077	\$ 42,065
9. Council of State Governments (Development of Compliance Criteria for Juvenile Facilities)	76-NI-99-0080	\$ 49,584

\*Split funding" means two appropriation sources. Early in its history, NIJJDP was supported largely by funds from the Omnibus Crime Control Act (which created LEAA)--before appropriations were made under the JJDP Act. Then we sparingly used Crime Control Act moneys in projects where identifiable data were collected, because this legislation provided immunity to researchers. The JJDP Act was amended in 1977 to incorporate the same provision. In the interim NIJJDP combined fund sources for this reason.

FY 76 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
10. Oregon Research Institute (Juvenile Status Offender Proposal)	76-NI-99-0082	\$80,000
11. University of Arizona (Evaluation of Status Offender Project, Pima County, Arizona)	79-NI-99-0086	\$265,000
12. University of Pennsylvania (Offender Careers and Restraint: Probabilities and Policy Implications)	76-NI-99-0089	\$78,875
13. National Council of Juvenile Court Judges (Juvenile Information System Requirements Analysis - Phase II)	76-NI-99-0106	\$128,721
14. President and Fellows, Harvard College (Cohort Analysis)	76-NI-99-0131	\$305,109
15. Creighton University (Split funding) (The Link Between Learning Disabilities and Juvenile Delinquency: An Incidence Study and Evaluation of a Remediation Program)	76-NI-99-0133	\$298,110
16. Rutgers University (The Limits of Heterogeneity)	76-NI-99-0134	\$193,753
17. University of Pennsylvania (Split funding) (Evaluation of Youth Services Center)	76-NI-99-0132	\$119,369
18. ABT Associates, Inc. (Assessment Report and Evaluation Feasibility Study of Pennsylvania Reintegrating Offenders Project for Youth)	Contract No. J-LEAA-029-76	\$23,163

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
19. University of Michigan (National Assessment of Juvenile Corrections Project)	76-JN-99-0001	\$350,000
20. Research for Better Schools, Inc. (Planning Technical Assistance to Reduce School Violence)	76-JN-99-0002	\$117,913
21. President and Fellows of Harvard College (Cohort Analysis)	76-JN-99-0003	\$244,478
22. Institute for Juvenile Research (Delinquency in American Society)	76-JN-99-0004	\$305,885
23. University of Pennsylvania (Split funding) (Evaluation of Youth Services Center)	76-JN-99-0005	\$135,576
24. National Center for Juvenile Justice (Collection, Analysis and Dissemination of Information Relevant to Juvenile Justice)	76-JN-99-0006	\$256,481
25. Rand Corporation (Survey of Intervention Techniques Appropriate for the Dangerous Juvenile Offender)	76-JN-99-0007	\$112,063
26. University of Iowa (Predicting Adult Careers from Juvenile Careers)	76-JN-99-0008 76-JN-99-1005	\$154,360
27. American Institutes for Research (A Survey of Current Theory & Practice: Learning Disabilities as Cause of Delinquent Behavior)	76-JN-99-0009	\$89,700

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
28. Arkansas Rehabilitation Research and Training Center (Evaluation of Arkansas Status Offender Project)	76-JN-99-0010 76-JN-99-1001	\$169,221
29. University of Chicago (Evaluation of Illinois Status Offender Program)	76-JN-99-0011	\$174,380
30. The University of Delaware (Split funding) (Evaluation of Delaware Status Offender Project)	76-JN-99-0012	\$103,427
31. Technology Institute, Inc. (Evaluation of South Carolina Status Offender Program)	76-JN-99-0013 76-JN-99-1002	\$224,970
32. University of Southern California (Evaluation of National Status Offender Program)	76-JN-99-0014 76-JN-99-1004	\$445,285
33. University of Connecticut (Evaluation of Connecticut Status Offender Program)	76-JN-99-0015 76-JN-99-1003	\$211,638
34. National Council of Juvenile Court Judges (Juvenile Court Judges Training Program)	76-JN-99-0016	\$212,847
35. American Correction Association (Project READ)	76-JN-99-0017	\$210,303
36. Institute of Judicial Administration (Juvenile Justice Standards Project)	76-JN-99-0018 76-JN-99-0018(S-1)	\$92,964 \$82,969

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
37. Boy Scouts of America (Exploring Law Enforcement and Allied Careers)	76-JN-99-0019	\$31,000
38. Association for Children with Learning Disabilities (Research and Demonstration Program: Investigating the Link Between Learning Disabilities and Juvenile Delinquency)	76-JN-99-0021	\$769,024
39. Creighton University (The Link Between Learning Disabilities and Juvenile Delinquency: An Incidence Study and Evaluation of A Remediation Program)	76-JN-99-0022	\$510,000
40. Pennsylvania Governor's Justice Commission (Youth Services Center)	76-JN-99-0023	\$351,148
41. Hahnemann Medical College & Hospital (High Risk Early Behavior for Delinquency)	76-JN-99-0024	\$204,117

FY 77

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
1. The Police Foundation (Assessing Police Juvenile Units)	77-NI-99-0002	\$160,907
2. Institute of Policy Analysis (Juvenile Restitution Evaluation)	77-NI-99-0005	\$472,697
3. University of Pennsylvania (Split funding) (Delinquency in a Birth Cohort - II)	77-NI-99-0006	\$110,000
4. Allen F. Breed, Visiting Fellow (Participant Observer for Coordinating Council)	77-NI-99-0007	\$ 67,851
5. National Council on Crime and Delinquency (Split funding) (National Evaluation of Delinquency Prevention Projects)	77-NI-99-0008	\$200,000
6. American Justice Institute (Split funding) (Center for the Assessment of Juvenile Justice System)	77-NI-99-0009	\$ 97,472
7. Behavioral Research Institute (Split funding) (National Evaluation of Diversion Projects)	77-NI-99-0011	\$200,000
8. Social Action Research Center (Umbrella Evaluation of the Schools Initiative)	77-NI-99-0012	\$525,320
9. Ruth Horowitz, Visiting Fellow (Delinquency and the Gang)	77-NI-99-0066	\$ 7,251
10. University of Chicago (Center for Assessment of Alternatives to Juvenile Justice System Processing)	77-JN-99-0002	\$331,085
11. National Council on Crime and Delinquency (Coordinating Assessment Center)	77-JN-99-0004	\$376,148

## FY 77 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
12. Institute for Juvenile Research (Delinquency in Illinois Society)	77-JN-99-0005	\$268,629
13. University of Pennsylvania (Split funding) (Delinquency in a Birth Cohort - II)	77-JN-99-0006	\$290,986
14. National Council on Crime and Delinquency (Split funding) (National Evaluation of Delinquency Prevention Projects)	77-JN-99-0007	\$493,777
15. American Justice Institute (Split funding) (Center for the Assessment of the Juvenile Justice System)	77-JN-99-0008	\$502,389
16. Behavioral Research Institute (Split funding) (National Evaluation Diversion Projects)	77-JN-99-0009	\$274,327
17. National Council of Juvenile Court Judges (Juvenile Court Judges Training Program)	77-JN-99-0010	\$248,624
18. American Correctional Association (Project READ - II)	77-JN-99-0011	\$218,632
19. Institute of Policy Analysis (Juvenile Status Offender Evaluation)	77-JN-99-0013	\$ 60,636
20. Boston College Law School (Children's Hearings in Scotland)	77-JN-99-0014	\$ 69,162
21. University of Southern California (Utilization of Historical Juvenile Probation Records)	77-JN-99-0015	\$ 29,910
22. President and Fellows of Harvard College (Youth Gang Violence)	77-JN-99-0016	\$ 33,697

## FY 77 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
23. University of Washington (Center for Assessment of Delinquent Behavior and Its Prevention)	77-JN-99-0017	\$499,017
24. University of Southern California (National Evaluation of Deinstitutionalization of Status Offender Program)	77-JN-99-0018	\$460,000
25. University of Iowa (Assessing the Relationship of Adult Criminal Careers to Juvenile Careers)	77-JN-99-0019	\$128,442
26. Council of State Governments (The Interstate Placement of Children)	77-JN-99-0021	\$152,516
27. American Institutes for Research (Evaluation of the Arkansas Project for Deinstitutionalization of Status Offenders)	77-JN-99-0022	\$ 85,979

FY 78

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
1. Stanford Research Institute (Design of a Study To Assess the Impact of Income Maintenance on Delinquency)	78-JN-AX-0001	\$155,985
2. Institute of Judicial Administration (Juvenile Justice Standards Project)	78-JN-AX-0002	\$125,870
3. Behavioral Research Institute (The Dynamics of Delinquency and Drug Use)	78-JN-AX-0003	\$425,204
4. University of Chicago (Illinois Status Offender Services Evaluation: Alternatives to Detention Program)	78-JN-AX-0004	\$120,549
5. University of Chicago (Illinois Status Offender Services Evaluation: Alternatives to Detention Program)	78-JN-AX-0004(S-1)	\$ 68,845
6. University of Pennsylvania (Evaluation of Youth Services Center)	78-JN-AX-0005	\$ 89,557
7. Project READ (Project READ II - Prevention)	78-JN-AX-0006	\$467,760
8. American University (Study of Policy Implementation Re: Deinstitutionalization of Services for Delinquent Youth)	78-JN-AX-0007	\$155,760
9. Trustees of Boston University (Policymaking Relating to Police Handling of Juveniles)	78-JN-AX-0008	\$301,848
10. The Pennsylvania Child Advocate, Inc. (Systemic and Personalized Accountability to Indigent and Disenfranchised Children: A Pragmatic Litigation Vehicle for Legal Service Attorneys)	78-JN-AX-0009	\$ 16,437

## FY 78 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
11. Associates for Youth Development (Training for Delinquency Prevention)	78-JN-AX-0010	\$ 88,274
12. University of Delaware (Evaluation of Delaware Status Offender Project)	78-JN-AX-0011	\$ 52,759
13. Center for Human Services (Manager-Oriented Evaluation Training)	78-JN-AX-0012	\$178,542
14. Social Action Research Center (Training for Youth Participation in Program Development)	78-JN-AX-0013	\$192,033
15. American Institutes for Research (A Longitudinal Study: Deinstitutionalization of the Chronic Juvenile Offender)	78-JN-AX-0014	\$110,372
16. Constitutional Rights Foundation (National Juvenile Delinquency Prevention Training Project)	78-JN-AX-0015	\$175,776
17. Social Action Research Center (Umbrella Evaluation for School Crime Program: Phase II)	78-JN-AX-0016	\$1,372,756
18. National Council of Juvenile and Family Court Judges (Juvenile Information System Requirements)	78-JN-AX-0017	\$171,602
19. Blackstone Institute (Community Agencies Response to Delinquent Youths)	78-JN-AX-0018	\$192,682
20. Harvard University (Problem of Secure Care in a Community-Based Correctional System)	78-JN-AX-0019	\$343,898
21. University of Arizona (Evaluation of Status Offender Project Pima County)	78-JN-AX-0020	\$ 49,488

## FY 78 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
22. Marquette University (Residential Alternatives to Detention of Juveniles)	78-JN-AX-0021	\$ 99,883
23. Association for Children With Learning Disabilities (A Research & Demonstration Project To Investigate the Link Between Learning Disabilities & Juvenile Delinquency)	78-JN-AX-0022	\$492,060
24. Harvard University Center for Criminal Justice (Training Program: Implications of Deinstitutionalization)	78-JN-AX-0023	\$361,452
25. National Council of Juvenile & Family Court Judges (Juvenile Court Judges Training Program)	78-JN-AX-0024	\$242,912
26. Institute for Criminological Research (Limits of Heterogeneity)	78-JN-AX-0025	\$399,749
27. National District Attorneys Association (Juvenile Justice Standards Symposium)	78-JN-AX-0026	\$ 79,919
28. National Center for Juvenile Justice (National Uniform Juvenile Justice Reporting System)	78-JN-AX-0027	\$443,300
29. National Center for State Courts (Link Between Learning Disabilities & Juvenile Delinquency: An Incidence Study & Evaluation of a Remediation Program)	78-JN-AX-0028	\$1,098,332

## FY 78 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
30. Criminal Justice Research Center (The Use of Victimization Survey Data To Assess the Nature, Extent and Correlates of Serious Delinquent Behavior)	78-JN-AX-0029	\$279,013
31. D.C. Superior Court (Juvenile Justice Information & Management System)	78-JN-AX-0030	\$202,237
32. National Council on Crime & Delinquency (National Evaluation of Delinquency Prevention Projects)	78-JN-AX-0032	\$999,618
33. Hahneman Medical College (High Risk Behavior for Delinquency)	78-JN-AX-0033	\$247,143
34. University of Southern California (Implementation of New Juvenile Justice Legislation)	78-JN-AX-0034	\$481,739
35. University of Notre Dame (Youth Advocacy Development Program)	78-JN-AX-0035	\$295,974
36. National Center for State Courts (Study of Structural Characteristics, Policies & Operational Procedures in Metropolitan Juvenile Courts--Gault Revisited)	78-JN-AX-0036	\$727,998
37. Behavioral Research Institute (National Evaluation of Diversion Projects)	78-JN-AX-0037	\$561,336
38. Academy for Contemporary Problems (Major Issues in Juvenile Justice Information & Training Project)	78-JN-AX-0038	\$2,493,241
39. The URSA Institute (Evaluation of LEAA Family Violence Program)	78-MU-AX-0049(JN) 78-MU-AX-0049(NI)	\$897,461 \$100,000

## FY 78 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
40. Creighton University (Link Between Learning Disabilities & Juvenile Delinquency)	76-JN-99-0022(S-1)	\$198,605
41. University of Chicago (Center for the Assessment of Alternatives to Juvenile Justice System Processing)	77-JN-99-0002(S-1)	\$ 68,450
42. National Council on Crime & Delinquency (The Coordinating Assessment Center)	77-JN-99-0004(S-1)	\$ 81,810
43. American Justice Institute (Center for the Assessment of the Juvenile Justice System)	77-JN-99-0008(S-1)	\$150,238
44. Institute of Policy Analysis (Evaluation of Washington Deinstitutionalization of Status Offender Projects)	77-JN-99-0013(S-1)	\$ 28,383
45. University of Southern California (National Evaluation of DSO Program)	77-JN-99-0018(S-1)	\$100,304

FY 79

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
1. University of Pennsylvania (Delinquency in a Birth Cohort Phase Two)	79-JN-AX-0001	\$667,724
2. The Villages Incorporated (The Villages, Incorporated)	79-JN-AX-0002	\$358,342
3. Boston College Law School (The Children's Hearings in Scotland)	78-JN-AX-0003	\$ 83,027
4. National Street Law Institute (Delinquency Prevention and Youth Advocacy Through Street Law)	79-JN-AX-0004	\$603,412
5. Children's Legal Rights Information, Training Program (Children's Legal Rights Information and Training Program)	79-JN-AX-0005	\$ 80,737
6. American Bar Association (Education in Law and Juvenile Justice)	79-JN-AX-0006	\$742,385
7. State Bar of California (Law in a Free Society)	79-JN-AX-0007	\$567,202
8. University of Chicago (Survey of Children's Residential Institutions and Alternative Programs)	79-JN-AX-0008	\$994,665
9. Institute of Policy Analysis (National Evaluation of Juvenile Restitution Projects)	79-JN-AX-0009	\$702,847
10. University of Iowa (Assess Relationship of Adult Criminal Career to Juvenile Career)	79-JN-AX-0010	\$ 78,483
11. Phi Alpha Delta Law Fraternity International (National Program To Improve Juvenile Justice and Reduce Juvenile Delinquency)	79-JN-AX-0011	\$451,945



## FY 79 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
12. National Council on Crime and Delinquency (The Assessment Center for Integrated Data Analysis)	79-JN-AX-0012	\$214,288
13. American Justice Institute (Center for the Assessment of the Juvenile Justice System)	79-JN-AX-0013	\$400,000
14. University of Washington (Center for Assessment of Delinquent Behavior and Its Prevention)	79-JN-AX-0014	\$325,000
15. Constitutional Rights Foundation (National Juvenile Delinquency Prevention Training Project)	79-JN-AX-0015	\$551,509
16. National Council of Juvenile and Family Court Judges (Juvenile Court Judges Training Project)	79-JN-AX-0016	\$221,113
17. University of Delaware (Evaluation of Delaware Status Offender Project)	79-JN-AX-0017	\$ 31,167
18. University of Chicago (Center for Assessment of Alternatives to Juvenile Justice System Processing)	79-JN-AX-0018	\$325,391
19. Department of Mental Health and Development Disabilities (Transition to Junior High and the Deviance Process)	79-JN-AX-0019	\$257,327
20. American Institutes for Research (Continue Follow-Up Study to the UDIS Program Evaluation)	79-JN-AX-0020	\$ 26,434
21. Blackstone Institute (Community Agencies' Responses to Delinquent Youth)	79-JN-AX-0021	\$136,708

## FY 79 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
22. University of Wisconsin at Milwaukee (Teenager's Attitudes Towards Rape)	79-JN-AX-0022	\$177,700
23. President and Fellows of Harvard College (Secure Care in a Community-Based Correctional System)	79-JN-AX-0023	\$192,777
24. Aspira, Incorporated, of Pennsylvania (Choice of Non-Delinquent, Delinquent Careers Among Puerto Rican Youth)	79-JN-AX-0024	\$162,980
25. Institute of Judicial Administration (Juvenile Justice Standards Project - Revisions)	79-JN-AX-0025	\$142,190
26. University of Georgia (Evaluation: Deinstitutionalization of Status Offenders: Pima County)	79-JN-AX-0026	\$ 28,208
27. National Center for Juvenile Justice (Comparative Analysis of Juvenile and Family Codes)	79-JN-AX-0027	\$ 58,075
28. Institute of Policy Analysis (Assess Implementation and Impact of State Juvenile Justice Legislation, Related Programs)	79-JN-AX-0028	\$299,927
29. The URSA Institute (Juvenile Parole Research Project)	79-JN-AX-0029	\$199,985
30. Regents of the University of Michigan (Female Delinquency)	79-JN-AX-0030	\$135,352
31. Pacific Institute for Research and Evaluation (Evaluation of Denver Project New Pride Replication Program)	79-JN-AX-0031	\$299,945

FY 79 Continued

<u>PROJECT TITLE AND DESCRIPTION</u>	<u>GRANT NUMBER</u>	<u>AMOUNT AWARDED</u>
32. University City Science Center (Evaluation of Philadelphia Child Advocacy Unit)	79-JN-AX-0032	\$ 74,832
33. Boston College Law School (The Children's Hearing in Scotland)	79-JN-AX-0033	\$ 44,249
34. University of Denver (A Study of Juveniles in a Suburban Court)	79-JN-AX-0034	\$298,947
35. Coalition of Indians (American Indian Juvenile Delinquency Research Project)	79-JN-AX-0035	\$367,178
36. Social Science Foundation (Evaluation of Law-Related Education Programs)	79-JN-AX-0036	\$386,395
37. University of Chicago (Center for Assessment of Alternatives to Juvenile Justice System Processing)	77-JN-99-0022(S-2)	\$648,718
38. National Council on Crime and Delinquency (The Coordinating Assessment Center)	77-JN-99-0004(S-2)	\$565,988
39. American Justice Institute (Center for the Assessment of the Juvenile Justice System)	77-JN-99-0008(S-2)	\$938,591

APPENDIX B  
Awards--FY 80

FY 1980

1. Grant Number: 78-JN-AX-0003  
Award Amount: \$601,983  
Project Period: November 7, 1977, thru January 5, 1981  
Grant Recipient: Behavioral Research Institute  
2305 Canyon Boulevard  
Boulder, Colorado 80302  
  
Project Director: Delbert Elliott  
Project Title: The Dynamics of Delinquency and Drug Use
2. Grant Number: 78-JN-AX-0006  
Award Amount: \$717,336  
Project Period: December 15, 1977, thru June 30, 1981  
Grant Recipient: READ, Inc.  
Project READ  
P.O. Box 994  
Columbia, Maryland 21044  
  
Project Director: Janet Carsetti  
Project Title: Project READ II - Prevention
3. Grant Number: 78-JN-AX-0008  
Award Amount: \$501,848  
Project Period: April 1, 1978, thru September 29, 1981  
Grant Recipient: Boston University  
Center for Criminal Justice  
881 Commonwealth Avenue  
Boston, Massachusetts 02215  
  
Project Director: Bernard Gilman  
Project Title: Policy-Making Relating to Police Handling of Juveniles
4. Grant Number: 78-JN-AX-0016  
Award Amount: \$1,722,756  
Project Period: April 19, 1978, thru January 15, 1981  
Grant Recipient: Social Action Research Center  
18 Professional Ctr. Parkway  
San Rafael, California 94903  
  
Project Director: Joan Grant  
Project Title: Umbrella Evaluation for the Schools Initiative:  
Phase Two

5. Grant Number: 78-JN-AX-0017  
Award Amount: \$367,911  
Project Period: June 7, 1978, thru November 30, 1980  
Grant Recipient: National Council of Juvenile and Family Court Judges  
P.O. Box 8978  
Reno, Nevada 89507  
  
Project Director: Lawrence Boxerman  
Project Title: Juvenile Information System Requirements Analysis (JISRA) Phase 3
6. Grant Number: 78-JN-AX-0022  
Award Amount: \$567,561  
Project Period: October 1, 1978, thru December 31, 1980  
Grant Recipient: Association for Children with Learning Disabilities  
4156 Library Road  
Pittsburgh, Pennsylvania 15234  
  
Project Director: Dorothy Crawford  
Project Title: Investigating Link Between Learning Disability, Juvenile Delinquency
7. Grant Number: 78-JN-AX-0025  
Award Amount: \$557,686  
Project Period: August 1, 1978, thru June 30, 1981  
Grant Recipient: Rutgers College  
Institute for Criminological Research  
Department of Sociology  
New Brunswick, New Jersey 08903  
  
Project Director: Jackson Toby  
Project Title: The Limits of Heterogeneity
8. Grant Number: 78-JN-AX-0027  
Award Amount: \$938,017  
Project Period: April 1, 1978, thru July 11, 1981  
Grant Recipient: National Center for Juvenile Justice  
701 Forbes Avenue  
Pittsburgh, Pennsylvania 15219  
  
Project Director: Daniel O. Smith  
Project Title: National Uniform Juvenile Justice Reporting System

9. Grant Number: 78-JN-AX-0032  
Award Amount: \$1,207,922  
Project Period: November 1, 1978, thru April 30, 1981  
Grant Recipient: National Council on Crime & Delinquency  
Research Center  
411 Hackensack Avenue  
Hackensack, New Jersey 07601  
Project Director: Barry Krisberg  
Project Title: National Evaluation of Delinquency Prevention  
Projects
10. Grant Number: 78-JN-AX-0033  
Award Amount: \$386,768  
Project Period: October 12, 1978, thru October 11, 1981  
Grant Recipient: Hahnemann Medical College and Hospital  
Department of Mental Health Sciences  
230 North Broad Street  
Philadelphia, Pennsylvania 19102  
Project Director: George Spivack  
Project Title: High Risk Early School Behavior for Later  
Delinquency
11. Grant Number: 79-JN-AX-0009  
Award Amount: \$1,352,845  
Project Period: January 29, 1979, thru December 30, 1980  
Grant Recipient: Institute of Policy Analysis  
777 Eugene Street, Room 222  
Eugene, Oregon 97401  
Project Director: Peter R. Schneider  
Project Title: National Evaluation of Juvenile Restitution  
Projects
12. Grant Number: 79-JN-AX-0012  
Award Amount: \$420,741  
Project Period: March 9, 1979, thru April 30, 1981  
Grant Recipient: National Council on Crime and Delinquency  
411 Hackensack Avenue  
Hackensack, New Jersey 07601  
Project Director: James Garofalo  
Project Title: The Assessment Center for Integrated Data Analysis

13. Grant Number: 79-JN-AX-0013  
Award Amount: \$850,000  
Project Period: January 29, 1979, thru January 28, 1981  
Grant Recipient: American Justice Institute  
1007 Seventh Street  
Sacramento, California 95814  
Project Director: Charles P. Smith  
Project Title: Center for the Assessment of the Juvenile  
Justice System
14. Grant Number: 79-JN-AX-0014  
Award Amount: \$1,396,773  
Project Period: January 29, 1979, thru September 29, 1981  
Grant Recipient: University of Washington  
Center for Law and Justice  
Mail Stop JD-45  
Seattle, Washington 98195  
Project Director: Joseph G. Weis  
Project Title: Center for Assessment of Delinquent Behavior and  
Its Prevention
15. Grant Number: 79-JN-AX-0016  
Award Amount: \$496,113  
Project Period: April 1, 1979, thru March 31, 1981  
Grant Recipient: National Council of Juvenile and  
Family Court Judges  
P.O. Box 8978  
Reno, Nevada 89507  
Project Director: Louis W. McHardy  
Project Title: Juvenile Court Judges Training Project
16. Grant Number: 79-JN-AX-0018  
Award Amount: \$742,372  
Project Period: April 1, 1979, thru March 31, 1981  
Grant Recipient: University of Chicago  
School of Social Service Administration  
5801 South Ellis Avenue  
Chicago, Illinois 60637  
Project Director: Donnell M. Pappenfort  
Project Title: Center for Assessment of Alternatives to Juvenile  
Justice System Processing

17. Grant Number: 79-JN-AX-0024  
Award Amount: \$342,979  
Project Period: September 1, 1979, thru August 31, 1981  
Grant Recipient: ASPIRA, Inc. of Pennsylvania  
526 West Girard Avenue  
Philadelphia, Pennsylvania 19123  
Project Director: Emanuel Ortiz  
Project Title: Choice of Non-Delinquent, Delinquent Careers
18. Grant Number: 79-JN-AX-0025  
Award Amount: \$155,455  
Project Period: April 1, 1979, thru January 31, 1981  
Grant Recipient: Institute of Judicial Administration  
One Washington Square Village  
Suite One-A  
New York, New York 10012  
Project Director: David Gilman  
Project Title: Juvenile Justice Standards Project - Revisions
19. Grant Number: 79-JN-AX-0030  
Award Amount: \$274,256  
Project Period: September 24, 1979, thru September 23, 1981  
Grant Recipient: University of Michigan  
P.O. Box 1248  
Ann Arbor, Michigan 48109  
Project Director: Rosemary C. Sarri  
Project Title: Female Delinquency Multi-Level Analysis
20. Grant Number: 79-JN-AX-0031  
Award Amount: \$654,390  
Project Period: September 30, 1979, thru September 29, 1981  
Grant Recipient: Pacific Institute for Research and Evaluation  
3746 Mount Diablo Boulevard, Suite 200  
Lafayette, California 94549  
Project Director: Barbara West  
Project Title: Evaluation of Denver Project New Pride Replication Program

21. Grant Number: 79-JN-AX-0036  
Award Amount: \$786,293  
Project Period: October 1, 1979, thru September 29, 1981  
Grant Recipient: Social Science Education Consortium, Inc.  
855 Broadway  
Boulder, Colorado 80302  
Project Director: Mary Jane Turner  
Project Title: Evaluation of Law-Related Education Programs
22. Grant Number: 80-JN-AX-0001  
Award Amount: \$692,655  
Project Period: November 1, 1979, thru September 29, 1981  
Grant Recipient: New England Medical Center Hospital  
171 Harrison Avenue  
Boston, Massachusetts 02111  
Project Director: Jonathan Horowitz  
Project Title: Sexually Exploited Children: Research, Development Project
23. Grant Number: 80-JN-AX-0002  
Award Amount: \$252,588  
Project Period: January 1, 1980, thru December 31, 1981  
Grant Recipient: National Urban League, Incorporated  
500 East 62d Street  
New York, New York 10021  
Project Director: Gary Mendez  
Project Title: Study: School Discipline - Involvement in C/JJ System
24. Grant Number: 80-JN-AX-0003  
Award Amount: \$348,884  
Project Period: August 31, 1980, thru August 30, 1981  
Grant Recipient: American Institutes for Research  
1055 Thomas Jefferson Street, NW.  
Washington, D.C. 20007  
Project Director: Robert E. Crew  
Project Title: Evaluation of OJJDP Special Emphasis Youth Advocacy Program

25. Grant Number: 80-JN-AX-0004  
Award Amount: \$324,249  
Project Period: September 15, 1980, thru September 14, 1981  
Grant Recipient: The URSA Institute  
Pier One and One-Half  
San Francisco, California 94111  
Project Director: Jeffrey Fagan  
Project Title: National Evaluation of Family Violence Projects
26. Grant Number: 80-JN-AX-0005  
Award Amount: \$349,985  
Project Period: September 30, 1980, thru September 29, 1981  
Grant Recipient: Johns Hopkins University  
Center for Social Organization of Schools  
Charles and 34th Streets  
Baltimore, Maryland 21218  
Project Director: Gary D. Gottfredson  
Project Title: Evaluation of Programs for Delinquency Prevention  
Through Alternative Education
27. Grant Number: 80-JN-AX-0006  
Award Amount: \$396,057  
Project Period: September 30, 1980, thru September 29, 1981  
Grant Recipient: The URSA Institute  
Pier One and One-Half  
San Francisco, California 94111  
Project Director: Jeffrey Fagan  
Project Title: Evaluation of the Violent Juvenile Offender R&D  
Program
28. Grant Number: 80-JS-AX-0052  
Award Amount: \$821,478  
Project Period: September 30, 1981, thru December 31, 1981  
Grant Recipient: University of Washington  
Center for Law and Justice  
Mail Stop JD-45  
Seattle, Washington 98195  
Project Director: Joseph G. Weis  
Project Title: "Comprehensive Research and Development Project on  
Preventing Delinquency"

**END**