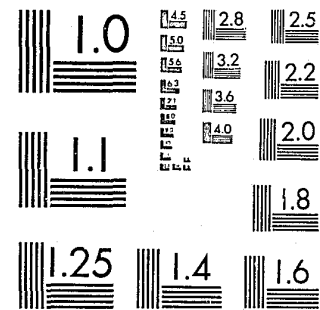


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FIRST ANNUAL REPORT  
OF THE  
NATIONAL ADVISORY COMMITTEE ON  
JUVENILE JUSTICE AND DELINQUENCY PREVENTION

NCJRS

OCT 6 1982

ACQUISITIONS

86365

TO: Richard W. Velde  
Administrator  
LEAA

I am pleased to submit this Report of the first-year activities of the National Advisory Committee on Juvenile Justice and Delinquency Prevention.

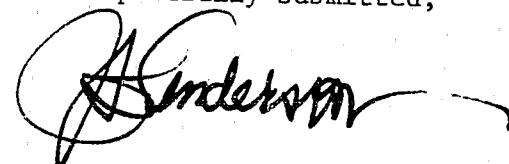
This Report describes the Advisory Committee's origins, objectives, and activities; its relationship to other recently created juvenile justice bodies; and its membership, role, and internal organization. In addition, the Report details the initial efforts of the Advisory Committee to address the major issues in the field of juvenile justice and delinquency prevention.

The Advisory Committee focused on developing national standards in the juvenile area; identifying research priorities for the National Institute for Juvenile Justice and Delinquency Prevention; coordinating appropriate Federal programs; implementing the general intent of the 1974 Act; and developing and refining its own organization and procedures. This Report contains Committee recommendations for the administration of juvenile justice and the prevention of delinquency, as statutorily required.

In the future, the Advisory Committee will work to facilitate information sharing, coordination, and involvement with States and localities, in order to guide the development of a larger national constituency and to forge new relationships with appropriate Federal, State, and local agencies.

Participating in the work of the Advisory Committee during its initial year has been an enlightening and rewarding experience for all involved. We appreciate the cooperation and welcome shown us by you, the members of the Coordinating Council on Juvenile Justice and Delinquency Prevention, and the staffs of the National Institute and the Office of Juvenile Justice and Delinquency Prevention.

Respectfully submitted,



J. D. Anderson  
Chairman  
National Advisory Committee

LIST OF COMMITTEE MEMBERS  
(Appointed by President Gerald R. Ford, March 19, 1975)

Chairman: J. D. Anderson, Omaha, Nebraska

For Terms of 3 Years

J. D. Anderson, Omaha, Nebraska  
Allen F. Breed, Lodi, California  
John Florez, Salt Lake City, Utah  
Albert Reiss, Jr., Woodbridge, Connecticut  
Cindy Ritter, Mound City, South Dakota  
Flora Rothman, Bayside, New York  
Bruce Stokes, Newark, Delaware

For Terms of 2 Years

William R. Bricker, Scarsdale, New York  
Richard C. Clement, Toms River, New Jersey  
Wilmer S. Cody, Birmingham, Alabama  
Robert Bradley Martin, Memphis, Tennessee  
Edwin Meese, III, Bonita, California  
George H. Mills, Hauula, Hawaii  
Wilfred W. Nuernberger, Lincoln, Nebraska

For Terms of 1 Year

C. Joseph Anderson, Terre Haute, Indiana  
Augustine Chris Baca, Albuquerque, New Mexico  
Alyce C. Gullattee, District of Columbia  
William P. Hogoboom, Pasadena, California  
A. V. Eric McFadden, Boston, Massachusetts  
Joan M. Kjer, Longview, Washington  
Michael W. Olson, Pittsburgh, Pennsylvania

Biographies of members appear as appendix E.

COMMITTEE SUPPORT STAFF

Designated Federal Representative:

Frederick P. Nader  
Deputy Assistant Administrator  
Office of Juvenile Justice and Delinquency Prevention  
U.S. Law Enforcement Assistance Administration (LEAA)

Staff:

Thomas Albrecht  
Law Enforcement Program Specialist  
Office of Juvenile Justice and Delinquency Prevention, LEAA

Richard Van Duizend  
Attorney-Advisor  
National Institute for Juvenile Justice and Delinquency Prevention

Marilyn Landon  
Staff Assistant  
National Institute for Juvenile Justice and Delinquency Prevention

Barbara Watson  
Staff Assistant  
Office of Juvenile Justice and Delinquency Prevention, LEAA

Contractor Support:

A. L. Nellum and Associates, Washington, D.C.

Bruce Petty  
Project Director

Rita Glazer  
Conference Coordinator

Joyce Hughes  
Secretary

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## EXECUTIVE SUMMARY

The National Advisory Committee has its origins in the 1974 Juvenile Justice and Delinquency Prevention Act, which also created LEAA's Office of Juvenile Justice and Delinquency Prevention and its research arm, the National Institute for Juvenile Justice and Delinquency Prevention. Charged with advising the LEAA Administrator and the new office on all Federal juvenile delinquency programs, the Advisory Committee's 21 members, appointed by the President, represent a wide range of personal and professional backgrounds. By law, seven Committee members must be younger than 26 years of age when appointed, thereby giving substantial representation to youth.

During its first year, the Advisory Committee established organizational and communications procedures, creating three major subcommittees: the Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice; the Advisory Committee for the National Institute for Juvenile Justice and Delinquency Prevention; and the Advisory Committee on the Concentration of Federal Effort. The last group works with the Coordinating Council on Juvenile Justice and Delinquency Prevention. Also created by the 1974 legislation, the Coordinating Council is composed of Cabinet-level representatives and their designees, and is responsible for coordinating all Federal programs in this area.

Among the major issues the Advisory Committee and its subcommittees considered during the first year were the following:

1. Developing a national policy and standards for juvenile justice and delinquency prevention;
2. Recommending research priorities for the National Institute;
3. Implementing the congressional intent of key provisions of the 1974 Act, such as deinstitutionalizing status offenders;
4. Identifying and coordinating the various programs, agencies, and other government units that address problems associated with juvenile delinquency and youth crime; and
5. Developing an appropriate organization, structure, and role for the Committee, and focusing on its relationships with other relevant agencies.

During its first year of operation, the National Advisory Council proposed recommendations that included the following:

1. Terms such as "juvenile delinquency" and "shelter facilities" should be uniformly defined by those working in the field;
2. Delinquency prevention should be as high a priority as juvenile justice efforts;
3. Congress should provide full funding for the 1974 Act, including funds for appropriate staffing of the National Advisory Committee and Coordinating Council. In addition funds for LEAA juvenile justice and delinquency prevention programs under the act should be maintained at 1972 levels as a minimum;
4. The U.S. Attorney General should participate in the work of the Coordinating Council;
5. To comply with the program analysis and evaluation requirements of the act, LEAA should develop automated procedures for uniformly collecting data on all Federal juvenile delinquency programs;<sup>1</sup>
6. The National Institute should conduct intensive research into causal factors relating to youth crime and delinquency;
7. The Advisory Committee should carefully monitor the Concentration of Federal Efforts program required by the act, and the Committee should be more involved in setting priorities for the Special Emphasis programs of the LEAA Office of Juvenile Justice and Delinquency Prevention; and
8. State advisory groups should be established with planning funds if a State does not qualify for action money under the 1974 Act. In addition, States and localities should be encouraged to develop supportive services for status offenders, to prevent their involvement with juvenile courts.

---

<sup>1</sup>"Federal juvenile delinquency program" refers to any program or activity related to juvenile delinquency prevention, control, diversion, treatment, rehabilitation, planning, education, training, and research, including drug and alcohol abuse programs; the improvement of the juvenile justice system; and any program or activity for neglected, abandoned, or dependent youth and other youth who are in danger of becoming delinquent (Public Law 93-415, section 103, September 7, 1974).

## INTRODUCTION

Between 1960 and 1974, juvenile arrests for all crimes rose 138 percent. At the same time, many juveniles in trouble were not receiving the attention and treatment they needed. Congress, in order to confront the problem of rising juvenile crime rates, enacted the Juvenile Justice and Delinquency Prevention Act of 1974 (hereafter the Act). This legislation created within LEAA the Office of Juvenile Justice and Delinquency Prevention, the implementing body for day-to-day program development and management, along with a research arm, the National Institute for Juvenile Justice and Delinquency Prevention (hereafter the Institute).

The Act also created the Coordinating Council on Juvenile Justice and Delinquency Prevention (hereafter the Coordinating Council) and the National Advisory Committee on Juvenile Justice and Delinquency Prevention (hereafter the Advisory Committee). The first group is composed of Cabinet-level and other Federal officials\* and is responsible for coordinating all Federal programs in this field.

### THE NATIONAL ADVISORY COMMITTEE

The Act charges the Advisory Committee with making recommendations annually to LEAA on "planning, policy, priorities, operations, and management of all Federal juvenile delinquency programs."

#### Responsibilities

Specifically, the responsibilities of the Advisory Committee include the following:

1. Advising the LEAA Administrator on objectives, priorities, and standards for all Federal juvenile delinquency programs;
2. Helping the Administrator prepare reports that analyze and evaluate Federal juvenile justice and delinquency prevention programs;

---

\*Specifically, the Secretaries of Health, Education, and Welfare, Housing and Urban Development, and Labor; the Director of the National Institute on Drug Abuse; the Assistant Administrator of the National Institute for Juvenile Justice and Delinquency Prevention; and representatives of other Federal agencies designated by the President.

3. Making recommendations on the development of an annual comprehensive plan for Federal programs, one that emphasizes delinquency prevention and the diversion of young people from the traditional juvenile justice system;

4. Advising LEAA on implementation of the Act; and

5. Assisting the Coordinating Council in the overall concentration of Federal efforts in the juvenile justice/delinquency prevention field.

#### Membership

The group's 21 members are appointed by the President from among those with expertise regarding youth, juvenile delinquency, or the administration of juvenile justice. Under the law, 7 Advisory Committee members must be younger than 26 years of age when appointed. This provision brings to the group the views and special concerns of the young in formulating public policy, and in the design and development of programs for delinquency prevention and justice for young people.

Advisory Committee membership is further strengthened by the requirement that a majority cannot be full-time Federal, State, or local government employees. Initially, members were appointed for terms of 1, 2, or 3 years. Subsequent members are being appointed for terms of 4 years.

#### Subcommittees

The chairman of the Advisory Committee is authorized to designate subcommittees on specific issues. During the first year, the group created the following subcommittees:

1. The Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice (the Standards Committee);
2. The Advisory Committee for the National Institute for Juvenile Justice and Delinquency Prevention (the National Institute Committee); and
3. The Advisory Committee on the Concentration of Federal Effort (the Concentration of Federal Effort Committee).

## FIRST-YEAR ACTIVITIES AND ACHIEVEMENTS

During its first year, the Advisory Committee held five 2- to 3-day meetings, which provided orientation for members on all Federal programs related to juvenile justice and delinquency prevention.\* At its first meeting, the Committee voted to hold subsequent gatherings in key cities within the federally-established regions throughout the country. Members felt this would give them an opportunity to meet with local groups and individuals in the juvenile justice field and gain valuable insights from the various regions.

Advisory Committee meetings were well attended by local youth and by representatives from public and private agencies and volunteer groups. The sessions were open, with ample opportunity for discussion and idea sharing between members and the public.

### MAJOR ISSUES

Early on, members felt that the major concern to be addressed was developing a set of policy issues on the problem of youth crime. Specifically, the Advisory Committee focused on the following matters, which are discussed below in detail:

1. Developing national standards in the juvenile offense area;
2. Recommending research priorities for the Institute;
3. Monitoring implementation of the Act;
4. Overseeing the coordination of appropriate Federal programs;

and

5. Developing and refining the Advisory Committee's organization, structure, role, and working relationships with others in the field.

### Standards

Developing national standards for the administration of juvenile justice at all governmental levels is a major Advisory Committee concern. The standards subcommittee is reviewing the work of similar groups and, where possible, will endorse existing standards rather than developing a wholly new set of prescriptions.

\*See appendixes for a list of speakers and topics at the 1975-76 meetings.

The standards group will submit its final report by March 31, 1977, including recommendations on how to adopt the measures presented. Those standards will focus on several major issues, including:

1. Jurisdiction and organization of courts handling juvenile matters;
2. The right of juveniles to counsel;
3. Criteria and procedures at the intake level in juvenile cases; and
4. Structure of dispositional decisionmaking (i.e., What should be the sentencing structure in delinquency cases? What criteria should be used to decide case disposition?).

### Research

The Act also calls for research, evaluation, and training programs in the youth crime field. In focusing on that goal, the Advisory Committee subcommittee for the Institute has been working to develop priorities. These include not only training, research, and evaluation activities, but also an information clearinghouse effort. The subcommittee has also stressed the need for more research in the specific area of preventing delinquency, to supplement research on dealing with the problem once it occurs.

Among the other major issues considered by this subcommittee was the need for the Institute to do the following:

1. Closely coordinate the Institute's program with other Federal agencies involved in delinquency research;
2. Develop data on the flow of youths through the juvenile justice system and through alternatives to that system (e.g., youth service bureaus);
3. Research the factors associated with the development and maintenance of juvenile delinquency careers and the transition of youth offenders into adult criminals; and
4. Explore alternative research designs and methodologies for evaluating the effectiveness of action programs in the juvenile area. In this connection, the subcommittee believes that the Institute should make a matter of public record its expectation of failure in some of its evaluation attempts. The basis of this judgment is that the state-of-the-art of evaluation research is unrefined, and the expertise available to develop evaluation approaches in this field is limited.

## Implementing the Act

In terms of implementing key provisions of the Act, the Advisory Committee was particularly concerned with the goal of deinstitutionalizing status offenders--those young people whose offenses would not be considered criminal if the offenses (e.g., truancy, running away from home, incorrigibility) were committed by adults. The difficulty in mobilizing local resources to create acceptable options to detention has been a major obstacle to date; the Advisory Committee therefore considered ways to encourage the development and funding of community-based alternatives through LEAA program initiatives.

Of particular interest to the Committee is the Special Emphasis Grants Program of the Office of Juvenile Justice and Delinquency Prevention. To encourage deinstitutionalization, the Office funded 12 projects under this program as of December 1975. These grants totaled \$11.9 million; all are aimed at removing status offenders from jails, detention centers, and correctional institutions over a period of 2 years. Some 23,748 juveniles in five States and six counties will be affected. Grants were awarded for a 2-year period and range up to \$1.5 million. The average cost of services is \$420 per child.

## Federal Coordination

The Advisory Committee, the Coordinating Council, and the Office form the core of the Concentration of Federal Effort activities established in response to legislative requirements to analyze, evaluate, monitor, and coordinate Federal juvenile delinquency programs.

Five Advisory Committee members make up the liaison subcommittee to the Coordinating Council. This group attends Council meetings and has helped develop policy options for Council consideration. Future goals of the subcommittee include establishing an inventory of all Federal activities in the field of juvenile delinquency and youth crime, and developing a monitoring procedure to determine the effectiveness of existing Federal efforts.

A major issue growing out of the Advisory Committee's work on the Coordinating Council was that of defining the term "juvenile delinquency." This issue emanated from a paper prepared by Professor Franklin E. Zimring, of the University of Chicago School of Law. The paper, which dealt with the "state-of-the-art" in Federal priorities and programing, was discussed at the Advisory Committee's third meeting in October 1975. Zimring's work, which identified 11 research priorities for the Coordinating Council, also generated discussion within the Advisory Committee on the need to emphasize delinquency prevention as much as juvenile justice efforts.

In other Federal coordination work, the Advisory Committee reviewed and commented on the First Analysis and Evaluation of Federal Juvenile Delinquency Programs, prepared by the Office of Juvenile Justice and Delinquency Prevention. This publication described current Federal juvenile delinquency programs, policies, and priorities. The group also reviewed the First Comprehensive Plan for All Federal Juvenile Delinquency Programs, prepared by the Office with the assistance of members of the Coordinating Council.

## Organization, Role, and Relationships

Establishing procedures, internal and external working relationships, and communication links constitutes a major part of any group's first-year activities. Thus the Advisory Committee worked out its role in relation to the Office, the Institute, and the Coordinating Council. Also addressed were relationships between the three subcommittees and the full committee, and among the subcommittees themselves. To accomplish their specific tasks, the subcommittees met separately, usually for a period of 1 or 2 days prior to meetings of the full body.

The special concerns and orientation needs of the Advisory Committee's youth members were met, at their suggestion, by a special meeting in Washington conducted by LEAA officials.

On an important "relationship" issue, there was agreement that the Advisory Committee could take an independent stand on any question, even if its view differed from LEAA's. Further, in the event of disagreement between the group and its critical standards subcommittee, the full body can submit its comments and recommendations along with the standards subcommittee report.

The Advisory Committee recognized that while the responsibility to implement the Concentration of Federal Effort requirement rests with agencies in Washington, the actual powers to coordinate are at the regional, State, and local levels. Members therefore met with local representatives and discussed the problems facing regional, State, and local officials. These problems include lack of coordination among juvenile justice programs, inconsistent Federal guidelines, and conflicting deadlines.

To help solve these problems, the Committee suggested development of an experimental program within one jurisdiction, to allow for maximum flexibility at the lowest possible level within the jurisdiction; to simplify redtape, guidelines, and requirements; and to test coordinating mechanisms to the absolute limits of the planning process. This program should have impact upon all Federal youth programs operating within that jurisdiction, with the goal of determining those changes necessary to



improve the flow of resources from the Federal Government to the local areas of need.

#### OTHER CONCERNS

Along with these major issues, the Advisory Committee identified other important concerns, including the need to do the following:

1. Encourage and actively solicit the views of youth members of the Advisory Committee;
2. Develop a larger national constituency and forge new relationships with appropriate Federal, State, and local agencies. This could perhaps be done by developing a State-level model;
3. Encourage Federal agencies to become more involved in research and in leadership roles, rather than simply putting more money into existing programs;
4. Help State law enforcement planning directors assume the increased responsibility and leadership required by the Act;
5. Develop greater flexibility in the guidelines for deinstitutionalizing status offenders, to allow for local differences and political realities; and
6. Press for funding in certain critical areas, including:
  - a. Summer employment and other opportunities for youth--At its first meeting in April 1975, the Advisory Committee adopted a resolution that Federal money for State and local employment programs be released.
  - b. Deferred funding for the 1974 Act--The Advisory Committee resolved to support congressional restoration of this money, which was subsequently restored.

#### RECOMMENDATIONS

The following recommendations were developed during the first year of the Advisory Committee's existence:

1. The Office of Juvenile Justice and Delinquency Prevention should continue its efforts to develop a uniform set of definitions for such terms as "juvenile delinquency" and "shelter facilities";
2. The various agencies and bodies working in the juvenile justice/delinquency prevention field should make delinquency prevention as well as juvenile justice a high priority in their programs and activities;
3. Congress and the President should support full funding for the 1974 Act, including money for appropriate staffing of the Advisory Committee and Coordinating Council;
4. The "maintenance of effort" provision of the Act, which calls for maintaining funds for LEAA juvenile justice/delinquency prevention programs at the 1972 level as a minimum, should be retained in the reauthorization of LEAA by Congress;
5. All actions that tend to merge provisions for implementing the 1968 Omnibus Crime Control Act and the 1974 juvenile delinquency law should be discouraged;
6. The U.S. Attorney General should participate in the work of the Coordinating Council, to assure the involvement of policymaking officials from other executive departments;
7. LEAA should develop an integrated reporting and information system to collect, analyze, and evaluate uniformly data on all juvenile justice/delinquency prevention programs at the local, State, and Federal levels;
8. The Institute should launch more intensive research into causal factors relating to youth crime and delinquency and should monitor a longitudinal cohort study of delinquency and the factors that correlate with delinquency;
9. The Advisory Committee, through its appropriate subcommittee, should carefully monitor the program to concentrate and coordinate Federal efforts in the juvenile crime field;
10. The Advisory Committee should be more involved in setting priorities for the Special Emphasis programs;



11. Planning money should be made available annually to each State for the establishment and continued existence of a State Advisory Group, even if a State does not qualify for action money under the Act. Such a group could be a strong force in developing programs to support the Act's purposes;

12. States and localities should develop supportive services for status offenders (truants, runaways, youths with family problems). Juvenile courts should not be involved in such cases unless all other community resources have failed; and

13. To facilitate the Concentration of Federal Effort requirement of the Act, the Office of Management and Budget should be added to the Coordinating Council membership.

#### APPENDIXES

APPENDIX A:

EXCERPT FROM THE 1974 JUVENILE JUSTICE AND  
DELINQUENCY PREVENTION ACT RE NATIONAL ADVISORY COMMITTEE

Public Law 93-415

September 7, 1974

ADVISORY COMMITTEE

Sec. 207. (a) There is hereby established a National Advisory Committee for Juvenile Justice and Delinquency Prevention (hereinafter referred to as the "Advisory Committee") which shall consist of twenty-one members.

(b) The members of the Coordinating Council or their respective designees shall be ex officio members of the Committee.

(c) The regular members of the Advisory Committee shall be appointed by the President from persons who by virtue of their training or experience have special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice, such as juvenile or family court judges; probation, correctional, or law enforcement personnel; and representatives of private voluntary organizations and community-based programs. The President shall designate the Chairman. A majority of the members of the Advisory Committee, including the Chairman, shall not be full-time employees of Federal, State, or local governments. At least seven members shall not have attained twenty-six years of age on the date of their appointment.

(d) Members appointed by the President to the Committee shall serve for terms of four years and shall be eligible for reappointment except that for the first composition of the Advisory Committee, one-third of these members shall be appointed to one-year terms, one-third to two-year terms, and one-third to three-year terms; thereafter each term shall be four years. Such members shall be appointed within ninety days after the date of the enactment of this title. Any members appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed, shall be appointed for the remainder of such term.

DUTIES OF THE ADVISORY COMMITTEE

Sec. 208. (a) The Advisory Committee shall meet at the call of the Chairman, but not less than four times a year.

(b) The Advisory Committee shall make recommendations to the Administrator at least annually with respect to planning, policy, priorities, operations, and management of all Federal juvenile delinquency programs.

(c) The Chairman may designate a subcommittee of the members of the Advisory Committee to advise the Administrator on particular functions or aspects of the work of the Administration.

(d) The Chairman shall designate a subcommittee of five members of the Committee to serve, together with the Director of the National Institute of Corrections, as members of an Advisory Committee for the National Institute for Juvenile Justice and Delinquency Prevention to perform the functions set forth in section 245 of this title.

(e) The Chairman shall designate a subcommittee of five members of the Committee to serve as an Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice to perform the functions set forth in section 247 of this title.

(f) The Chairman, with the approval of the Committee, shall appoint such personnel as are necessary to carry out the duties of the Advisory Committee.

COMPENSATION AND EXPENSES

Sec. 209 (a) Members of the Advisory Committee who are employed by the Federal Government full time shall serve without compensation but shall be reimbursed for travel, subsistence, and other necessary expenses incurred by them in carrying out the duties of the Advisory Committee.

(b) Members of the Advisory Committee not employed full time by the Federal Government shall receive compensation at a rate not to exceed the rate now or hereafter prescribed for GS-18 of the General Schedule by section 5332 of title 5 of the United States Code, including traveltime for each day they are engaged in the performance of their duties as members of the Advisory Committee. Members shall be entitled to reimbursement for travel, subsistence, and other necessary expenses incurred by them in carrying out the duties of the Advisory Committee.

APPENDIX B:

MEETINGS OF THE NATIONAL ADVISORY COMMITTEE ON  
JUVENILE JUSTICE AND DELINQUENCY PREVENTION  
APRIL 1975 - MAY 1976

First Meeting: April 24 - 25, 1975      Arlington, Virginia

Swearing in Ceremony and Principal      Judge Harold R. Tyler, Deputy  
Address      Attorney General of the United  
   States

Briefings

<u>Speaker</u>	<u>Topic</u>
Richard W. Velde, LEAA Administrator	LEAA--Objectives and Programs
Frederick P. Nader, Acting Assistant Administrator, Juvenile Justice and Delinquency Prevention Task Group*	1974 Juvenile Justice & Delinquency Prevention Act
Birch Bayh, Member, United States Senate, Chairman, Subcommittee to Investigate Juvenile Delinquency	Luncheon Address
John Greacen, Deputy Director, National Institute of Law Enforcement and Criminal Justice	Status of the Institute

Second Meeting: July 17 - 18, 1975      Chicago, Illinois

Frederick P. Nader, Acting Deputy Assistant Administrator, OJJDP	Task Group Activities, Special Emphasis Program
Emily Martin, Director, LEAA Special Emphasis Program	Conceptualization and Strategy of Program
John Greacen, Acting Director, National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP)	National Institute Activities
Thomas Albrecht, LEAA Law Enforce- ment Specialist	Concentration of Federal Effort

\* Later to become the Office of Juvenile Justice and Delinquency  
Prevention. (OJJDP)

Charles Murray, American  
Institutes of Research

Federal Juvenile Justice and  
Delinquency Programs:  
Developing Reporting and  
Information Systems

Frank Zimring, University of  
Chicago School of Law

Federal Programs and Their  
Impact on Juvenile Delinquency

Mike Sherman, Hudson Institute

Long Range Planning in Law  
Enforcement

Third Meeting: October 30 - 31, 1975      Denver, Colorado

<u>Speaker</u>	<u>Topic</u>
Frederick P. Nader, Acting Deputy Assistant Administrator, OJJDP	Activities since July
John Greacen, Acting Director, NIJJDP	Relationship Between NAC and Advisory Group on Standards
Review and Discussion of Zimring paper, "Dealing with Youth Crime"	
Reports of the Subcommittees	
Wilfred Nuernberger, Chairman, Advisory Committee on Standards	
Albert Reiss, Jr., Chairman, Advisory Committee for the National Institute	
John Florez, Chairman, Advisory Committee on the Concentration of Federal Effort	

Fourth Meeting: January 29 - 30, 1976      San Francisco, California

Reports of the Subcommittees by the Chairmen

<u>Speaker</u>	<u>Topic</u>
Lamar Empey, Professor of Sociology, University of Southern California	Presentation: Juvenile Delinquency Prevention
Frederick P. Nader, Acting Deputy Assistant Administrator, OJJDP	Review of the draft outline of of the Comprehensive Plan

Paul Williams, Director, Office of Administrative and Program Services in Housing Management, Department of Housing and Urban Development (HUD)	Youth in Public Housing
Gary Weissman, Chief, Offender Programs, Department of Labor	Labor Department Programs for Youth
Carl Hampton, National Institute on Drug Abuse	Youth and Hard Drugs
Ray Manella, Office of Youth Development (OYD), Department of Health, Education, and Welfare (HEW)	Coordination of Efforts with HEW
James Howell, Acting Director, NIJJDP	Coordination Strategies
Richard W. Velde, Administrator, LEAA	LEAA Program Authority
Walter Whitlach, President, National Council of Juvenile Court Judges	The Role of the Juvenile Court
Don Galloway, Coordinator, Law and Justice Services, Los Angeles County	Project IMPACT

Fifth Meeting: May 5 - 7, 1976

Seattle, Washington

<u>Speaker</u>	<u>Topic</u>
Milton Luger, Assistant Administrator OJJDP	Update on the activities of the Office of Juvenile Justice and Delinquency Prevention
John Wilson, Office of General Counsel, LEAA	Review of positions of public interest groups on the reauthorization of the Crime Control Act and the Juvenile Justice and Delinquency Prevention Act
John Rector, Staff Director and Chief Counsel, Senate Subcommittee on Juvenile Delinquency	Current legislation from the perspective of congressional committee and subcommittee activities

Donald Gibbons, Professor of Sociology and Urban Studies, Portland State University, and Director of the National Education Development Project

Diversion of Youth from the Criminal Justice System

Jeanne Weaver, OYD-HEW

Review of OYD's Runaway Youth Program

Panel discussion by Washington State officials regarding activities within the Seattle Region:

Ed Pieksma, Seattle Regional Office  
 Patricia Anderson, Washington State Juvenile Justice Advisory Committee  
 Ajax Moody, Oregon State Supervisory Board  
 Robert Arneson, Director, Idaho State Planning Agency

APPENDIX C:  
MINUTES OF THE NATIONAL ADVISORY  
COMMITTEE MEETINGS

APRIL 1975 - MAY 1976

MINUTES OF THE FIRST MEETING  
NATIONAL ADVISORY COMMITTEE FOR  
JUVENILE JUSTICE AND DELINQUENCY PREVENTION

April 24 - 25, 1975  
Arlington, Virginia

A reception and banquet were held on the evening of April 24, 1975, at which the Committee members became acquainted and were subsequently sworn in by Deputy Attorney General Harold R. Tyler, Jr. Mr. Tyler was the principal speaker, and discussed the role of the Committee, the aim of the Juvenile Justice and Delinquency Prevention Act, and some of the problems the Act is meant to address.

The first official meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC), established by section 207 of the Juvenile Justice and Delinquency Prevention Act of 1974 (P. L. 93-415), was held on April 25, 1975, at the Ramada Inn in Arlington, Virginia. In attendance were the 21 NAC members, representatives from the Law Enforcement Assistance Administration (LEAA) and other Federal agencies with delinquency-related programs, and interested representatives from public and private groups, as well as the general public.

Mr. J. D. Anderson, NAC Chairman, called the meeting to order and introduced Mr. Richard W. Velde, Administrator of LEAA. After swearing in NAC member Allen Breed, and presenting him with his Presidential Commission, Mr. Velde presented an overview of the history, purpose, administration, and activities of LEAA. Mr. Velde described the work of the NAC as follows:

1. To assist LEAA in the preparation of reports and recommendations to the President and the Congress;
2. To provide advice, counsel, and recommendations on the formulation of the LEAA juvenile justice and delinquency prevention program;
3. To assist in the development of standards for the administration of juvenile justice; and
4. To provide advice, counsel, and recommendations to the Institute for juvenile justice and delinquency prevention in the development of its program.

Mr. Velde pointed out that NAC activities will impact on State and local criminal justice agencies, professionals, managers, and the general

public, as well as LEAA, as various approaches are developed to deal with the problems of juvenile justice and delinquency prevention.

Following Mr. Velde's presentation, Chairman Anderson asked the members to introduce themselves and to share a brief summary of their experiences and special interests within the juvenile justice field.

At the conclusion of the member introductions, Chairman Anderson introduced Mr. Frederick Nader, Acting Assistant Administrator of the LEAA Juvenile Justice and Delinquency Prevention Task Group. This Task Group, the staff of which was introduced to the Committee members, has responsibility for developing and implementing juvenile-related objectives and programs within LEAA. Mr. Nader made a presentation on P. L. 93-415, including a comparison with the enabling legislation for LEAA, the Crime Control Act of 1973.

An address by Senator Birch Bayh (D-Ind.) highlighted a luncheon for the members. Senator Bayh serves on the Senate Appropriations Committee, the Senate Judiciary Committee, and the Constitutional Rights Subcommittee, and he chairs the Subcommittee to Investigate Juvenile Delinquency. In his remarks, the Senator offered his congratulations to the members on their appointments, along with his encouragement and support for their efforts. He described some of the areas he hoped the Committee would address, including efforts to increase public awareness of the legislation, which he feels will contribute to full implementation of the statute's provisions.

During the afternoon session, Mr. Nader and Mr. John Greacen, Deputy Director of the National Institute of Law Enforcement and Criminal Justice (NILECJ), provided the Committee with an update on the current funding level, activities, and programing within LEAA for juvenile justice. Mr. Nader and Mr. Greacen reported that under the Crime Control Act of 1973, LEAA had allocated a certain amount of resources to juvenile justice. Prior to passage of the new authority, these resources were managed by separate divisions within the LEAA organization. The creation of the Task Group consolidated these resources, which are being utilized to develop and implement those programs and activities required by P. L. 93-415 that are also mandated by the Crime Control Act of 1973.

Following these presentations, the Committee discussed its statutory responsibility to form a subcommittee on the development of standards for the administration of juvenile justice, and to serve as advisors for the National Institute for Juvenile Justice and Delinquency Prevention. The Committee then proceeded to discuss its overall role, as seen by the various members. Several additional activities for the Committee were suggested, including involvement in the program development, in public information, and in coordination of the Federal effort in conjunction with the Coordinating Council on Juvenile Justice and Delinquency Prevention (established by section 206 of P. L. 93-415). The Committee

agreed to have Chairman Anderson contact the Attorney General to indicate the Committee's interest in working with the Council, and to suggest a way to do so.

Before leaving the topic of subcommittees, each member completed a questionnaire designed to indicate his or her specific interest in subcommittee activities.

A motion was made to have Mr. Anderson communicate to the President that the NAC is concerned that "Any government funds to be made available this summer for youth employment, youth programs, or youth opportunities, be released as soon as possible, so that private and public agencies implementing these programs will have time to put them into effect." The motion was recorded and passed by the full Committee.

The Committee agreed to hold its next meeting on July 17 and 18, 1975, at a location to be determined.

The first meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention was adjourned at 4:05 p.m. on Friday, April 25, 1975.

In connection with these contracts, Mr. Albrecht introduced Dr. Charles Murray of the American Institutes of Research. Dr. Murray is preparing a report on Federal activity in the area of juvenile justice and delinquency prevention. His report will discuss the nature of the Federal effort in these areas, the relationship of these efforts to priorities, and the coordination of expenditures and program activities. The ultimate goal will be to develop an integrated reporting and information system that eventually will include routinely collected data on all projects at the local, State and Federal levels, including outcome information.

Mr. Albrecht then introduced Professor Franklin E. Zimring, of the University of Chicago School of Law. Professor Zimring is preparing a "Bright Paper" for the Coordinating Council. This paper is intended to summarize current knowledge about the relationship of delinquency to various types of federally supported program activities, and will identify some substantive areas of current importance. Based on this paper, the Coordinating Council will then be in a position to select a limited number of items on which to focus its attention over the next 2 years.

Finally, Mr. Albrecht introduced Mr. Michael Sherman of the Hudson Institute. Mr. Sherman presented a report on a study in progress entitled "Long Range Planning in Law Enforcement, 1975-85." The goals of the study are (1) to identify and project basic social and economic trends that may influence LEAA's mission over the next 5 to 10 years; (2) to formulate and evaluate alternatives for the future; and (3) to analyze policy implications, both for juvenile and adult enforcement in these projections.

This first day of the second meeting was then adjourned. On the second day, July 18, members met together briefly to receive directions for the conduct of three subcommittee meetings. Four major tasks were outlined by Chairman Anderson:

1. All members of each subcommittee will have a common understanding of the tasks;
2. Subcommittee objectives will then be established;
3. Activities will be planned; and
4. A time frame for completion of activities and tasks will be set.

At this juncture, members separated into different meeting rooms for 4 hours of subcommittee discussions.

After luncheon, the full Committee met again. Subcommittee representatives then reported on each group's activities, summarized as follows:

## MINUTES OF THE SECOND MEETING

### NATIONAL ADVISORY COMMITTEE FOR JUVENILE JUSTICE AND DELINQUENCY PREVENTION

July 17 - 18, 1975  
Chicago, Illinois

The second official meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC), established by Section 207 of the Juvenile Justice and Delinquency Prevention Act of 1974 (P. L. 93-415), was held on July 17 and 18, 1975, at the Chicago Marriott Motor Hotel in Chicago, Illinois. In attendance were 17 NAC members, representatives from the Law Enforcement Assistance Administration (LEAA), and other Federal agencies with delinquency-related programs, along with interested representatives from public and private groups, as well as the general public.

Mr. J. D. Anderson, NAC Chairman, called the meeting to order. After the minutes of the first meeting of the NAC were unanimously approved, Chairman Anderson introduced Mr. Frederick P. Nader, Acting Assistant Administrator of the LEAA Juvenile Justice and Delinquency Prevention Task Group. Mr. Nader presented both a review of the activities of the Task Group since the first NAC meeting, and a detailed picture of activities planned to comply with the requirements of the Act. Mr. Nader's presentation focused on Special Emphasis Program guidelines and program plans and a discussion with Committee members on definitions of such terms as status offender compared to criminal offender.

Following Mr. Nader's presentation and a question-and-answer period, Chairman Anderson introduced Ms. Emily Martin, Director of LEAA's Special Emphasis Programs. Ms. Martin explained that, over the last 6 months, the task group has been conceptualizing a strategy for carrying out the objectives of the Special Emphasis grant programs. These programs, as described in the Act, must be aimed at the development of new and effective approaches in the area of juvenile delinquency. The Act requires (1) the development and maintenance of community-based alternatives and deinstitutionalization, (2) diversion from the juvenile justice system, and (3) improvement of the capability of public and private agencies to deal with the problem of juvenile delinquency.

Based on these requirements, the staff has chosen four priority initiative areas for Special Emphasis grants. These are, in order of proposed guidelines development and funding: status offenders; diversion; reduction of serious crime; and prevention of juvenile delinquency. Guidelines for the status offenders program have been issued, and full



applications are due to LEAA by August 15. An award is expected to be made by the end of October.

Chairman Anderson then introduced Mr. John Greacen, Acting Deputy Assistant Administrator of the National Institute for Juvenile Justice and Delinquency Prevention. Mr. Greacen described the activities of the Institute since the last meeting. These activities included:

1. Working towards the establishment of a publications program for the Institute;
2. Awarding a grant to plan for evaluation of the diversion program;
3. Laying the groundwork for development of a major initiative in the areas of serious crime and prevention;
4. Beginning a standards program;
5. Developing an evaluation clearinghouse;
6. Creating an assessment center; and
7. Beginning a longitudinal cohort study of delinquency and factors correlated with it.

Following a short question-and-answer period, Mr. Nader returned to review State activities. He discussed the \$25 million fund allocation to LEAA, explaining that \$15 million must be obligated by August 15, and the remaining \$10 million by December 31. He then described those requirements the States must meet if they are to receive funding for various LEAA programs.

After a luncheon break, the Committee meeting resumed. Ms. Martin returned to discuss in some detail the Status Offender Program initiative. Included in her discussion was a review of the entire grant review process within LEAA. Again, Ms. Martin responded to questions from the members.

Chairman Anderson then called on Mr. Thomas Albrecht, of the task group staff, to report on the concentration of Federal effort for the identification of Federal priorities. Mr. Albrecht explained the major responsibilities of the three primary organizations involved in the coordination--LEAA, the NAC, and the Coordinating Council on Juvenile Justice and Delinquency Prevention. Also included in Mr. Albrecht's report was a review of the first meeting of the Coordinating Council, along with a brief overview of several contracts awarded by LEAA.

- Dr. Albert Reiss, Chairman, Advisory Committee for the National Institute:

The subcommittee members dealt with the areas of evaluation, information functions, system models, training, an evaluation clearinghouse, assessment centers, and coordination with other law enforcement institutes. Members then developed a series of recommended activities to be carried out under each of these areas.

- Judge Wilfred Nuernberger, Chairman, Advisory Committee on Standards:

The subcommittee reviewed its charge, as stated in the legislation, including the requirement of a report no later than 1 year after passage of the Act. Members felt that the due date of September 7 for such a report would be difficult to meet, given the fact that the subcommittee only met for the first time on this late date in July.

In their first report, the members plan to:

1. Recommend a time extension within which to submit a comprehensive report on standards and goals;
  2. Request legislative changes to establish this body as an ongoing committee that will submit annual reports;
  3. Recommend establishment of an administrative staff to review data on standards, and the budgeting of Federal money to support this staff; and
  4. Indicate a plan for submission of some standards within 6 months and a detailed report by September 1976.
- Mr. John Florez, Chairman, Advisory Committee on the Concentration of Federal Effort:

The subcommittee members see a twofold role: One, to serve as a "watchdog" to monitor and audit the activities of the Coordinating Council; and, two, to keep the public aware of critical issues in the area. In terms of reports, the committee plans a September 30 report in the form of a state-of-the-Act paper, based on what is now taking place in the Federal system. By October 30, there will be a report on Professor Zimring's work, followed by a December 15 report analyzing his paper and discussing the next phase of activities.

At the conclusion of these subcommittee reports, members then agreed to schedule the third NAC meeting for October 30 - 31, at a location to be determined. Members also discussed their ideas for future meeting agendas, including a request for receipt of relevant background materials in advance of the meeting, to allow for review and familiarity with all information.

The second meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention was adjourned at 4:30 p.m. on July 18, 1975.

#### MINUTES OF THE THIRD MEETING

#### NATIONAL ADVISORY COMMITTEE FOR JUVENILE JUSTICE AND DELINQUENCY PREVENTION

October 30 - 31, 1975  
Denver, Colorado

The third meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC) was held on October 30 and 31, 1975, at the Airport Hilton Inn in Denver, Colorado. All 21 members of the NAC were in attendance.

Also in attendance were Mr. Milton Luger, Assistant Administrator (designee), Office of Juvenile Justice and Delinquency Prevention (OJJDP); Mr. Frederick P. Nader, Deputy Assistant Administrator, OJJDP; Mr. John Greacen, Acting Deputy Assistant Administrator, National Institute for Juvenile Justice and Delinquency Prevention; Mr. Thomas Albrecht, OJJDP; Mr. Richard Van Duizend, National Institute for Juvenile Justice and Delinquency Prevention; Ms. Emily Martin, Director, Special Emphasis Programs; Ms. Marjorie Miller, Staff Assistant, LEAA; Mr. Paul Williams, Director, Office of Administrative and Program Services in Housing Management, HUD; Mr. Ray Manella, Office of Human Development, HEW; and Mr. Gary Weissman, Chief, Offenders Program, Department of Labor.

The meeting, which was open to the public, was also attended by approximately 20 additional interested persons, representing public and private groups concerned with juvenile justice and delinquency prevention.

After the minutes of the second NAC meeting were approved unanimously, Chairman J. D. Anderson introduced Mr. Frederick P. Nader, Acting Deputy Administrator of the Office of Juvenile Justice and Delinquency Prevention. Mr. Nader began his report with a description of the First Annual Report of the Office of Juvenile Justice and Delinquency Prevention. He then reviewed other OJJDP activities, plans, and related events. This review included: announcement of the nomination of Mr. Milton Luger to serve as Assistant Administrator for Juvenile Justice and Delinquency Prevention; the signing on October 21, by the President, of LEAA's FY76 budget authorization; and, the pending reauthorization of LEAA. Finally, Mr. Nader described recent Special Emphasis Program activities.

Following Mr. Nader's presentation and a question-and-answer period, Chairman Anderson introduced Mr. John Greacen, Acting Deputy Assistant Administrator, National Institute for Juvenile Justice and Delinquency Prevention. Mr. Greacen presented a response to the Committee's July

request for clarification of the relationship between the Standards Committee and the full NAC. He explained that, after discussions with General Counsel, LEAA staff had prepared a detailed statement of procedures that would govern the operation of the Standards Committee. This statement was reviewed and modified by the Standards Committee during its October 29 meeting. These modified procedures state that any standards developed by the Committee on Standards must be submitted to the entire NAC for general endorsement.

The Committee conducted a lengthy discussion of Professor Franklin E. Zimring's recently prepared policy analysis paper, entitled Dealing with Youth Crime. Mr. Nader began the discussion by summarizing the major purposes of the document. Committee members then presented their views on the paper. In general, members felt that it was too general in nature and too limited in scope. Mr. Nader explained to the members that the paper was not yet in its final form, and that Professor Zimring has indicated his desire for more time to include additional ideas and points.

In this connection, Mr. Albrecht reported that the Coordinating Council subcommittee members will meet with Professor Zimring prior to the January NAC meeting, not only to discuss the contents of the paper, but also to develop an appropriate Council work plan based on the paper's ideas. Ms. Martin then suggested that all Committee members should prepare their comments, criticisms, and suggestions on the paper and forward them to Mr. Albrecht. Their input would provide committee members with more specific information on which to base their questions and discussions with Professor Zimring.

Committee members spent the afternoon of October 30 in subcommittee meetings. When the full Committee reconvened on the morning of October 31, subcommittee chairmen reported on each subcommittee's activities. Their reports are summarized as follows:

- Judge Wilfred Nuernberger, Chairman, Advisory Committee on Standards:

The committee members reviewed the Zimring paper in detail, concluding that it was a "thought-provoking" document which they "believe will be helpful to the standards group in its work." The group then considered several standards, approved five, and deferred action on several others.

A written report on the activities of the committee, as well as the standards it approves, will be prepared and distributed to all NAC members.

- Dr. Albert Reiss, Jr., Chairman, Advisory Committee for the National Institute:

Committee members agreed that one of their major tasks will be to develop policies designed to assist Institute staff in the development of a funding program.

Committee members expressed their concern about the lack of knowledge of youth programs and policies in other parts of the world. They plan to enlist foreign scholars and practitioners to inform the Committee of foreign activities.

At the next subcommittee meeting, members plan to discuss prevention policy and to develop a policy statement dealing with goals and strategies for delinquency prevention.

- Mr. John Florez, Chairman, Advisory Committee for the Concentration of Federal Effort:

The committee developed a work plan based on its mandate to bring about coordination and concentration of Federal effort, with the overall goal of maximizing Federal resources toward the reduction of youth crime.

Members agreed that the Zimring paper offers some policy options around which the coordinating Council can operate. It is now LEAA staff responsibility to refine these policy options further and present them to the Council.

The full Committee then moved to a discussion of the development of youth involvement in the NAC. Mr. Nader related a conversation held with the younger NAC members who felt that many Committee discussions were conducted in terms unfamiliar to them. These members would welcome an opportunity to meet with LEAA staff in Washington, in order to learn more about the substantial issues in delinquency. Hopefully, this would lead to more active youth participation on the Committee. Chairman Anderson urged LEAA to arrange such a gathering for the younger members.

The committee members agreed to conduct the next NAC meeting in San Francisco on January 29 - 30, 1976. This meeting will be devoted to the preparation of the first comprehensive plan. Committee members then attended workshops on delinquency prevention programs operating within the Region.

Chairman Anderson adjourned the third meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention at 4:30 p.m. on Friday, October 31, 1975.

MINUTES OF THE FOURTH MEETING  
NATIONAL ADVISORY COMMITTEE FOR  
JUVENILE JUSTICE AND DELINQUENCY PREVENTION

January 29 - 30, 1976  
San Francisco, California

The fourth meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC) was held on January 29 and 30, 1976, at the Travelodge, in San Francisco, California. All 21 members of the NAC were in attendance.

Also in attendance were the following LEAA staff: Mr. Milton Luger, Assistant Administrator, Office of Juvenile Justice and Delinquency Prevention (OJJDP); Mr. Frederick P. Nader, Deputy Assistant Administrator, OJJDP; Dr. James Howell, Acting Director, National Institute for Juvenile Justice and Delinquency Prevention; Mr. Thomas Albrecht, OJJDP; and Mr. Richard Van Duizend, National Institute for Juvenile Justice and Delinquency Prevention. Representatives of other Federal agencies in attendance were: Mr. Paul Williams, HUD; Mr. James A. Hart, HEW; Mr. Ray Manella, HEW; Mr. Gary Weissman, Department of Labor; and Mr. Carl Hampton, National Institute on Drug Abuse (NIDA).

The meeting, which was open to the public, was also attended by approximately 40 additional interested persons, representing public and private groups concerned with juvenile justice and delinquency prevention.

To open this fourth meeting officially, Chairman J. D. Anderson asked the chairmen of each NAC subcommittee to review the activities of their respective committees, each of which had held meetings prior to the opening of the full Committee meeting. These committee reports are summarized as follows:

- Dr. Albert Reiss, Jr., Chairman, Advisory Committee for the National Institute:

The committee members discussed policies and objectives appropriate for the Institute, and reviewed the Institute's plan for FY76. Members felt that too little emphasis is being placed on delinquency prevention, and too much on juvenile justice. In their view, the NAC and its other subcommittees can do much to help create a greater balance of effort between delinquency prevention and juvenile justice. At the same time, members offered suggestions designed to encourage the development of closer working relationships among the various committees.

Following Dr. Reiss' report, Dr. Lamar Empey, of the University of Southern California, presented a brief summary of his remarks made during a presentation at the January 28 meeting of the Institute Committee.

- Judge Wilfred Nuernberger, Chairman, Advisory Committee on Standards:

At their January 29 meeting, committee members approved 12 standards, and held discussions on 3 additional standards. They now plan to prepare a discussion paper dealing with an implementation strategy for adoption of the standards.

The members also discussed the matter of coordinating standards and the need to work with the Coordinating Council committee on the development of this implementation policy. Finally, the group voiced its concern about the lack of coordination between the various groups throughout the country that are dealing with standards. The committee will develop a statement dealing with coordination of the various standard-setting activities concerned with juveniles.

- Mr. John Florez, Chairman, Advisory Committee on the Concentration of Federal Effort:

Subcommittee members agreed that the most recent meeting of the Coordination Council was very encouraging. Agency representatives to the Council provided useful feedback as a result of their review of LEAA's policy issue paper. In addition, a sense of leadership has developed within the Council, along with greater involvement by its member agencies.

One of the items to be discussed at the next Council meeting is the question of coordination of State and local governments. What role can the NAC play, and how can LEAA begin effecting that coordination? Committee members urged the Chairman to communicate their interest in coordination of Federal effort to the White House.

Following the committee reports, Mr. Frederick P. Nader, Acting Deputy Assistant Administrator of the Office of Juvenile Justice and Delinquency Prevention, presented a review of the draft outline of the Comprehensive Plan for Federal Juvenile Justice and Delinquency Prevention Programs. As described by Mr. Nader, the goal of this Comprehensive Plan will be to pull together all available Federal, State, and local resources, so that the targeted population will receive the full benefit of those resources. Mr. Nader described in detail the various sections of the Plan, which was to be completed in late February and submitted to

Mr. Velde, who in turn would then submit it to the President and the Congress.

Representatives of other Federal agencies then shared with the NAC their respective agency perceptions of the Concentration of Federal Effort. The agencies represented were the Department of Labor, NIDA, HUD, and HEW.

To open the Friday session of the meeting, Chairman Anderson introduced Mr. Richard W. Velde, Administrator of LEAA. Mr. Velde reviewed the status of LEAA's reauthorization and proposed 5-year extension. Included in his remarks was an explanation of budgeting considerations related to the reauthorization.

Judge Walter Whitlach, President of the National Council of Juvenile Court Judges, also addressed the Committee. Judge Whitlach praised the purposes and the members of the Committee, then offered some reflections on the juvenile justice system of today. Following Judge Whitlach's address and a question-and-answer period, Mr. Don Galloway, Director of Project IMPACT, in Los Angeles County, California, provided the Committee with a comprehensive description of this LEAA-funded project.

After Mr. Galloway's presentation, Chairman Anderson introduced Mr. John Rector, Staff Director and Chief Counsel for the Senate Subcommittee on Juvenile Delinquency. Mr. Rector delivered brief remarks dealing with the history of the Juvenile Justice and Delinquency Prevention Act.

Chairman Anderson praised an outgoing NAC Member, Mr. A. Chris Baca, for his outstanding contributions to the Committee, and announced that the remaining six members of the NAC, originally appointed to 1-year terms, will be recommended for reappointment to full 4-year terms. The Committee then unanimously approved the adoption of a resolution commending Mr. John M. Greacen for his invaluable contributions to the Committee and to the National Institute for Juvenile Justice and Delinquency Prevention.

After a discussion of dates for the convening of the next two regular NAC meetings, and a few brief announcements, Chairman Anderson adjourned the fourth meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention.

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August 26 - 28:	Meeting VI Durham, New Hampshire
December 8 - 10	Meeting VII New York City
February 16 - 18: (1977)	Meeting VIII Atlanta, Georgia

Chairman Anderson then asked the chairman of each NAC subcommittee to review the activities of those groups, each of which had held meetings prior to the opening of the full committee meeting. These committee reports are summarized as follows:

- Judge Wilfred Nuernberger, Chairman, Advisory Committee on Standards:

The Standards Committee has completed work on a general implementation statement. The full Committee was asked to review the draft and submit written comments to the subcommittee for consideration. During the Seattle meeting, the Standards Committee reviewed and approved 19 draft or revised standards in the areas of court jurisdiction, noncriminal misbehavior, intake criteria and procedures in delinquency and noncriminal behavior cases, detention criteria and procedures in delinquency cases, and the dispositional criteria and dispositional alternatives available to the family court.

Following completion of standards in the adjudication area, the committee will focus on prevention standards, followed by those for intercession, supervision, services, and administration.

Finally, the committee recommended that there should be incorporated into the Juvenile Justice Act a provision that (1) embodies the initial recommendation of the Standards Committee that it play an ongoing role in overseeing the implementation effort, and (2) reassesses the standards in light of experience and additional research.

- Dr. Albert Reiss, Jr., Chairman, Advisory Committee for the National Institute:

The Institute Committee's main activity was to review the National Institute program plan report, with the goal of suggesting ways to place less emphasis on past accomplishments and funding, and more emphasis on future program objectives. Attention was also given to: (1) issues involved in evaluating the juvenile justice and delinquency prevention discretionary programs and plans; (2) Institute-sponsored basic research,

particularly in the prevention area; and (3) issues related to the development of assessment centers for the gathering, assessment, synthesis, and dissemination of knowledge in the juvenile delinquency field.

- Mr. John Florez, Chairman, Advisory Committee on the Concentration of Federal Effort:

The Committee feels that significant progress has been made to date by the Coordinating Council and that the member agencies are now communicating with one another. However, while the responsibility to implement the Concentration of Federal Effort rests with the agencies in Washington, the actual powers to coordinate are at the Regional, State, and local levels. To enhance coordination at the various levels, the Committee recommends that the Office of Management and Budget be considered for involvement with the Council.

State planning agency representatives from Region X met with the subcommittee and identified some of their problems, including conflicting deadlines, inconsistent Federal guidelines, and insufficient coordination among various Federal juvenile programs. To help solve these problems, the Committee suggested the development of an experimental program within one jurisdiction, to allow for "maximum flexibility at the lowest possible level within the jurisdiction; simplification of redtape, guidelines, and requirements; and to test our coordinating mechanisms to the absolute limits of the planning process." This program should be designed to impact on all Federal programs for youth operating within that jurisdiction, with the goal of determining those changes necessary to improve the flow of resources from the Federal Government to the local areas of need.

Following the Committee reports and a brief discussion of the draft First Annual Report of the NAC, Chairman Anderson called on Mr. Luger to discuss the reauthorization of the Juvenile Justice and Delinquency Prevention Act. Mr. Luger explained that there are difficulties in reporting on proposed modifications and changes to the Act. Until the final bill has been presented by the Administration to the Congress, staff is constrained from commenting on it. Mr. Luger then introduced Mr. John Wilson, of LEAA's Office of General Counsel, who presented a review of positions taken by public interest groups on the reauthorization of both the Crime Control Act and the Juvenile Justice and Delinquency Prevention Act.

Following Mr. Wilson's report, Mr. John Rector, Staff Director and Chief Counsel for the Senate Subcommittee on Juvenile Delinquency, was

introduced to speak on both bills from the perspective of congressional committee and subcommittee activities.

Following dinner on the evening of May 6, the Committee heard an address by Dr. Donald Gibbons, Professor of Sociology and Urban Studies at Portland State University, and Director of the LEAA-funded National Education Development Project. Dr. Gibbons spoke on the diversion of youth from the criminal justice system.

To open Friday's session, Mr. Luger elaborated on his earlier review of planned Special Emphasis grant initiatives. Mr. Nader followed with a detailed discussion of the diversion initiatives, including the guideline definition of diversion, funding requirements, and proposed evaluation criteria.

At the conclusion of Mr. Nader's report, four regional representatives presented a panel discussion of activities within the Seattle region. The panel, introduced by Mr. Ed Pieksma, Juvenile Justice Specialist in LEAA's Seattle Regional Office, included: Dr. Patricia Anderson, Chairman, Washington State Juvenile Justice Advisory Committee; Mr. Ajax Moody, Chairman, Juvenile Delinquency Committee, Oregon State Supervisory Board; and Mr. Robert Arneson, Director, Idaho State Planning Agency. All panel members discussed their State's activities and identified problems with respect to their involvement with the Juvenile Justice Act. A lengthy question-and-answer period followed the panel discussion.

Following luncheon, Ms. Jeanne Weaver, of the Office of Youth Development, HEW, presented a review of the Runaway Youth Program that office administers. Ms. Weaver concluded her talk with a slide presentation on runaway youth.

Following discussions on various topics by Committee members and LEAA staff, Chairman Anderson reported on a Committee resolution as follows:

The participation of regional representatives and State Planning Agency representatives has made a great contribution to the value and effectiveness of our meeting. We should continue to solicit local input and participation in future meetings.

Chairman Anderson officially adjourned the fifth meeting of the National Advisory Committee for Juvenile Justice and Delinquency Prevention on Friday, May 7, 1976, at 3:30 p.m.

#### APPENDIX D:

##### LIST OF SUBCOMMITTEES AND MEMBERS

###### Advisory Committee on the Concentration of Federal Effort

C. Joseph Anderson

William R. Bricker

John Florez (Chairman)

Robert Bradley Martin

Edwin Meese, III

###### Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice

Allen F. Breed

Richard C. Clement

Alyce C. Gullattee

A. V. Eric McFadden

Wilfred W. Nuernberger (Chairman)

###### Advisory Committee for the National Institute

Augustine Chris Baca

Wilmer S. Cody

William P. Hogoboom

Albert Reiss, Jr. (Chairman)

Flora Rothman



APPENDIX E:

BIOGRAPHIES OF COMMITTEE MEMBERS

J. D. ANDERSON  
Chairman

Mr. Anderson, Chairman of the National Advisory Committee, is 61 and a resident of Omaha, Nebraska. He is married and the father of four children, ages 21 to 33; he also has two grandsons.

Mr. Anderson has been involved in the life insurance management business for the last 38 years, and is President of Guarantee Mutual Life Company in Omaha. Previously, he was both a high school teacher and principal. He has been active in community affairs and in the YMCA, YWCA, Boy Scouts, and the Boys Clubs of America. A former Chairman of the Social Services Committee, he is currently a member of the Executive Committee of the Boys Town Board, and a member of the Board and the Executive Committee of the National Chamber of Commerce. In addition, he is Chairman of the Committee on Crime Prevention and Control for the National Chamber.

Chairman Anderson feels that it is important to coordinate and unite the many local, State, and national juvenile justice programs. These should be redirected to become an even more effective force for dealing with the problems of juvenile delinquency.

C. JOSEPH ANDERSON

Mr. Anderson, of Terre Haute, Indiana, is 35 and the father of three children.

A graduate of Indiana University Law School, and a former high school teacher, he currently serves as County Circuit Court Judge, a position to which he was elected 5 years ago. His prior experience includes serving for 2 years as Deputy Prosecutor, followed by election to the Indiana House of Representatives.

In addition to his judicial activities, Judge Anderson is actively involved in an LEAA-funded, comprehensive community-based treatment facility for juveniles in Terre Haute.

Judge Anderson feels that the behavioral sciences must develop to the point where we will be in a position to detect in early years a child who may have a pathological disorder that could lead to crime.

AUGUSTINE CHRIS BACA

Mr. Baca, 26 years old, lives in Albuquerque. A graduate of the Upward Bound Program, he holds bachelor's and master's degrees in Public Administration. He is currently the Executive Director of the Southwest Valley Youth Development Project, a community-based developmental program aimed at diverting youth from the juvenile justice system. He also serves as Vice-Chairman of the Juvenile Justice Council in Albuquerque, and is a member of the State Study Team on Juvenile Delinquency Prevention and the Region VI Children and Youth Services effort.

Mr. Baca has a personal interest in the family and the immediate community as preventive forces for juvenile delinquency. He is also interested in examining institutional factors that precipitate juvenile delinquency.

ALLEN F. BREED

Mr. Breed is 54 years old, married, and has three daughters. He lives in Lodi, California. Since 1968, he has served as Director of the California Youth Authority, and as Chairman of the Parole Board for Youthful Offenders in California. He has been involved in the field of juvenile corrections at nearly all levels since 1945.

Mr. Breed urges that the "system" be developed to the point where baseline standards are used for delinquency prevention and programs. He feels that any plans for prevention must contain strategies necessary to carry them out.

WILLIAM R. BRICKER

Mr. Bricker, 50 years old, resides in Scarsdale, New York, with his wife and three children. He is the National Director of the Boys Clubs of America, and also serves as Chairman of the National Collaboration for Youth, an organization of 12 private youth service organizations. Before moving to New York and his present position, he served on the Milwaukee Children's Court Advisory Board, the Wisconsin State Council for Juvenile Prevention, and the Mayor's Youth Council.

Mr. Bricker has been involved in police-youth-community relations and has worked with some early LEAA-funded programs, including outreach crisis intervention. He would like to see greater emphasis on private agency involvement, and public, private, Federal, State, and local collaboration to address delinquency problems better. He also feels there is a need for activity in the areas of identification and labeling.

RICHARD C. CLEMENT

Mr. Clement is the Chief of the Dover Township Police Department in Toms River, New Jersey. He is 50 years old, married, and the father of four children. Chief Clement is the immediate past president of the International Association of Chiefs of Police.

Chief Clement feels that the public needs to hear more about good, effective operating programs. He also encourages the development of more humane institutions, through public and private cooperation.

WILMER S. CODY

Dr. Cody is 38 years old and resides in Birmingham, Alabama. He is married, the father of two children, and currently serves as the Superintendent of Schools of Birmingham. Before assuming this position, he worked for both the U.S. Office of Education and the National Institute of Education, and served for 4 years as Superintendent of Schools in North Carolina. He was also an elementary school teacher and principal.

Dr. Cody has been actively involved in designing alternative schools for dropouts, with particular attention to those with legal problems. He has worked on developing administrative guidelines and procedures designed to change the methods school systems use to deal with youth, in terms of their rights both before and after any court involvement.

Dr. Cody feels that behavior must be viewed not only from the internal perspective, but also from the social context in which the person lives.

JOHN FLOREZ

Mr. Florez, a native of Salt Lake City, is an Assistant Professor at the University of Utah School of Social Work, and also Director of Equal Opportunity at the University. Previously, he was a probation officer, worked in day care centers for emotionally disturbed children, settlement house worker, civil rights worker, and assistant director with the National Urban Coalition.

Mr. Florez is interested in more effective use of existing programs, and feels that coordination and accountability are essential elements if any improvement is to occur.

ALYCE C. GULLATTEE, M.D.

A resident of Washington, D.C., Dr. Gullattee is 46 years old, and has three children and eight grandchildren. She received a bachelor's degree in Zoology and Physics from the University of California. She is now a physician with specialty training in psychiatry.

Dr. Gullattee currently serves as Assistant Professor of Psychiatry and Family Planning at Howard University's School of Medicine, and also teaches psychiatry in law for Howard's Law and Medical Schools. Since 1968, she has served as a consultant to the Juvenile and Domestic Relations Court in Arlington, Virginia. Previously, Dr. Gullattee worked at Southern University in Louisiana with deaf children who were also emotionally disturbed and had delinquency problems. In Santa Monica, California, she was involved in the rights of delinquents who were in difficulty with both the school system and the police.

While in medical school, Dr. Gullattee founded the Student National Medical Association. In Santa Barbara, California, she founded, with her husband, the Cavaliers and Cavallettes, a program for delinquent boys and girls, designed as an alternative to detention. In Washington, D.C., she has worked with the National Council of Negro Women and the D.C. Juvenile Court to establish an LEAA-funded project designed as an alternative to detention for juvenile girls who are nonstatus offenders.

Dr. Gullattee's major areas of interest with respect to the Committee include:

1. Humane disposition and alternatives to detention for all juveniles, with emphasis on transitional living alternatives;
2. Education as a creative alternative to incarceration;
3. Signal behavior detection and intervention programs;
4. Biofeedback as a method of behavior control; and
5. Patricide.

WILLIAM P. HOGOBOOM

Judge Hogoboom, father of five children, is a California native who practiced law for nearly 20 years before his judicial service. As a judge, he has been involved primarily in the family judicial aspects of the Los Angeles County Superior Court, where he is Assistant Presiding Judge. He also teaches law, and is a member of the National Council of Juvenile Court Judges. He has served on the local LEAA planning board's Executive Committee and Diversion Subcommittee; the latter group, which

A. V. ERIC McFADDEN

Mr. McFadden is a 20-year-old student at Harvard College in Boston, Massachusetts. While on leave from the College in 1974, he worked with the Mayor of Boston as an advisor on community development and human service delivery. He also taught in a Boston area preparatory school.

While in high school in Newport, Rhode Island, Mr. McFadden was involved in student rights and student government. He was president of a student movement to institute the 18-year-old age of majority in Rhode Island, and also helped to create a Youth Crafts Program.

Mr. McFadden is concerned with the effectiveness of Federal youth-related programs, especially when they reach the local level. He is very interested in improving methods of program evaluation, and in assuring the necessary technical assistance for all such programs.

EDWIN MEESE, III

Mr. Meese, a native of California, is 43 years old, married, and the father of three children. Before assuming his present position as Vice President of Rohr Industries, he served for 6 years as a Public Recreation Advisor to youth councils and youth groups, as well as a legal advisor to a county youth opportunity board.

An attorney who served in the District Attorney's office, Mr. Meese was for 8 years the Legal Affairs Secretary in the Governor's Office in California. This was followed by service as Executive Assistant to the Governor.

In 1968, Mr. Meese founded the California Council on Criminal Justice. He participated in legislative activity which led in 1961 to revisions in the California juvenile court laws. He has organized and led public agency coordinating councils in the juvenile justice field, and has taught courses in community colleges and in law school.

Mr. Meese hopes that this Committee will help to encourage the development of interagency coordination and cooperation. He also hopes that the juvenile justice system will be updated so that it is capable of meeting the modern needs of both the youth and the community. Finally, he urges expanding the capabilities of State and local governments, and limiting the Federal Government's role.

GEORGE H. MILLS, M.D.

Dr. Mills is a native Hawaiian, educated in Hawaii's public and private schools. He completed his undergraduate work at Colorado College, and received his degree as a Doctor of Medicine at Boston University.

For the past 10 years, Dr. Mills has worked with the Kamehameha School, a private school with 2,600 students, all of Hawaiian ancestry. He practiced internal medicine for 15 years. He was elected to the Hawaii State Senate, where he sat on the Judiciary Committee and the Committee on Human Resources. He also supported the Medical Consent Bill for Minors, and was a member of the Advisory Committee to the Department of Social Services in Hawaii. Currently he is a member of the Judicial Council of the American Medical Association.

Dr. Mills is deeply concerned with the labeling of youth as delinquents, and with the inadequacies of the criminal justice systems for juveniles. He feels that there is too little understanding of due process for youth, and that this issue should concern everyone--teachers, parents, and professionals.

WILFRED W. NUERNBERGER

For the past 14 years, Judge Nuernberger has served as a Juvenile Court Judge in Lincoln, Nebraska. He is also on the Commission of the National Institute of Judicial Administration for Juvenile Justice Standards and Goals of the American Bar Association. In addition, he serves on various State commissions dealing with State laws.

Judge Nuernberger has been both President of the National Council on Juvenile Court Judges, and Chairman of the Juvenile Delinquency Task Force of the National Committee on Criminal Justice Standards and Goals. He was responsible for drafting model legislative programs with the Council of Judges of the National Council on Crime and Delinquency.

Judge Nuernberger is particularly concerned with the juvenile court system and the way it handles juvenile offenders. He feels it is important to determine other ways to handle these youths and their problems.

MICHAEL W. OLSON

Mr. Olson is a 16-year-old high school student in Pittsburgh, Pennsylvania. He currently lives in a group home and has lived in foster homes and institutions since the age of 9.

Mr. Olson has committed various offenses, including auto theft and running away from home. Speaking from personal experience, he feels more

emphasis should be placed on group homes for delinquents, and that status offenders should not be placed in institutions. He hopes that his personal experiences will be of help to the Committee.

ALBERT REISS, JR.

Dr. Reiss received his Ph.D. from the University of Chicago. Currently a Professor of Sociology at Yale Law School, Dr. Reiss taught previously at the Universities of Chicago, Iowa, Wisconsin, Vanderbilt, and Michigan. He also worked with the Illinois Board of Public Welfare in its efforts to design the first statewide basic program for juveniles.

Dr. Reiss has been associated with the National Crime Commission Task Force on Crime, and also with the National Advisory Commission on Civil Disorders. Author of many books and articles, he has spent a great portion of his life in the fields of sociology and criminology.

Dr. Reiss urges the Committee to examine delinquency treatment and prevention programs outside the United States.

CINDY RITTER

Cindy Ritter is 20 years old and lives in Mound City, South Dakota. Born and raised on a dairy farm, Ms. Ritter is now a sophomore majoring in psychology at South Dakota State University. She is also employed by the State Extension Office in Mound City, working with youth through the age of 18.

Before entering college, Ms. Ritter was a "cowgirl" and was chosen a National Teenage Quality Field Representative.

Ms. Ritter feels that not all juveniles in trouble should be placed in detention homes. She hopes she will be able to contribute to the Committee and learn from it.

FLORA ROTHMAN

Mrs. Rothman is Chairwoman of the Juvenile Justice Task Force for the National Council of Jewish Women. This task force is responsible for operating an action program now in 100 cities, which includes family and group homes.

Mrs. Rothman has been actively involved with local and State coalitions designed to inform communities about their needs, and also to promote agency and public coordination. She is deeply concerned about the protection of the rights of youth, as well as the design and delivery of

services to them. She feels that little change can occur in laws, service design, or budgets without citizen understanding or involvement in these processes. She hopes that services can be designed to be available to all who need them, without any labeling.

BRUCE STOKES

Bruce Stokes, a 23-year-old native of Leominster, Massachusetts, currently is a first-year teacher of Distributive/Vocational Education at McKean High School in Wilmington, Delaware. He also serves as Faculty Advisor for the Distributive Education Club of America (DECA). In addition, he is a member of a national task force for a federally funded program to recruit high school dropouts, place them in full-time evening positions, and prepare them for their GED examination.

Mr. Stokes was a Distributive Education student in high school and served as Vice President of DECA. At the University of Delaware, he was Vice President of the college division of DECA. In 1973, he was a White House intern.

Mr. Stokes hopes to promote vocational education for youth. He also is interested in improving the use of youth organizations as strong influences for changing negative attitudes in youth.

**END**