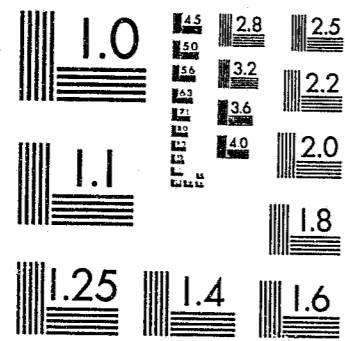


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Seventh Annual Analysis  
and Evaluation of Federal Juvenile  
Delinquency Programs

Office of Juvenile Justice and  
Delinquency Prevention - 1983

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## EXECUTIVE SUMMARY

In 1974 Congress passed the Juvenile Justice and Delinquency Prevention Act (P.L. 93-415) in response to the increasingly serious problem of juvenile delinquency. The Act created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to administer and implement Federal juvenile delinquency policies and programs relating to prevention, diversion, training, treatment, rehabilitation, research and improvement of the juvenile justice system in the United States. The Act also created the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent organization chaired by the Attorney General whose members are drawn from the executive branch, and the National Advisory Committee on Juvenile Justice and Delinquency Prevention (NAC) composed of private citizens appointed by the President.

Each year, the Coordinating Council and the National Advisory Committee assist OJJDP in fulfilling a statutory requirement to submit to the President and the Congress an analysis and evaluation of Federal programs related to juvenile delinquency. The Seventh Analysis and Evaluation of Federal Juvenile Delinquency Programs represents OJJDP's response to this requirement for FY 1983.

This report is organized into five chapters. The first three chapters present an overview of the activities undertaken by OJJDP, the NAC, and the Coordinating Council during FY 1983. The fourth chapter offers an inventory of Federal programs related to juvenile justice and delinquency prevention. The final chapter lists recommendations for improving the administration of Federal juvenile delinquency programs.

The first chapter discusses five program areas given priority by OJJDP during FY 1983: 1) chronic, serious juvenile offenders; 2) school crime; 3) runaway, missing and abducted children; 4) restitution; and 5) private sector corrections. This chapter also presents the 1983 Program Plan which identifies the specific projects funded by OJJDP.

The areas of particular concern to the National Advisory Committee are outlined in the second chapter. These areas included: 1) coordination of the Federal effort; 2) reauthorization of the Juvenile Justice and Delinquency Prevention act; and 3) redirection of the Federal effort concerning serious, chronic and violent offenders. In addition, a summary of recommendations made by the NAC to the President and the Congress concerning the Federal initiative in the area of juvenile justice and delinquency prevention is provided.

The activities of the Coordinating Council, as reflected in the interagency and cooperative agreements are discussed in the third chapter. In addition to summaries of these joint endeavors, the Council's role as a coordinating mechanism is

discussed in terms of several studies initiated by the Council during 1983.

The fourth chapter presents an inventory of FY 1983 Federal programs related to juvenile justice and delinquency prevention. The inventory identifies 120 programs carried out by eleven Federal departments and agencies. The total obligation for these programs is approximately \$46 billion. This funding level compares with \$42 billion expended in 1976 for delinquency related programs. Although expenditures related to juvenile delinquency have increased 9.5% over the past seven years, such expenditures have decreased in proportion to the overall Federal budget from 12% in 1976 to 5% in 1983.

The FY 1983 inventory provided the basis for a descriptive and comparative analysis which is outlined in the final chapter. The analysis involved: 1) the identification of programs related to juvenile delinquency; 2) the categorization of these programs; 3) the presentation of categories and funding levels; and 4) the comparison of programs by category and funding level across Federal departments and agencies.

This chapter also provides an example of the coordination of Federal effort by analyzing programs which address a single issue: drug and alcohol abuse. An assessment of the twelve programs in this area indicated that: 1) individual programs tend to reflect the goals of the agencies that administer them; 2) programs having similar overall objectives use different approaches to achieve them; and 3) the case of drug and alcohol abuse programs suggests that there may be other juvenile delinquency policy areas which would benefit from better Federal coordination.

In the final chapter, recommendations by the Administrator of OJJDP concerning the coordination of overall policy and development of objectives and priorities for all Federal juvenile delinquency programs and activities are provided.

## PREFACE

Each year, the Coordinating Council and the National Advisory Committee assist OJJDP in fulfilling a statutory requirement to analyze and evaluate Federal juvenile delinquency programs. OJJDP is further required to prepare "a brief but precise comprehensive plan for Federal juvenile delinquency programs, with particular emphasis on the prevention of juvenile delinquency and the development of programs and services that will increase diversion of juveniles from the traditional juvenile justice system." Each annual analysis and evaluation must include "recommendations for modifications in organization, management, personnel, standards, budget requests, and implementation plans necessary to increase the effectiveness of these programs." The Seventh Annual Analysis and Evaluation of Federal Juvenile Delinquency Programs represents OJJDP's response to this annual reporting requirement for FY 1983.

## CHAPTER I

### THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the Juvenile Justice and Delinquency Prevention Act of 1974 in response to congressional concern about increasing juvenile delinquency. Each year, the Office has received a budget appropriation of approximately \$70 million.

Because authorization for the Office expires at the end of Fiscal Year 1984, efforts to assess its organization, programs and objectives are currently underway. The primary thrust of OJJDP's authorizing legislation is the decriminalization of status offenses (i.e. running away, truancy, incorrigibility, and alcohol consumption). The Act further provides for the separation of youth from adults in jail; removal of juveniles from jails; diversion of youthful offenders from the justice system; support of youth advocacy and children's rights movements; and support of a network of social service providers.

During 1983, OJJDP sought to alter the course of many government efforts concerned with juvenile justice and delinquency prevention. Some fundamental shifts in rationale provided the basis of new programs and redirected the focus of continued programs. These changes were based on (1) a reassessment of delinquency prevention; (2) a new conception of the juvenile offender as victimizer rather than victim; and (3) a need to devote more attention to chronic, serious and violent juvenile crime.

With almost \$30 million in discretionary funding at its disposal during 1983, OJJDP attempted to revise the overall approach to juvenile delinquency. The Office terminated over \$60 million worth of old programs and funded projects which better reflect its current priorities. Among the program areas addressed during 1983, the following five received particular emphasis:

#### A. Five Priority Program Areas

##### 1. The Chronic, Serious Juvenile Offender

Juveniles account for an estimated 25 percent of all arrests for violent crimes in the United States. Moreover, it is estimated that most serious juvenile crime is committed by less than 10 percent of all juveniles, many of whom commit hundreds of felonies per year. During FY 1983, OJJDP designed several programs to address this small percentage of chronic serious juvenile offenders. One such program provided over \$5

million to district attorneys' offices across the country to help prosecute these offenders.

## 2. School Crime

In secondary schools each month, estimates indicate that 280,000 students are physically attacked and 1,000 teachers are assaulted seriously enough to require medical attention. The National PTA has stated that the annual bill for school vandalism exceeds \$600 million -- more than the nation's total expenditure on textbooks. In 1983, OJJDP responded by funding a program to help school administrators, teachers, and community leaders reinforce disciplinary standards in schools. The Office also plans to establish a National School Safety Center to provide materials, speakers, and experts to school districts.

## 3. Runaway, Missing, and Exploited Children

Each year over one million children run away from home, and as many as 200,000 never return. Accordingly, OJJDP provided over \$3 million to programs which attempt to alleviate the runaway problem. For example, the Office made a grant to Covenant House, a temporary haven for runaways and homeless youth. The Office also assisted juvenile courts across the country to improve long-term placement methods for youth in need of permanent shelter.

In addition, OJJDP provided funding to programs for abducted and exploited children. In one project both the academic and law enforcement communities received support for their respective efforts to gather information about those responsible for such crimes, and to assist in apprehension and prosecution. The Office also initiated plans for a National Center for Missing and Exploited Children. The Center is designed to combine relevant resources from across the country, and to provide law enforcement and private groups with expertise and assistance in locating the thousands of children abducted each year.

## 4. Restitution

OJJDP continued supporting restitution programs which require juvenile offenders to repay the victims of their crimes. Efforts in this area included the initiation of a model training program for officials across the country to provide technical assistance in the implementation of restitution programs.

## 5. Private Sector Corrections

In an attempt to resolve problems related to the incarceration of serious offenders, the Office agreed to fund several alternative facilities to be administered by the private sector. These facilities are intended to provide a structured system of alternative education and exposure to the responsibilities of work for youth who repeatedly violate the law.

## OJJDP's 1983 Program Plan

According to the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, OJJDP programs are divided into four divisions: (1) Special Emphasis; (2) Research and Program Development; (3) Training, Information, Dissemination, and Standards and (4) Formula Grants and Technical Assistance. Brief descriptions of the programs funded within each of these divisions during FY 1983 are provided below.

### 1. SPECIAL EMPHASIS DIVISION

Special Emphasis funds are utilized by OJJDP to fund demonstration projects. In order to be eligible for funding under this division, projects must be consistent with the provisions of Section 224(a) of the Act, which authorizes the Administrator to develop "new approaches, techniques, and methods" concerning:

- Community-based alternatives to traditional forms of institutionalization;
- Diversion of juveniles from the traditional juvenile justice and correctional system, including restitution programs;
- Delinquency prevention through services to youth;
- Statewide efforts to remove juveniles from adult jails;
- Statewide efforts to replicate programs designated as "exemplary" by the Federal government;
- Model programs to prevent unwarranted and arbitrary suspensions and expulsions, and techniques to prevent school violence and vandalism;
- Programs of "youth advocacy" aimed at improving services to youth;
- Youth employment;
- Increased conformance to due process in the juvenile justice system;
- Amendments of state law to further the purposes of the Federal Act;
- Programs to assist police and courts in recognizing and providing for learning-disabled juveniles;
- Prevention and treatment programs relating to juveniles who commit serious crimes.

The following programs were initiated and funded under the Special Emphasis Division during FY 1983.

#### Continuation Projects

##### Project New Pride

A comprehensive community-based treatment program for serious juvenile offenders designed to reduce recidivism, increase school and social achievements and provide employment opportunities. The ACTION agency, through an

interagency agreement with OJJDP, provides volunteers to New Pride projects.

#### Prevention of Delinquency Through Alternative Education

A program designed to prevent juvenile delinquency through the development and implementation of projects keeping students in schools. Efforts include the prevention of unwarranted and arbitrary suspensions and expulsions, as well as the prevention of dropping out and truancy.

#### Close-Up Foundation: The Partners Program

A program designed to examine and address problems in 12 sites in order to develop and implement community service projects for youth currently in the juvenile justice system. A "close-up view" of the national government involves a trip to Washington, D.C. for 200 victims and offenders participating in the Partners Program.

#### Violent Juvenile Offender Program (Part I)

A program incorporating the research and development of correctional models for the treatment and reintegration of violent juvenile offenders. The program also evaluates strategies for increasing the capacity of the juvenile justice system to handle such offenders fairly, efficiently, and effectively.

#### New Projects

##### Restitution by Juvenile Offenders

A program providing general training and technical assistance to practitioners planning to establish or improve restitution programs.

##### Delinquency Prevention and Runaway Children

A program providing funding for the Covenant House in New York City, which operates two crisis care facilities for runaway and homeless youth. Shelter staffs assist youth in pursuing constructive plans for the future, and in reuniting youths with their family or finding alternative placements. Shelters also offer immediate, comprehensive services, including: individual and family counseling; educational guidance and individualized instruction; vocational counseling and job referral; and instruction in daily skills for independent living.

#### Serious Habitual Offender--Drug Involved (SHO-DI)

A program designed to focus law enforcement on serious crime perpetrated by juvenile drug users, to reduce crime frequency and drug procurement by juveniles, and to increase the identification, arrest, conviction, and incarceration of drug dealers who cater primarily to juveniles. This program incorporates a coordinated response by law enforcement officials, prosecutors' offices, and juvenile and community authorities.

#### Habitual Serious Juvenile Offender

An experimental program designed to control and provide treatment to the small percentage of offenders who commit a disproportionately large share of juvenile crime. It seeks more effective prosecution and correction for youth exhibiting a pattern of serious delinquent behavior.

#### Victims of Crime

An innovative program attempting to reduce several types of juvenile victimizations including: child pornography, child abuse, and exploitation. The objectives of this program are consistent with those set forth by the President's Task Force on Victims of Crime.

#### Project Helping Hand

A program replicating the successful "Wing Spread" program currently operating in California, in which volunteers and community service agencies work to divert youth from the juvenile justice system.

#### Juvenile Corrections Initiative

A corrections program for the treatment of serious and violent juvenile offenders aimed at making correctional efforts more effective in dealing with the specific needs of these offenders.

#### Crime Prevention and Neighborhood Enterprise Project

A project that identifies innovative volunteer-based programs for the control and prevention of serious juvenile crime in urban neighborhoods and documents via case studies the barriers to continued self-development and implementation of local programmatic options. Conferences and seminars were held to provide a forum for local service providers and project directors to share their successes and experiences.

### Insular Areas Supplemental Award

A supplement, required by statute, to "Insular Areas," including American Samoa, the Commonwealth of the Northern Marianas Islands, Guam, Trust Territories of the Pacific Islands, and the U.S. Virgin Islands.

## 2. RESEARCH AND PROGRAM DEVELOPMENT DIVISION

Section 243 of the JJDP Act authorizes the National Institute for Juvenile Justice and Delinquency Prevention to conduct research into any aspect of juvenile delinquency which contributes towards improving efforts to prevent and treat juvenile delinquency. Projects initiated and funded by the Research and Program Development Division of NIJJDP are listed below.

### Continuation Projects

#### Law-Related Education Evaluation

An evaluative effort designed to assess the impact of the Law-Related Education (LRE) Program on delinquency by evaluating its effectiveness and providing feedback to maximize the program's utility.

#### Violent Juvenile Crime R&D Evaluation (Part II)

A program designed to assess the capability of neighborhood-based organizations to organize residents for the purpose of preventing juvenile involvement in violent crime. Interventions are based on a social development model of delinquency prevention applied to high crime communities.

#### Alternative Education Evaluation

An evaluative effort of the Special Emphasis Alternative Education Program for Delinquency Prevention, which includes both a formative component to develop information on program content and procedures, and an impact component to assess effects of the program on future behavior of program youth. Documents the most promising program models for policy-makers and program planners in other jurisdictions.

#### Prevention R&D Program (Part I and II)

A program designed to address those factors which influence the socialization of youth. Part I tests the comprehensive social development model in Seattle, Washington; and Part II tests the school-based strategies derived from the social development model of delinquency prevention in six communities.

### The Impact of Juvenile Court Intervention

A program which examines the various levels of juvenile court in order to determine the most effective means of intervention. Institutional and probation alternatives are analyzed with particular emphasis on factors which predict recidivism among juveniles on probation. The program provides an opportunity to replicate the Unified Delinquency Intervention Services (UDIS) evaluation.

### New Pride Replication Evaluation

An evaluative effort designed to address both impact and process questions relating to replicating the New Pride Program, a community-based program for serious juvenile offenders emphasizing individual diagnosis and multiple services. Follow-up evaluations on clients and comparison youth are conducted in an effort to assess future contacts with the juvenile and adult justice systems.

### Violent Juvenile Offender R&D Evaluation (Part I)

An evaluation program which tests a program model consisting of a gradual movement from secure to less secure settings organized by a continuous case management system. The program involves random assignment of eligible adjudicated violent youth to either the experimental intervention program or to traditional correctional interventions.

### New Projects

#### Developing Intervention Strategies for Chronic Serious Offenders

A program which is designed to analyze existing information on the initiation and development of delinquency careers in order to facilitate the development of model programs for juveniles chronically involved in crime. Particular emphasis is placed on the handling of serious juvenile offenders by programs designed as alternatives to traditional correctional institutions.

#### Relationship of Foster Care to Delinquency

A program assessing the relationship between involvement in the foster care system and juvenile delinquency by examining the effects of alternative types of foster care arrangements.

#### Follow-up to Delinquency in a Birth Cohort Group

A study that supports additional research on the landmark Philadelphia "Birth Cohort Study", which consists of a self-reported follow-up of a 1958 cohort sample at age 25 and

completion of the revisions of the replication birth cohort study final report.

#### Juvenile Involvement in Violent Crime

A study that explores the extent to which various types of youth are involved in criminal behavior, particularly violent behavior, and the frequency and patterns of their involvement. This study involves conducting a self-reported survey and a victim's survey in a metropolitan area with representative samples of different ethnic groups. Official arrest data is also being collected.

#### Executive Seminars

A series of policy development seminars designed to review the assumptions and philosophies of the juvenile justice system and to consider major social policy issues such as sentencing, confidentiality of records, due process, and the relationships among various parts of the juvenile justice system.

#### Serial Child Murders Information Systems

An effort which marks the initial phase of a program designed to establish national tracking procedures, pattern recognition, and investigative assistance mechanisms for the location of missing and abducted youth who have been abused, prostituted and/or murdered.

#### Child Abuse and Delinquency

A seminar to explore the relationship between child abuse and delinquency, and to provide recommendations for future research and program development.

#### The Delinquent Careers of Serious Juvenile Offenders

The purpose of this project is to develop a typology of court "careers" of serious juvenile offenders. The objective is to determine how early chronic serious offenders can be identified with some degree of certainty by the juvenile court.

### 3. TRAINING, INFORMATION DISSEMINATION AND STANDARDS DIVISION

The following projects were authorized by Section 242 of the JJDP Act and funded during FY 1983.

#### Continuation Projects

#### National Institute for Citizen Education in the Law (NICEL)

An examination of the effects of law on every day life through conducted programs both in and out of school.

#### Center for Civic Education, Law in a Free Society

A program to educate youth in grades K-12 in their understanding of the principles, processes and values essential to the preservation and improvement of a free society in the United States.

#### Constitutional Rights Foundation

A program that assists in the implementation of law-related education (LRE) programs in California, Michigan, and North Carolina. It provides for training and consulting assistance for teachers, and meetings relevant to the implementation of LRE programs.

#### American Bar Association

An effort to assist in the implementation of LRE programs in three states targeted for coordinated program development.

#### Phi Alpha Delta Law Fraternity (PAD)

An effort to help improve LRE programs collaborating with state and local organizations in the implementation of LRE programs in California, Michigan, and North Carolina.

#### Association for Children with Learning Disabilities Research and Development Training (ACLDT)

Six training seminars designed to present the results and implications of an ACLDT study concerning the link between learning disabilities and juvenile delinquency.

#### Prosecutor Training

Three seminars conducted by the National Conference of District Attorneys (NCDA) to train state and local prosecuting attorneys who work primarily in the juvenile courts. Seminar topics include the role of the prosecuting attorney in priority prosecution, evidence presentation and confidentiality of records.

#### Law Enforcement Training at Glynco, Georgia

Training for law enforcement policy-makers in management strategies to increase departmental effectiveness through integration of juvenile services into the mainstream of law enforcement activities.

#### Juvenile and Family Court Training Project

Training for judges and court personnel at the college of the National Council of Juvenile and Family Court Judges (NCJFCJ) in Reno, Nevada. Provides information concerning developments in juvenile and family case law, treatment and



sentencing options, and follow-up technical assistance for persons who have received previous training from NCJFCJ.

#### Juvenile Court Seminars

Three seminars, conducted by the Institute for Court Management, designed to instruct juvenile justice professionals on management, training, policy and program strategies relating to serious and chronic juvenile offenders.

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

The performance of four tasks by the University of Washington including: 1) collection and analysis of data on delinquency prevention; 2) completion, revision and coordination earlier reports; 3) update of information dissemination capabilities; and 4) provision of specific information in response to requests from the National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP).

#### National Center for the Assessment of the Juvenile Justice System

The performance of four tasks by the American Justice Institute including: 1) collection and analysis of information on the juvenile justice system; 2) completion, revision and coordination of earlier reports; 3) update of information dissemination capabilities; and 4) provision of specific information in response to requests from NIJJDP.

#### National Uniform Juvenile Justice Reporting System

The performance of two tasks by the National Center for Juvenile Justice including: 1) collection, analysis and dissemination of information concerning the juvenile court process; and 2) the examination of factors and trends which effect the legal system.

#### Juvenile Information System and Records Access

Assistance to jurisdictions in developing juvenile information systems concerning the court's handling of juveniles and sentence dispositions.

#### Children in Custody Survey

A report on selected characteristics of the residents, facilities and operations within the juvenile custody system for use by authorities in assessing trends and developing relevant policies and legislation. Data were collected and prepared by the U.S. Bureau of the Census.

#### National Criminal Justice Reference Service (NCJRS)

The maintenance of the Juvenile Justice Clearinghouse by the Aspen Systems Corporation providing assistance to the juvenile justice and delinquency prevention community.

#### National Study of Juvenile Institutional Release Decision-making

A study synthesizing the URSA Institute's analyses of the process of committing offenders to state juvenile correctional agencies or institutions, and their subsequent release. It identifies the roles of various decision-makers and examines sentence disposition criteria used in committing youth to correctional institutions for serious and violent offenses.

#### New Projects

##### Private Sector Corrections Training

Program and management training for community-based juvenile corrections managers, emphasizing the handling of serious and violent offenders.

##### Employment Related Training and Technical Assistance for the Serious and Violent Juvenile Offender

Employment and training services provided by 70001 Ltd. to assist juvenile justice workers in developing private sector jobs and careers for serious and violent juvenile offenders.

##### Training in Handling of Serious/Violent Offender in Community-Based Settings

A coordinated effort by the National Youth Work Alliance and the Institute for Non-Profit Organization Management to conduct four intensive regional training workshops on the handling of serious/violent offenders. Workshops involve approximately 120 administrators and senior level staff of community-based programs and youth workers interested in operating community-based programs for serious/violent offenders.

##### Assessment of Training Impact

An evaluation of TDS training programs' efficiency and overall management that provides appropriate feedback for possible improvements.

Public Defender Training

Training for supervisory public defenders, concentrating on serious and violent juvenile delinquency cases.

Restitution Training Program

Prince George's County, Maryland, government's assessment of current policies, procedures, and costs of its juvenile court restitution program, including the initiation of two pilot training programs.

Training in Juvenile Justice for State Legislators

A series of workshops, seminars, and other types of training to provide up-to-date information on juvenile delinquency to state legislators concerned about juvenile justice issues resulting in a model juvenile code based upon an examination of state legislation and initiatives.

Automated Juvenile Law Archive

An automated archive of state juvenile codes involving compilation, review, and comparative analyses of juvenile codes and state legislation development.

Standardization of the National Juvenile Justice Data Archive

The standardization of data collected between 1975 and 1981 contained in the National Juvenile Justice Court Data Archive for the purpose of conducting a trend analysis.

Visual Display of Quantitative Information

Efforts by the National Criminal Justice Reference Service (NCJRS) to graphically display statistics relating to juvenile justice and delinquency prevention.

Assistance to Juvenile Correctional Agencies

Development of a manual by the American Correctional Association in order to assist juvenile detention administrators who plan to develop written policies and procedures consistent with national standards developed by the National Advisory Committee.

4. FORMULA ASSISTANCE AND TECHNICAL ASSISTANCE DIVISION

Technical Assistance Program

Technical Assistance is provided to Federal, State, and local governments, public and private agencies, as well as to courts, institutions, and individuals. Technical assistance is used in the planning, establishment, funding, operation, or evaluation of juvenile delinquency programs.

States have initial responsibility for planning technical assistance in order to assure coordination between state plans and local needs. OJJDP is responsible for developing a national technical assistance plan focusing primarily on those needs for which states do not have resources.

The Technical Assistance Program is aimed at achieving OJJDP's goals and priorities. In order to use its limited resources more effectively, OJJDP focuses its assistance on the development and implementation of programs with the greatest potential for reducing juvenile crime and enhancing juvenile justice.

Continuation Projects

Alternative Education

Technical assistance provided to OJJDP Alternative Education program.

Improvement of the Juvenile Justice System

Assistance aimed at improving the quality of juvenile justice in the areas of administration, processing and provision of services, with emphasis on increasing the efficiency of secure and non-secure facilities and programs. The purpose of this assistance is to promote the adoption of policies and procedures for the serious, violent juvenile offender.

Improvement of the Juvenile Justice System and Jail Removal

An assistance aimed at improving the quality of juvenile justice system, and providing assistance to state and local governments and private non-profit organizations on effective techniques, methods, procedures, etc., of removing juveniles from adult jails and lockups.

New Projects

Courts/Law Enforcement/Corrections

Assistance provided to courts, law enforcement, and corrections system personnel in order to improve the overall operations and effectiveness of their respective organizations.

### Formula Grants Program

Section 221 of the Act authorizes the Administrator to make grants to states and local governments to assist in planning, establishing, operating, coordinating, and evaluating projects directly or through grants and contracts with public and private agencies. These grants and contracts are to be used for the development of more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs in the area of juvenile delinquency and programs to improve the juvenile justice system.

OJJDP provides formula grants to participating states and territories based on their populations under the age of 18. With almost two-thirds of the OJJDP budget, the formula grants section coordinates the distribution of monies to states for the development and maintenance of juvenile justice programs. All states are eligible for a minimum of \$225,000 per year. In FY 1983, OJJDP awarded grants to 53 states and territories totaling \$43 million.

To qualify for the Federal money, the state must submit a plan detailing comprehensive coordinated approaches to juvenile delinquency prevention and treatment and match the Federal contribution with state funds. The plan must specify that 75 percent of the allocated money be used for "advanced technique" programs. Among these programs are those designed to develop, maintain, and expand juvenile delinquency prevention services, to divert juveniles from the juvenile justice system, to provide community-based alternatives to confinement in secure detention and correctional facilities, and to improve programs for serious offenders. The plan must include itemized estimated costs for the development and implementation of such programs. In addition, states must seek consultation with private agencies concerned with juvenile justice when drawing up the state plan.

The separation of juveniles and adults and the removal of youthful offenders from adult jails and lockups has received considerable attention in legislation referring to state plans. The 1974 Act requires that participating states remove status offenders and non-offenders such as dependent children from secure juvenile detention or secure correctional facilities.

The Act also requires that juvenile offenders not be detained or confined in any institution in which they are in regular contact with adults incarcerated because they have been convicted or are awaiting trial on criminal charges.

While most states are trying to comply with the first two criteria, a 1980 amendment to the Act goes further by requiring the removal of all juveniles from adult jails and lockups by 1986. Those states that comply with the removal criteria in 75 percent of their facilities will be granted two additional years to complete the process.

In the past, the state plans were authored and administered by State Criminal Justice Councils (CJCs) (formerly State Planning Agencies). A 1980 amendment allows the governor of each state discretionary power in giving final approval authority for the plan to the CJCs or the State Advisory Groups (SAGs). This change should increase the influence of SAGs in the funding process. SAGs formerly had limited authority to control the disbursement of Federal money.

The following table provides the amount of funds allocated during FY 1983 to states, territories, and possessions by percentage of the United States juvenile population.

ALLOCATION OF JUVENILE FUNDS TO STATES  
TERRITORIES, AND POSSESSIONS BY PERCENTAGE OF  
UNITED STATES JUVENILE POPULATION

<u>State Name</u>	<u>Juvenile Population</u>	<u>% of U.S. Juvenile Population</u>	<u>Allocation</u>
Alabama	1,130,000	1.761%	\$ 734,574
Alaska	141,000	.219%	225,000
Arizona	811,000	1.264%	527,203
Arkansas	649,000	1.011%	421,892
California	6,484,000	9.895%	4,215,025
Colorado	825,000	1.285%	536,304
Connecticut	784,000	1.221%	509,651
Delaware	159,000	.247%	225,000
Dist. of Columbia	138,000	.215%	225,000
Florida	2,428,000	3.784%	1,578,359
Georgia	1,628,000	2.537%	1,058,306
Hawaii	278,000	.433%	225,000
Idaho	310,000	.483%	225,000
Illinois	3,138,000	4.890%	2,039,905
Indiana	1,545,000	2.408%	1,004,351
Iowa	797,000	1.242%	518,102
Kansas	647,000	1.008%	420,592
Kentucky	1,042,000	1.624%	677,368
Louisiana	1,343,000	2.093%	873,038
Maine	309,000	.481%	225,000
Maryland	1,112,000	1.733%	722,872
Massachusetts	1,415,000	2.205%	919,842
Michigan	2,579,000	4.019%	1,676,519
Minnesota	1,140,000	1.776%	741,074
Mississippi	799,000	1.245%	519,402
Missouri	1,322,000	2.060%	859,386
Montana	231,000	.360%	225,000
Nebraska	441,000	.687%	286,678
Nevada	230,000	.358%	225,000
New Hampshire	254,000	.395%	225,000
New Jersey	1,905,000	2.969%	1,238,374
New Mexico	422,000	.657%	274,327
New York	4,508,000	7.026%	2,930,495
North Carolina	1,616,000	2.518%	1,050,505
North Dakota	193,000	.300%	225,000
Ohio	2,973,000	4.633%	1,932,644
Oklahoma	881,000	1.373%	575,707
Oregon	711,000	1.108%	462,196
Pennsylvania	2,990,000	4.660%	1,943,696
Rhode Island	234,000	.364%	225,000
South Carolina	925,000	1.441%	601,310
South Dakota	200,000	.311%	225,000
Tennessee	1,260,000	1.963%	819,082

<u>State Name</u>	<u>Juvenile Population</u>	<u>% of U.S. Juvenile Population</u>	<u>Allocation</u>
Texas	4,529,000	7.059%	2,944,146
Utah	579,000	.902%	376,387
Vermont	140,000	.218%	225,000
Virginia	1,438,000	2.241%	934,794
Washington	1,141,000	1.778%	741,724
West Virginia	542,000	.844%	352,335
Wisconsin	1,315,000	2.049%	854,836
Wyoming	155,000	.241%	225,000
American Samoa	16,000	.024%	56,250
Guam	44,000	.068%	56,250
Puerto Rico	1,221,000	1.903%	793,730
Virgin Islands	42,000	.065%	56,250
Trust Territory Mariana Islands	62,000 8,000	.096% .012%	56,250 56,250
Totals			\$43,094,981

Total Allocation for the United States is: \$43,095,000  
 Base Amount per State is: \$ 225,000  
 Base Amount per Territory is: \$ 56,250  
 Total U.S. Juvenile Population is: 64,159,000

CHAPTER II  
THE NATIONAL ADVISORY COMMITTEE  
FOR  
JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC) was created in 1974 by the Juvenile Justice and Delinquency Prevention Act. Those appointed to the NAC have expertise in the fields of the prevention and treatment of juvenile delinquency and the administration of juvenile justice.

The NAC consists of 15 members appointed by the President, at least five of whom must be younger than 24 years of age when appointed. At least two members must have been previously, or shall be at the time of appointment, under the jurisdiction of the juvenile justice system. In addition, the NAC is required to contact and seek regular contributions from youths currently under the system's jurisdiction. These provisions are designed to elicit the views and special concerns of juveniles, better enabling the NAC to advise on the design and development of juvenile justice and delinquency prevention programs.

The diversification of the NAC is further strengthened by the stipulation that full-time officers or employees of the Federal government are ineligible for appointment to the NAC. In addition, the NAC Chairman cannot be a full-time officer or employee of any state or local government. Members are initially appointed for terms of limited duration, either one, two, and three years. Subsequent appointments to the NAC are for three years.

Specific responsibilities of the National Advisory Committee include:

Reviewing and evaluating, on a continuing basis, Federal policies and activities regarding juvenile justice and delinquency prevention conducted or assisted by all Federal agencies.

Advising the Administrator with respect to particular functions or aspects of the work of the Office of Juvenile Justice and Delinquency Prevention.

Advising, consulting, and making recommendations to the National Institute of Justice and the Office of Juvenile Justice and Delinquency Prevention.

Refining standards for the administration of juvenile justice at the Federal, state, and local levels and recommending Federal, state, and local action to facilitate the adoption of such standards throughout the United States.

During 1983, the NAC reviewed and commented on various juvenile justice issues. Those of particular concern included: 1) coordination of the Federal effort; 2) reauthorization of the Juvenile Justice and Delinquency Prevention Act; and 3) redirection of the Federal effort concerning serious, chronic, and violent offenders.

Federal Coordination

The review of procedures, internal and external working relationships, and communication links constituted a major part of the NAC's Federal coordination efforts during 1983. The NAC clarified its role in relation to the Office of Juvenile Justice and Delinquency Prevention, the Coordinating Council on Juvenile Justice and Delinquency Prevention, and State Advisory Groups. The NAC, the Coordinating Council, and OJJDP form the core of Federal agencies established in response to legislative requirements to analyze, evaluate, monitor, and coordinate Federal delinquency programs.

In 1983, the NAC designated a member to represent the NAC at Coordinating Council meetings. The designee assisted in developing policy options, developing of an inventory of Federal programs in the juvenile justice area, conducting a feasibility study of a computerized data base for all Federal delinquency programs, and organizing working conferences with the Alcohol, Drug Abuse, and Mental Health Administration.

The NAC's Federal coordinating work included reviewing and commenting on the OJJDP's Program Plan for FY 1983. The Administrator of OJJDP attended NAC meetings regularly to discuss program efforts and results. In assessing Federal coordination efforts, the NAC recognized that while the responsibility to implement the concentration of Federal effort rests with agencies in Washington, many of the actual powers to coordinate are at the regional, state, and local levels. Therefore, representatives of the State Advisory Groups were invited to participate at NAC meetings and discuss activities and problems of regional, state, and local agencies.

Reauthorization

The NAC discussed and debated numerous options and approaches concerning the reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The recommendations stemming from these discussions are summarized below:

The NAC agreed that a Federal initiative aimed at juvenile delinquency and youth crime should be administered by the Department of Justice.

The NAC agreed that the Federal initiative should deal practically and directly with the problems of juvenile

delinquency and youth crime, particularly threats presented to the public, victims, family and schools.

The NAC agreed that the target population of OJJDP's programming efforts should be more sharply focused on the serious, violent, and chronic juvenile delinquent. The NAC agreed that the Federal Government should assist states, local governments, and private and public agencies in dealing with serious and chronic offenders.

The NAC agreed that certain types of programs should be developed and implemented in order to deal more effectively with this target population. The NAC agreed that these programs should emphasize strengthening families and neighborhoods, assisting youth victims, providing restitution, and establishing programs which deal with the correction and treatment of alcohol and substance abusers.

The NAC agreed that the Federal government should authorize expenditures for programs dealing with youth who commit offenses while identified as juveniles by state law, regardless of whether they are processed as juveniles in adult criminal courts.

The NAC agreed that the goals of deinstitutionalization, separation, and jail removal are laudable social goals. However, the NAC also agreed that the Federal government has neither the resources nor the adequate data, demonstration projects, and training services available to enable state and local governments to increase their capacity for appropriately responding to juvenile delinquency and youth crime.

The NAC agreed that the dual funding mechanism of special emphasis and formula grants should be preserved, provided that OJJDP's annual appropriation is at least \$70 million. If an annual appropriation meets this minimum requirement, the NAC indicated that \$40 million should then be earmarked for the special emphasis program. If an annual appropriation does not meet or exceed \$70 million, the formula grant program should be discontinued.

The NAC agreed that revenue sharing funds should be provided to state and local governments for use in meeting juvenile delinquency and youth crime problems, without the mandates and monitoring requirements which Federal intervention would impose.

#### Serious Juvenile Crime

During 1983, the NAC reviewed the Federal government's response to the problem of juvenile crime. The NAC carefully studied the programs of the Office of Juvenile Justice and

Delinquency Prevention and reviewed the efforts of other federal agencies which focus on the prevention of juvenile delinquency. The NAC consulted with juvenile judges, law enforcement officers, prevention and treatment program administrators, and juveniles actively involved in the system, in an effort to assess and evaluate current practices in the field of juvenile justice.

Based on its investigations, the NAC developed conclusions and recommendations concerning the overall Federal effort in juvenile delinquency. Among its findings was the fact that out of \$120 million of OJJDP's special emphasis funds for 1975 through 1980, only \$12,000 were directed to the serious juvenile offender. The NAC agreed in giving highest priority to dealing directly and decisively with the small core of chronic and violent delinquents apparently responsible for the large proportion of juvenile crime. In the NAC's view, eliminating delinquency among this group will lead to a significant reduction in juvenile crime. The NAC's findings and recommendations will be submitted in a report to the President and Congress in FY 1984.

### CHAPTER III

#### THE COORDINATING COUNCIL ON JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The Coordinating Council on Juvenile Justice and Delinquency Prevention, established by the JJDP Act, is an independent organization in the executive branch of the Federal government. The Council is responsible for coordinating all Federal juvenile delinquency programs. In addition, the Council reports annually to the President and the Attorney General concerning the development of objectives and priorities for all Federal juvenile delinquency activities and the coordination of overall policy.

The Juvenile Justice Amendments of 1980 doubled the required number of Coordinating Council members from nine to eighteen. The amendments also require the Council to meet quarterly, to review joint funding proposals involving any agency represented on the Council, and to report findings to both the Congress and the President.

The Council is chaired by the Attorney General while the Administrator of OJJDP serves as Vice Chairman. Members include the Secretaries of the Departments of Health and Human Services (HHS), Labor (DOL), Education (ED), Interior (DOI), and Housing and Urban Development (HUD), or the Secretaries' designees. Also serving on the Council are the heads of independent agencies and sub-cabinet level offices with direct responsibility for youth programs, such as the Director of the Office of Drug Abuse Policy, the Director of ACTION, and the Deputy Administrator of the National Institute for Juvenile Justice and Delinquency Prevention.

During FY 1983, the Council continued its efforts to implement the goals and priorities of the Federal role in the area of juvenile justice and delinquency prevention. The Council, with the active support of OJJDP, targeted the following areas during FY 1983: 1) alcohol and drug abuse by juvenile offenders; 2) federal policies concerning juvenile delinquency; 3) assistance to Federal and state decision-makers concerning the appropriate placement of juveniles in institutions.

The Coordinating Council was involved in activities related to these areas with six different Federal agencies. The following interagency and cooperative agreements reflect the Council's activities and accomplishments during FY 1983. Additionally, member agencies funded numerous projects in the private sector which reflected the Council's 1983 Program Plan priorities.

#### ACTION

ACTION had two programs jointly funded with OJJDP which employed the services of 14 to 22 year-old juvenile offenders

as "young volunteers". The St. Louis, Missouri, public school system developed a law and education program and the Police Athletic League of Columbus, Ohio sponsored a volunteer project.

#### HHS/ACYF

The Administration on Children, Youth and Families (ACYF), worked with OJJDP in an effort to explore how states coordinate youth programs and resources. The State Coordination Project report indicated the need to improve state level management of youth services, examined the shift of responsibility from federal to state and local government levels, and explored new approaches to the coordination of services. Of one hundred and eight organizations polled, 60 responses, representing 40 states were received. The responses indicated that: (1) the coordination of youth services is handled at high levels, such as governors' cabinets or offices; and (2) the coordination of youth services is a relatively new concept, as approximately 50% of the respondents stated that mechanisms for coordination were created after 1978.

#### HHS/ADAMHA

The Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) planned the following programs in conjunction with OJJDP: (1) a conference on the research needs of the alcohol, drug abuse and juvenile justice communities scheduled for the spring of 1984; (2) a continuation of the University of Chicago study on residential child care; and (3) a conference for practitioners in the juvenile alcohol and drug abuse field(s) scheduled for the summer of 1984.

#### HHS/HDS

Through an interagency agreement with OJJDP, HHS' Office of Human Development Services performed a delivery level review which focused on: (1) schools and delinquency; (2) alcohol and substance abuse; (3) treatment alternatives for substance abusing juveniles; (4) youth development; and (5) appropriate placement of juveniles in correction facilities. The delivery level review, conducted in Pennsylvania, North Carolina, Illinois, Missouri and the Navajo Indian Nation, sought to identify inadequate, inaccessible and duplicative services.

#### HHS/NCCAN

The National Center on Child Abuse and Neglect (NCCAN), through an interagency agreement with OJJDP, initiated plans

to fund the Interstate Consortium on Child Care in an attempt to reduce the rate of child abuse in secure facilities. Products of this effort will include: (1) a source book on recommended secure care practices; (2) training materials for child care workers, including a training documentary on locked isolation; (3) strategies encouraging the regulation of public facilities; and (4) model procedures for investigating abuse.

#### DOI/BIA

The Bureau of Indian Affairs (BIA) is in Phase II of a cooperative agreement with OJJDP focusing on the detention of Native American youth. Arrow, Inc., a Washington-based Native American organization, is monitoring forty sites to ascertain the appropriate method of detention for Native Americans. Phase II of this project will involve collecting data on the quality of services provided for these youth.

In addition to these joint endeavors, the Council addressed numerous issues related to its role as a coordinating mechanism for Federal juvenile delinquency related programs. For example, the Council authorized the development of a requirements analysis for a computerized data base of Federal JJDP programs. The data base would include: (1) types of programs; (2) funding sources departments and programs; (3) grantees and contractors; and (4) designations of operational program models. The proposed data base would possibly increase the Council's ability to review programs and practices of Federal agencies. In addition, the updated information will facilitate the Council's reporting efforts concerning the degree to which Federal agency funds are used for purposes consistent or inconsistent with the JJDP Act. The feasibility of implementing such a data base remains under review and will be decided in FY 1984.

In addition, the Council initiated plans for a five site review of Federal delinquency prevention programs. This review will survey five sites in order to determine: (1) the number and types of existing prevention programs; (2) the type of funding for these programs; (3) the existence of model projects; and (4) any duplication of Federal resources and possible inconsistencies in Federal policy. The results of this survey will serve as a basis for recommendations concerning the utilization of funds at the local level.

The Council also authorized a study to examine Federal JJDP programs that utilize matching funds from the private and public sector. Based on this study, models encouraging private sector support and participation in Federal juvenile delinquency programs will be developed.

## CHAPTER IV ANALYSIS AND EVALUATION OF THE FEDERAL EFFORT

### A. Methodology

Among the purposes of the Seventh Analysis is providing a FY 1983 inventory of Federal juvenile delinquency programs. Through a comprehensive and systematic search, information on Federal juvenile delinquency programs has been gathered from several sources. These sources included: Federal government agency publications; existing catalogues of Federal government programs; departmental data bases; OJJDP, Coordinating Council and National Advisory Committee documents; and interviews with appropriate agency representatives. The objective of this search was to identify and categorize juvenile justice and delinquency prevention programs.

In the initial phase of research, a comprehensive review of previous annual analyses and evaluations was performed. This review identified criteria for selecting programs to be incorporated in the 1983 inventory. The Second Annual Analysis and Evaluation was found to contain discriminating criteria, and detailed listings and tabulations of JJDP related programs. The listings incorporated in the Second Analysis were then updated, primarily by referring to the 1983 Catalogue of Federal Domestic Assistance (CFDA). Budget information was further verified by carefully reviewing the FY 1984 and FY 1985 Budget of the United States Government.

Once this updated listing of programs was prepared, letters were sent to member designees and agency representatives of the Coordinating Council. These individuals were asked to identify programs which should be deleted or added. Interviews were also conducted with designated agency representatives in order to ensure complete responses to the survey document.

After this survey, 120 programs representing eleven Federal departments and agencies were identified. By modifying the criteria statement provided in the Second Analysis, these 120 programs were divided into five categories according to their targeted population. Below are the program categories and their definitions which provide the framework for the program inventory of the Seventh Analysis and Evaluation.

#### 1. Delinquency Programs

These programs are exclusively devoted to youth identified as delinquent or runaway. These programs specifically address the delinquency problem and subsequently, constitute the core of the Federal effort.



2. Youth at Risk Programs

These are prevention programs directed at the vulnerable segments of the youth population. The target population of "Youth at Risk" includes juveniles, including abandoned, neglected, dependent, and abused youth, who lack family and/or community experiences that encourage law-abiding conduct. "Youth at Risk" also includes juveniles who are economically and/or educationally disadvantaged or who have special physical or mental disabilities that limit their access to services available in the community.

3. Related General Programs

These programs are directed at upgrading the quality of life for the general population. Programs selected for the inventory include activities that have special relevance to youth. In general, these youth programs assist and support natural and community support systems -- family, schools, community organizations, and other groups. These programs range from allocation of food stamps to urban park renewal.

4. Service Provider Programs

These programs are directed at individuals who work with youth-at-risk and delinquents. Service Provider Programs include such activities as training and staff development, technical assistance, and advisory councils.

5. Research Programs

These programs include all types of studies and investigations aimed at increasing knowledge in the areas of juvenile delinquency and delinquency prevention.

B. Limitations of the Data

Several factors were considered during the process of developing the criteria statements and corresponding definitions. The JJDP Act of 1974 defines a Federal juvenile delinquency program as "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." In essence, this definition seems to identify any program related to youth as a "Federal juvenile delinquency program." Consequently, determining program

type was somewhat difficult and partly explains the large number of programs in the "delinquency" and "related general" program categories.

Problems encountered in previous analyses also posed similar difficulties in developing ways to categorize these programs. For example, few programs are specifically targeted at youth identified as delinquent. In addition, few programs have the explicit purpose of addressing a delinquency problem. Rather, the majority of Federal programs have other primary objectives and may serve a variety of populations. The bulk of juvenile delinquency programs in the Federal government exist in agencies whose Congressional mandates are oriented to the issues of health, education, employment, and housing. Each of these agencies has its own Congressional mandate and its own orientation (medical, educational, etc.) toward dealing with delinquency problems. In many of these programs youth are only a part of the total population served and delinquent youth may or may not be an identifiable element in the population.

Another problem in categorizing programs is the lack of a uniform definition for such important terms as "youth/adolescent" and "delinquency prevention." For example, the definition of youth or adolescent often varies from program to program. In some cases, the definition includes individuals from 16 to 21 years of age. In others, it includes only individuals under 18 years of age.

Another limitation of the available data is the fact that only a portion of many programs have any relationship to delinquency. In these cases, there is often no reporting as to what projects are delinquency-related or how many adolescents or delinquents are served. It is also difficult to measure the impact of dollars spent on the delinquency problem. For example, the impact of education programs for disadvantaged students and school lunch programs on preventing delinquency is difficult to ascertain.

All of these factors make it difficult to clearly determine Federal programs related to juvenile delinquency. In addition, these factors place limitations on the analysis and evaluation of expenditures in this area. However, the criteria statement employed in this analysis allows a descriptive analysis and evaluation of the available data.

C. Analysis and Evaluation

The inventory of Federal juvenile delinquency programs for 1983 representing eleven Federal departments and agencies is shown in Table I. This table lists these programs by their Catalogue of Federal Domestic Assistance (CFDA) number and groups them by their parent department or agency. The table also shows the FY 1983 obligation, the estimated FY 1984 obligation, and the corresponding percentage change for each program.

The total 1983 obligation for these 120 programs was \$46 billion. This represents 5% of the \$839 billion obligated for all Federal agencies in 1983. In 1976, the 141 programs identified as Federal juvenile delinquency-related had total expenditures of \$42 billion. This represented 12% of the \$349 billion spent by all Federal agencies in 1976. Thus, there has been a 9.5% increase in funds expended in this area over the past seven years. However, programs related to juvenile delinquency comprised a decreasing portion of the overall Federal budget from 12% to 5%.

Caution must be exercised in using the \$46 billion figure, which represents the total 1983 obligation for the 120 programs. This figure is potentially misleading since the target groups for the programs are seldom exclusively youth and even more seldomly exclusively delinquent. Moreover, many programs include projects that are not related to the delinquency area. A more accurate figure would require a project-by-project examination of funds expended in this area. However, such detailed information is not currently available.

An initial inspection of Table I suggests that the upheaval created by the termination of various discretionary programs and the folding of others into block grants has begun to stabilize. For example, fifteen programs (five in the Department of Education and ten in HHS) slated for termination or folding into a block grant, will continue to receive funding estimated at \$1.3 billion for FY 1985. Despite the continuation of these fifteen programs, the trend toward budget cutting is still evident as the aggregate funding for the 120 programs is estimated to decline \$4 billion in FY 1985.

TABLE I  
FEDERAL PROGRAMS RELATED TO JUVENILE JUSTICE  
AND DELINQUENCY PREVENTION (in thousands of dollars)

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
10.500	Cooperative Extension Service	DOA--Extension Nutrition Service	316,836	322,220	+1.7%
10.550	Food Distribution	DOA--Food and Nutrition Service	2,259,074	2,182,939	-3.4%
10.551	Food Stamps	DOA--Food and Nutrition Service	11,204,300	10,145,000	-9.5%
10.553	School Breakfast Program	DOA--Food and Nutrition Service	341,000	313,600	-8.0%
10.555	National School Lunch Program	DOA--Food and Nutrition Service	2,353,846	2,130,156	-9.5%
10.556	Special Milk Program for Children	DOA--Food and Nutrition Service	19,120	19,240	+ .6%
10.557	Special Supplemental Food Program for Women, Infants, and Children	DOA--Food and Nutrition Service	1,180,271	1,060,000	-10.0%
10.558	Child Care Food Program	DOA--Food and Nutrition Service	332,488	320,700	-3.5%
10.559	Summer Food Service Program for Children	DOA--Food and Nutrition Service	99,400	91,800	-7.6%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
13.110	Maternal and Child Health Federal Consolidated Programs	HHS-Public Health Service - I	55,950	59,850	+7.0%
13.111	Adolescent Family Life Research Grants	HHS-Public Health Service - I	1,400	2,000	+43.0%
13.217	Family Planning Projects	HHS-Public Health Service - I	118,500	140,000	+18.0%
13.224	Community Health Centers	HHS-Public Health Service - I	295,000	331,362	+12.3%
13.228	Indian Health Services-- Health Management Development Program	HHS-Public Health	9,863	2,600	-73.6%
13.242	Mental Health Research Grants	HHS-Public Health Service - I	96,977	107,490	+10.8%
13.243	Alcohol, Drug Abuse, and Mental Health Administration Scientific Communications and Public Education	HHS-Public Health Service - I	Dissemination of technical Information		
13.244	Mental Health Clinical or Service Related Training Grants	HHS-Public Health Service - I	20,093	36,072	+79.5%
13.246	Migrant Health Centers Grants	HHS-Public Health Service - I	38,104	42,000	+10.2%
13.273	Alcohol Research Programs	HHS-Public Health	14,957	22,162	+48.0%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
13.279	Drug Abuse Research Programs	HHS-Public Health Service - I	35,667	42,466	+19.0%
13.289	President's Council on Physical Fitness and Sports	HHS-Public Health Service - I	Dissemination of technical Information		
13.608	Administration for Children, Youth and Families--Child Welfare Research and Demonstration	HHS-Office of Human Development Services	10,608	10,000	-5.0%
13.612	Native American Programs--Financial Assistance Grants	HHS-Office of Human Development Services	26,300	22,446	-14.7%
13.613	Mental Retardation--President's Committee on Mental Retardation	HHS-Office of Human Development Services	Dissemination of technical Information		
13.623	Administration for Children, Youth and Families--Runaway Youth	HHS-Office of Human Development Services	21,500	23,250	+8.0%
13.628	Child Abuse and Neglect Prevention and Treatment	HHS-Office of Human Development Services	16,199	16,199	0
13.630	Administration on Developmental Disabilities --Basic Support and Advocacy Grants	HHS-Office of Human Development Services	50,500	31,977	-36.7%
13.631	Administration on Developmental Disabilities --Special Projects	HHS-Office of Human Development Services	2,500	2,294	-8.2%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
13.632	Administration on Developmental Disabilities --University Affiliated Facilities	HHS-Office of Human Development Services	7,500	7,027	-6.3%
13.645	Child Welfare Services--State Grants	HHS-Office of Human Development Services	156,326	156,326	0
13.646	Work Incentive Program	HHS-Office of Human Development Services	256,760	256,760	0
13.647	Social Services Research and Demonstration	HHS-Office of Human Development Services	3,550	9,250	+161.0%
13.648	Child Welfare Services Training Grants	HHS-Office of Human Development Services	3,823	3,823	0
13.652	Administration for Children, Youth and Families--Adoption Opportunities	HHS-Office of Human Development Services	1,912	1,912	0
13.658	Foster Care--Title IV-E	HHS-Office of Human Development Services	395,000	440,170	+11.4%
13.659	Adoption Assistance	HHS-Office of Human Development Services	5,000	5,000	0
13.665	Community Services Block Grant	HHS-Office of Human Development Services	373,000	348,000	-6.7%
13.667	Social Services Block Grant	HHS-Office of Human Development Services	2,675,000	2,440,000	-8.8%
13.766	Health Financing Research Demonstrations and Experiments	HHS-Health Financing Administration	30,000	30,000	0

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
13.808	Assistance Payments-- Maintenance Assistance	HHS-Social Security Administration	7,871,138	6,917,685	-12.0%
13.991	Preventive Health and Health Services Block Grant	HHS-Public Health Service - III	85,300	85,300	0
13.992	Alcohol, Drug Abuse, and Mental Health Services Block Grant	HHS-Public Health Service - III	468,000	430,000	-8.0%
13.993	Primary Care Block Grant	HHS-Public Health Service - III	360,000	460,312	+28.0%
13.994	Maternal and Child Health Services Block Grant	HHS-Public Health Service - III	317,705	336,190	+5.8%
13.995	Adolescent Family Life Demonstration Projects	HHS-Public Health Service - III	10,300	12,333	+19.7%
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14.218	Community Development Block Grants--Entitlement Grants	HUD-Community Planning and Development	3,252,400	2,429,860	-25.3%
14.219	Community Development Block Grants--Small Cities Program	HUD-Community Planning and Development	27,695	1,020	-96.0%
14.506	General Research and Technology Activity	HUD-Community Planning and Development	3,831	2,500	-34.7%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
15.103	Indian Social Services-- Child Welfare Assistance	DOI-Bureau of Indian Affairs	14,300	14,741	+3.0%
15.108	Indian Employment Assistance	DOI-Bureau of Indian Affairs	27,429	27,641	+ .8%
15.113	Indian Social Services --General Assistance	DOI-Bureau of Indian Affairs	56,946	56,946	0
15.114	Indian Education--Higher Education Grant Program	DOI-Bureau of Indian Affairs	26,357	26,197	-.6%
15.130	Indian Education-- Assistance to Schools	DOI-Bureau of Indian Affairs	25,649	26,000	+1.4%
15.144	Indian Child Welfare Act --II Grants	DOI-Bureau of Indian Affairs	9,700	7,700	+20.6%
15.919	Urban Park and Recreation Recovery Program	DOI-National Park Service	47,700	1,300	-97.3%
16.005	Public Education on Drug Abuse Information	DOJ-Drug Enforcement Administration		Advisory services and counseling	
16.540	Juvenile Justice and Delinquency Prevention --Allocation to States	DOJ-Office of Juvenile Justice and Delinquency Prevention	43,095	43,095	0
16.541	Juvenile Justice and Delinquency Prevention --Special Emphasis and Technical Assistance	DOJ-Office of Juvenile Justice and Delinquency Prevention	16,169	16,169	0



<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
16.542	National Institute for Juvenile Justice and Delinquency Prevention	DOJ-Office of Juvenile Justice and Delinquency Prevention	7,436	7,436	0
16.550	Criminal Justice Statistics Development	DOJ-Bureau of Justice Statistics	1,782	2,242	+25.8%
16.551	Statistics on Crime and Criminal Justice	DOJ-Bureau of Justice Statistics	11,396	13,000	+14.0%
16.553	Federal Statistics and Information Policy	DOJ-Bureau of Justice Statistics	600	500	-16.7%
16.560	Justice Research and Development Project Grants	DOJ-National Institute of Justice	16,767	17,603	+5.0%
16.601	Corrections--Training and Staff Development	DOJ-Bureau of Prisons	3,657	3,657	0
16.603	Corrections--Technical Assistance	DOJ-Bureau of Prisons	3,695	4,345	+17.6%
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17.201	Apprenticeship Training	DOL-Employment and Training Administration	15,369	14,856	-3.3%
17.207	Employment Service	DOL-Employment and Training Administration	654,414	707,993	+8.2%
17.232	Comprehensive Employment and Training Programs II, B C IV, A VII SYEP	DOL-Employment and Training Administration	1,758,672 192,000 230,000 724,549	0 0 1,886,151 724,549	-13.5% 0

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
17.234	Employment and Training --Indians and Native Americans	DOL-Employment and Training Administration	72,755	62,243	-14.4%
17.243	Special National Level Programs	DOL-Employment and Training Administration	50,120	15,245	-69.6%
17.247	Migrant and Seasonal Farmworkers	DOL-Employment and Training Administration	70,358	60,000	-14.7%
17.248	Employment and Training-- Research and Development Projects	DOL-Employment and Training Administration	22,190	22,190	0
17.249	Employment Services and and Job Training--Pilot Demonstration Programs	DOL-Employment and Training Administration	50,120	15,098	-69.9%
17.700	Women's Special Employment Assistance	DOL-Employment and Training Administration	3,763	3,789	+ .7%
<hr/>					
20.600	State and Community Highway Safety	DOT-National Highway Traffic Safety Administration	105,000	110,000	+4.8%
<hr/>					
23.011	Appalachian State Research, Technical Assistance, and Demonstration Project	Appalachian Regional Commission	2,170	1,000	-54.0%
23.012	Appalachian Vocational and Other Education Facilities and Operations	Appalachian Regional Commission	2,700	4,300	+59.2%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
23.013	Appalachian Child Development	Appalachian Regional Commission	2,078	2,000	-3.8%
27.003	Federal Employment for Disadvantaged Youth-- Part-time	OPM		Federal Employment	
27.004	Federal Employment for Disadvantaged Youth-- Summer	OPM		Federal Employment	
27.006	Federal Summer Employment	OPM		Federal Employment	
72.001	Foster Grandparent Program	ACTION	48,400	48,400	0
72.003	Volunteers in Service to America	ACTION	11,831	11,831	0
72.005	Service-Learning Programs	ACTION	1,830	1,830	0
72.010	Mini-Grant Program	ACTION	115	115	0
72.011	State Office of Voluntary Citizen Participation	ACTION	473	473	0
72.012	Volunteer Demonstration Program	ACTION	659	1,059	+60.7%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
84.002	Adult Education-- State-Administered Program	ED	94,034	99,984	+6.3%
84.003	Bilingual Education	ED	135,398	94,534	-30.0%
84.007	Supplemental Educational Opportunity Grants	ED	355,400	320,000	-10.0%
84.008	Alcohol and Drug Abuse Education Program	ED	2,850	2,850	0
84.009	Program for Education of Handicapped Children in State Operated or Supported Schools	ED	146,520	146,520	0
84.010	Educationally Deprived Children-- Local Educational Agencies	ED	2,727,588	2,729,939	+0.09%
84.011	Migrant Education-- Basic State Formula Grant Program	ED	248,678	124,434	-50.0%
84.012	Educationally Deprived Children-- State Administration	ED	33,180	22,100	-33.0%
84.013	Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children	ED	32,616	21,886	-33.0%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
84.014	Follow Through	ED	19,440	14,767	-24.0%
84.023	Research in Education of the Handicapped	ED	12,000	10,800	-10.0%
84.029	Training Personnel for the Education of the Handicapped	ED	49,300	33,600	-32.0%
84.041	School Assistance in Federally Affected Areas-- Maintenance Operation	ED	467,022	455,000	-2.6%
84.042	Special Services for Disadvantage Students	ED	60,556	67,304	+11.0%
84.044	Talent Search	ED	17,058	17,058	0
84.047	Upward Bound	ED	68,338	71,618	+4.8%
84.048	Vocational Education-- Basic Grants to States	ED	485,929	568,652	+17.0%
84.050	Vocational Education-- Program Improvement and Supportive Service	ED	87,227	87,227	0
84.051	Vocational Education-- Program Improvement Projects	ED	7,346	7,342	-.05%
84.052	Vocational Education-- Special Programs for the Disadvantaged	ED	12,655	12,655	0

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
84.053	Vocational Education-- State Advisory Councils	ED	7,686	7,000	-8.9%
84.060	Indian Education-- Entitlement Grants to Local Educational Agencies and Tribal Schools	ED	44,059	46,400	+5.3%
84.061	Indian Education-- Special Programs and Projects	ED	9,060	12,000	+32.4%
84.066	Educational Opportunity Centers	ED	7,798	7,900	+0.2%
84.069	Grants to States for State Student Incentives	ED	60,000	76,000	+26.7%
84.072	Indian Education--Grants to Indian Controlled Schools	ED	4,406	4,500	+2.1%
84.101	Vocational Education Program for Indian Tribes and Indian Organizations	ED	5,937	6,600	+11.2%
84.117	Educational Research and Development	ED	23,100	20,200	-12.6%
84.123	Law-Related Education	ED	1,000	1,000	0
84.126	Rehabilitation Services --Basic Support	ED	943,900	943,900	0
84.128	Rehabilitation Services --Special Projects	ED	31,094	21,094	-32.2%

<u>Federal Catalog No.</u>	<u>Program Name</u>	<u>Department/Agency</u>	<u>Fiscal 1983 Obligations</u>	<u>Estimated Fiscal 1984 Obligations</u>	<u>Percent of Change</u>
84.141	Migrant Education--High School Equivalency Program	ED	6,300	6,300	0
84.151	Improving School Programs --State Block Grants	ED	450,655	450,655	0

Table II provides a listing of individual programs according to program category: delinquency programs, youth at risk programs, related general programs, service provider programs and research programs. Included in Table II is the FY 1983 obligation for each program. This information serves as the basis for comparative analyses in Tables III and IV. Table III compares each program category according to the amount of funding obligated to Federal delinquency programs by each department/agency. It also shows the percentage of a department/agency's total funding which Federal delinquency programs represent by program category. Aggregate funding information as well as the total number of programs in each category is provided in Table IV.

An examination of Table III and IV shows that the five programs identified as "delinquency programs," are located in three departments -- Justice, Education, and HHS. "Delinquency programs" represent \$120,816 million or .3% of total expenditures.

The largest category is "related general programs", which includes 50 programs representing over \$39 billion or 85.1% of the total expenditures. It should be noted that a small number of programs in the "general" category create this large dollar figure. Nutrition programs administered by the Agriculture Department account for over \$17 billion. HHS has two large programs in this category, Social Services Block Grant (\$2.6 billion) and Assistance Payments (\$7.8 billion). HUD's Community Development Block Grants represent \$3.2 billion. These four programs alone account for over \$31 billion or 80% of the total funds expended for "related general programs".

The second largest category is "youth-at-risk" which consists of 45 programs totalling \$6.4 billion or 13.9% of total program expenditures. The Education Department has 22 programs in this category accounting for \$4.9 billion or 77% of the total "youth-at-risk" funds. The other major department in this category is HHS which has 14 program representing \$1.3 billion or 21.5% of the total funds.

Table V shows that the departments with the largest number of programs are: HHS with 36 programs, totalling \$13.8 billion; Education with 33 programs, totalling \$6.6 billion; and Justice with 10 programs, totalling \$104.5 million. The nine Agriculture programs represent the largest dollar amount for a single department, over \$18.1 billion. The two other departments with major dollars involved are HUD (3 programs totalling \$3.2 billion) and Labor (9 programs totalling \$3.8 billion). Two points must be emphasized once again in considering both the number of Federal juvenile delinquency programs and the dollar amounts represent. First of all, in many of these programs, not all projects funded are related to juvenile delinquency. Secondly, youth are often only a small proportion of the total population served.

Nevertheless, the basic juvenile delinquency orientation of each department can be discerned by examining their respective types of programs and funding levels shown in Table VI. Seven out of Justice's ten programs fall into two categories "delinquency programs" and "research programs". These seven programs represent 93% of the money Justice spends on juvenile delinquency. Over 74% of Education's delinquency monies, 22 programs totalling \$4.9 billion, are in the "youth-at-risk" programs category. The other major category for Education is "related general programs" totalling \$1.59 billion or 23.9% of the funds Education spends in this area. HHS displays the reverse of Education's spending patterns with the most delinquency funds, \$12.2 billion or 88.6%, in the "general related programs" category and the rest, \$1.3 billion or 9.9%, in the "youth-at-risk" category.

Table VII compares the Federal juvenile delinquency program budgets of the eleven Federal departments and agencies with their total 1983 budget. Justice's \$104.5 million delinquency program funds constitute only 3.6% of the Department's total budget. HHS' \$13.8 billion expenditures represent 5.1% of its total budget. In contrast, Education's \$6.6 billion expenditure represents 44.6% of its budget. The total Federal delinquency program expenditures of \$46.2 billion made by these eleven departments/agencies represent 10.4% of their aggregate budgets.



TABLE II  
INVENTORY OF FEDERAL JUVENILE JUSTICE  
AND DELINQUENCY PREVENTION PROGRAMS  
ACCORDING TO PROGRAM CATEGORIES  
(in thousands of dollars)

<u>Delinquency Programs</u>	<u>FY 1983 Obligation</u>
13.623 Administration for Children, Youth and Families--Runaway Youth	21,500
16.540 Juvenile Justice and Delinquency Prevention--Allocation to the States	43,095
16.541 Juvenile Justice and Delinquency Prevention--Special Emphasis and Technical Assistance	16,169
16.542 National Institute for Juvenile Justice and Delinquency Prevention	7,436
84.013 Educationally Deprived Children in State Administered Institutions Serving Neglected or Delinquent Children	32,616
	<u>FY 1983 Obligation</u>
<u>Youth at Risk Programs</u>	
13.243 Alcohol, Drug Abuse, and Mental Health Administration Scientific Communications and Public Education	technical assistance
13.608 Administration for Children, Youth, and Families--Child Welfare Research and Demonstration	10,608
13.613 Mental Retardation--President's Committee on Mental Retardation	technical information
13.628 Child Abuse and Neglect Prevention and Treatment	16,199
13.630 Administration on Developmental Disabilities--Basic Support and Advocacy Grants	50,000
13.631 Administration on Developmental Disabilities--Special Projects	2,500
13.645 Child Welfare Services--State Grants	156,326

<u>Youth at Risk Programs (cont.)</u>		<u>FY 1983 Obligation</u>
13.646	Work Incentive Program	256,760
13.647	Social Services Research and Demonstration	3,550
13.652	Administration for Children, Youth and Families--Adoption Opportunities	1,912
13.658	Foster Care--Title IV-E	395,000
13.659	Adoption Assistance	5,000
13.992	Alcohol, Drug Abuse and Mental Health Services Block Grant	468,000
13.995	Adolescent Family Life Demonstration Projects	10,300
15.103	Indian Social Services--Child Welfare Services	14,300
15.114	Indian Education--Higher Education Grant Program	26,357
15.130	Indian Education--Assistance to Schools	25,649
15.144	Indian Child Welfare Act--Title II Grants	9,700
16.005	Public Education on Drug Abuse Information	technical assistance
17.201	Apprenticeship Training	15,369
17.700	Women's Special Employment Assistance	3,763
23.013	Appalachian Child Welfare	2,078
27.003	Federal Employment for Disadvantaged Youth--Part-time	federal employment
27.004	Federal Employment for Disadvantaged Youth--Summer	federal employment
84.003	Bilingual Education	135,398
84.007	Supplemental Educational Opportunity Grants	355,400
84.008	Alcohol and Drug Abuse Education Program	2,850
84.009	Program for Education of Handicapped Children in State Operated or Supported Schools	146,520

<u>Youth at Risk Programs (cont.)</u>	<u>FY 1983 Obligation</u>
84.010 Educationally Deprived Children-- Local Educational Agencies	2,727,588
84.011 Migrant Education--Basic State Formula Grant Program	248,678
84.012 Educationally Deprived Children--State Administration	33,180
84.014 Follow Through	19,440
84.042 Special Services for Disadvantaged Students	60,556
84.044 Talent Search	17,058
84.047 Upward Bound	68,338
84.052 Vocational Education--Special Programs for the the Disadvantaged	12,655
84.060 Indian Education--Entitlement Grants to Local Educational Agencies and Tribal Schools	44,059
84.061 Indian Education--Special Programs and Projects	9,060
84.066 Educational Opportunity Centers	7,798
84.069 Grants to States for State Student Incentives	60,000
84.072 Indian Education--Grants to Indian Controlled Schools	4,406
84.101 Vocational Education Program for Indian Tribes and Indian Organizations	5,937
84.123 Law-related Education	1,000
84.126 Rehabilitation Services--Basic Support	943,900
84.128 Rehabilitation Services--Special Projects	31,094
84.141 Migrant Education--High School Equivalency Program	6,300
	<u>FY 1983 Obligation</u>
<u>Related General Programs</u>	
10.500 Cooperative Extension Service	316,836
10.550 Food Distribution	2,259,074
10.551 Food Stamps	11,204,300

<u>Related General Programs (cont.)</u>	<u>FY 1983 Obligation</u>
10.553 School Breakfast Program	341,000
10.555 National School Lunch Program	2,353,846
10.556 Special Milk Program for Children	19,120
10.557 Special Supplemental Food Program for Women, Infants, and Children	1,180,271
10.558 Child Care Food Program	332,488
10.559 Summer Food Service Program for Children	99,400
13.110 Maternal and Child Health Federal Consolidated Programs	55,950
13.217 Family Planning Projects	118,500
13.224 Community Health Centers	295,000
13.228 Indian Health Services--Health Management Development Program	9,863
13.246 Migrant Health Centers	38,104
13.289 President's Council on Physical Fitness and Sports	technical assistance
13.612 Native American Programs--Financial Assistance Programs	26,300
13.665 Community Services Block Grant	373,000
13.667 Social Services Block Grant	2,675,000
13.766 Health Financing Research, Demonstrations and Experiments	30,000
13.808 Assistance Payments--Maintenance Assistance	7,871,138
13.991 Preventive Health and Health Services Block Grant	85,300
13.993 Primary Care Block Grant	360,000
13.994 Maternal and Child Health Services Block Grant	317,705
14.218 Community Development Block Grants-- Entitlement Grants	3,252,400

<u>Related General Programs (cont.)</u>	<u>FY 1983 Obligation</u>
14.219 Community Development Block Grants-- Small Cities Program	27,695
15.108 Indian Employment Services	27,429
15.113 Indian Social Services--General Assistance	56,946
15.919 Urban Park and Recreational Recovery Program	47,700
17.207 Employment Service	654,414
17.232 Comprehensive Employment and Training Programs	2,905,221
17.234 Employment and Training--Indian and Native Americans	72,755
17.243 Special National Level Programs	50,120
17.247 Migrant and Seasonal Farmworkers	70,358
17.248 Employment and Training--Research and Development Projects	22,190
17.249 Employment Services and Job Training-- Pilot and Demonstration Programs	50,120
20.600 State and Community Highway Safety	105,000
23.011 Appalachian State Research, Technical Assistance, and Demonstration Project	2,170
23.012 Appalachian Vocational and Other Education Facilities and Operations	2,700
27.006 Federal Summer Employment	federal employment
72.001 Foster Grandparent Program	48,400
72.003 Volunteers in Service to America	11,831
72.005 Service-Learning Programs	1,830
72.010 Mini-Grant Program	115
72.012 Volunteer Demonstration Program	659

<u>Related General Programs (cont.)</u>	<u>FY 1983 Obligation</u>
84.002 Adult Education--State-Administered Program	94,034
84.041 School Assistance in Federally Affected Areas--Maintenance Operations	467,022
84.048 Vocational Education--Basic Grants to States	485,929
84.050 Vocational Education--Program Improvement and Supportive Services	87,227
84.051 Vocational Education--Program Improvement Projects	7,346
84.151 Improving School Programs--State Block Grants	450,655
<u>Service Provider Programs</u>	
13.244 Mental Health Clinical or Service Related Training Grants	20,093
13.632 Administration on Developmental Disabilities-- University Affiliated Facilities	7,500
13.648 Child Welfare Services Training Grants	3,823
16.601 Corrections--Training and Staff Development	3,657
16.603 Corrections--Technical Assistance	3,695
72.011 State Office of Voluntary Citizen Participation	473
84.029 Training Personnel for the Education of the Handicapped	49,300
84.053 Vocational Education--State Advisory Councils	7,686
<u>Research Programs</u>	
13.111 Adolescent Family Life Research Grants	1,400
13.242 Mental Health Research Grants	96,977
13.273 Alcohol Research Programs	14,957
13.279 Drug Abuse Research Programs	35,667
14.506 General Research and Technology Activity	3,831

<u>Research Programs (cont.)</u>	<u>FY 1983 Obligation</u>
16.550 Criminal Justice and Statistics Development	1,782
16.551 Statistics on Crime and Criminal Justice	11,396
16.553 Federal Statistics and Policy Information	600
16.560 Justice Research and Development Project Grants	16,767
84.023 Research in Education of the Handicapped	12,000
84.117 Educational Research and Development	23,100

TABLE III  
DEPARTMENT/AGENCY FY 1983 FUNDING ACCORDING  
TO PROGRAM CATEGORIES (in thousands of dollars)

<u>Delinquency Programs</u>		
<u>Department/Agency</u>	<u>FY 1983 Funding for Delinquency Programs</u>	<u>% of Total for Delinquency Progra</u>
Education	32,616	27%
Health and Human Services	21,500	18%
Justice	66,700	55%
Total	120,816	100%

<u>Youth at Risk Programs</u>		
<u>Department/Agency</u>	<u>FY 1983 Funding for Youth at Risk Programs</u>	<u>% of Total Youth at Risk Pro</u>
Appalachian Regional Commission	2,078	.03%
Education	4,941,215	77.0%
Health and Human Services	1,376,155	21.5%
Interior	76,006	1.1%
Justice	0	0
Labor	19,132	.3%
Office of Personnel Management	0	0
Total	6,414,586	99.93%

Related General Programs

<u>Department/Agency</u>	<u>FY 1983 Funding for Related General Programs</u>	<u>% of Total for Related General Progr</u>
Action	62,835	.1%
Agriculture	18,106,335	46.0%
Appalachian Regional Commission	4,870	.01%
Education	1,592,213	4.0%
Health and Human Services	12,255,860	31.0%
Housing and Urban Development	3,280,095	8.3%
Interior	132,075	.3%
Labor	3,825,178	10.0%
Office of Personnel Management	0	0
Transportation	105,000	.2%
<b>Total</b>	<b>39,364,461</b>	<b>99.91%</b>

Service Provider Programs

<u>Department/Agency</u>	<u>FY 1983 Funding for Service Provider Programs</u>	<u>% of Total for Service Provider Pr</u>
Action	473	.4%
Education	56,986	59.0%
Health and Human Services	31,416	33.0%
Justice	7,352	7.6%
<b>Total</b>	<b>96,227</b>	<b>100.0%</b>

Research Programs

<u>Department/Agency</u>	<u>FY 1983 Funding for Research Programs</u>	<u>% of Total for Research Programs</u>
Education	35,100	16%
Health and Human Services	149,001	68%
Housing and Urban Development	3,831	2%
Justice	30,545	14%
<b>Total</b>	<b>218,477</b>	<b>100%</b>

TABLE IV  
AGGREGATE FUNDING ACCORDING TO  
PROGRAM CATEGORY (in thousands of dollars)

<u>Type of Program</u>	<u># of Programs</u>	<u>% of Total Programs</u>	<u>FY 1983 Funding</u>	<u>% of Total Budget</u>
Delinquency Programs	5	4%	120,816	.3%
Youth at Risk Programs	46	38%	6,414,586	13.9%
Related General Programs	50	42%	39,364,461	85.1%
Service Provider Programs	8	7%	96,227	.2%
Research Programs	11	9%	218,477	.5%
TOTAL	120	100%	\$46,214,567	100.0%

TABLE V  
PROGRAMS BY DEPARTMENT  
(in thousands of dollars)

<u>Department/Agency</u>	<u># of Programs</u>	<u>% of Total Programs</u>	<u>FY 1983 Funding</u>	<u>% of Department Agency Budget</u>
Action	6	5.0%	63,308	.1%
Agriculture	9	7.5%	18,106,335	39.2%
Appalachian Regional Commission	3	2.5%	6,948	.02%
Education	33	27.5%	6,658,130	14.4%
Health and Human Services	36	30.0%	13,833,932	29.9%
Housing and Urban Development	3	2.5%	3,283,926	7.1%
Interior	7	5.8%	208,081	.5%
Justice	10	8.3%	104,597	.2%
Labor	9	7.5%	3,844,310	8.3%
Office of Personnel Management	3	2.5%	0	0
Transportation	1	.8%	105,000	.2%
TOTAL	120	99.9%	\$46,214,567	99.92%

TABLE VI  
DEPARTMENT/AGENCY BY  
PROGRAM CATEGORY  
(in thousands of dollars)

<u>Programs</u>	<u># of Programs</u>	<u>% of Total Programs</u>	<u>FY 1983 Funding</u>	<u>% of Department/ Agency Budget</u>
<u>CRIMINAL JUSTICE</u>				
Related General Programs	5	83%	62,835	99.3%
Service Provider Programs	1	17%	473	.7%
Total	6	100%	63,308	100.0%

AGRICULTURE

Related General Programs	9	100%	18,106,335	100%
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APPALACHIAN REGIONAL COMMISSION

Youth at Risk Programs	1	33%	2,078	30%
Related General Programs	2	67%	4,870	70%
Total	3	100%	6,948	100%

HOUSING AND URBAN DEVELOPMENT

Related General Programs	2	67%	3,280,095	99.8%
Research Programs	1	33%	3,831	.2%
Total	3	100%	3,283,926	100.0%

<u>Programs</u>	<u># of Programs</u>	<u>% of Total Programs</u>	<u>FY 1983 Funding</u>	<u>% of Department/ Agency Budget</u>
<u>HEALTH AND HUMAN SERVICES</u>				
Delinquency Programs	1	3%	21,500	.2%
Youth at Risk Programs	14	39%	1,376,155	9.9%
Related General Programs	14	39%	12,255,860	88.6%
Service Provider Programs	3	8%	31,416	.2%
Research Programs	4	11%	149,001	1.1%
Total	36	100%	13,833,932	100.0%

JUSTICE

Delinquency Programs	3	30%	66,700	64%
Youth at Risk Programs	1	10%	0	0
Service Provider Programs	2	20%	7,352	7%
Research Programs	4	40%	30,545	29%
Total	10	100%	104,597	100%

EDUCATION

Delinquency Programs	1	3%	32,616	.5%
Youth at Risk Programs	22	67%	4,941,215	74.2%
Related General Programs	6	18%	1,592,213	23.9%
Service Provider Programs	2	6%	56,986	.9%
Research Programs	2	6%	35,100	.5%
Total	33	100%	6,658,130	100.0%

<u>Programs</u>	<u># of Programs</u>	<u>% of Total Programs</u>	<u>FY 1983 Funding</u>	<u>% of Department/ Agency Budget</u>
<u>INTERIOR</u>				
Youth at Risk Programs	4	57%	76,006	37%
Related General Programs	3	43%	132,075	63%
<b>Total</b>	<b>7</b>	<b>100%</b>	<b>208,081</b>	<b>100%</b>

<u>LABOR</u>				
Youth at Risk	2	22%	19,132	.5%
Related General Programs	7	78%	3,825,178	99.5%
<b>Total</b>	<b>9</b>	<b>100%</b>	<b>3,844,310</b>	<b>100.0%</b>

OFFICE OF PERSONNEL MANAGEMENT

Youth at Risk Programs	2	67%	0	0
Related General Programs	1	33%	0	0
<b>Total</b>	<b>3</b>	<b>100%</b>	<b>0</b>	<b>0</b>

TRANSPORTATION

Related General Programs	1	100%	105,000	100%
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TABLE VII  
FUNDING FOR PROGRAMS RELATED TO  
JUVENILE DELINQUENCY COMPARED TO  
DEPARTMENT/AGENCY BUDGET

<u>Department/Agency</u>	<u>Obligation for Programs Related to Juvenile Delinquency</u>	<u>Total Obligation for Department/Agency</u>	<u>% of Department/Agency Obligation</u>
Action	63,308	133,854	47.3%
Agriculture	18,106,335	52,554,000	34.5%
Appalachian Regional Commission	6,948	20,863	33.3%
Education	6,658,130	14,922,000	44.6%
Health and Human Services	13,833,932	272,801,000	5.1%
Housing and Urban Development	3,283,926	29,782,000	11.0%
Interior	208,081	4,883,000	4.3%
Justice	104,597	2,931,000	3.6%
Labor	3,844,310	38,463,000	10.0%
Office of Personnel Management	0	0	0
Transportation	105,000	26,080,000	.4%
<b>Total</b>	<b>\$46,214,567</b>	<b>\$442,570,717</b>	<b>193.8%</b>



D. The Coordination of Federal Effort: An Example

As indicated in the Table I inventory, many Federal programs are often established in various Federal departments or agencies to address a single issue. This proliferation is due to a number of factors including: (1) the multidimensional nature of delinquency problems; (2) the Congressional mandate of a particular Federal department or agency; (3) the specific needs of the targeted population; and (4) the budget resources appropriated by Congress. A brief analysis of one issue, drug and alcohol abuse, illustrates the interrelationships of Federal programs. The inventory shows that there are twelve drug and alcohol abuse programs spread across four Federal agencies. These programs, addressing various aspects of drug and alcohol abuse, include:

Technical assistance and information dissemination to increase awareness of the problem;

Research concerning drug and alcohol abuse subsequent program development;

Training of service providers;

Treatment and rehabilitation of drug and alcohol abusers;

Study of the medical consequences of drug and alcohol abuse;

Study of the mental health consequences of drug and alcohol abuse;

The prevention of drug and alcohol abuse;

Study of the relationship between alcohol abuse and drunk driving.

Technical assistance and information dissemination are the primary objectives of two drug and alcohol abuse programs. One program, the Alcohol, Drug Abuse, and Mental Health Administration, Scientific Communications and Public Education Program (CFDA No. 13.243), located in HHS, operates national clearinghouses for information dissemination to both the general public and the scientific community. This \$9 million budgeted program addresses all types of substance abuse and the medical problems that often result. The other program, the Drug Abuse Information Program (CFDA No. 16.005), housed in the Justice Department, provides publications and films to law enforcement agencies and to the general public on drug abuse prevention. Whereas HHS focuses on the medical consequences of drug and

alcohol abuse, the \$350,000 Justice program focuses on prevention and law enforcement.

The inventory also identifies three major research programs in the area of drug and alcohol abuse. HHS administers two programs, a \$15 million Alcohol Research Program (13.273) and a \$35 million Drug Abuse Research Program (13.279). However, juveniles constitute only one segment of the total population served by these programs. The third program is included in the \$7 million budgeted for the National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP), used to fund both research and training projects. Although NIJJDP deals specifically with the juvenile population, drug and alcohol abuse programs constitute only one of several targeted issues.

There are also other types of drug and alcohol abuse programs. The Department of Education administers the only program solely devoted to training service providers. The Alcohol and Drug Abuse Education Program (84.008) receives \$2.8 million to help service providers address substance abuse problems more effectively. The largest treatment program for those who abuse drugs and alcohol is the \$438 million Alcohol, Drug Abuse and Mental Health Services block grant (13.992) administered by HHS. Funded by state formula grants, it provides for treatment and rehabilitation programs which address drug and alcohol abuse as well as mental health problems. As stated earlier, however, youth are only one segment of the total population served.

In addition to the programs mentioned above, there are a number of other programs whose titles and primary objectives do not directly relate to substance abuse. However, specific projects funded under these programs are directly relevant to drug and alcohol abuse. For example, reduction of juvenile drunk driving is one of the many objectives of the \$105 million budgeted by the Department of Transportation for its State and Community Safety Program. If the definition of "child" is used to include "adolescent," then the following can be considered "juvenile" drug and alcohol abuse programs: OJJDP's \$16 million Special Emphasis and Technical Assistance Program; OJJDP's \$43 million Allocation to the States; HHS' \$16 million Child Abuse and Neglect Prevention Treatment Program; and HHS' \$21 million Runaway Youth Program.

In conclusion, these twelve drug and alcohol abuse programs represent approximately \$626 million funded for FY 1983. As noted above, only a portion of this total was spent directly on juvenile drug and alcohol abuse projects. Despite the lack of exact dollar figures, this example offers several insights into the coordination of Federal efforts. First, individual programs tend to reflect the goals of the agencies that administer them. For example, drug and alcohol abuse programs of the Departments of Education, Justice, and Health and Human Services generally exhibit, respectively, educational, law enforcement and medical purposes. Secondly, programs having similar overall objectives use different approaches to achieve them. All twelve programs

seek to prevent or control drug and alcohol abuse, but use behavioral, experimental, medical, legal or educational approaches to achieve the same general objective. Thirdly, the case of drug and alcohol abuse programs suggests that there may be other juvenile delinquency policy areas which would benefit from better Federal coordination.

CHAPTER V  
RECOMMENDATIONS

Section 204(b)(5) of the JJDP Act requires recommendations to the President and Congress with respect to modifications in organization, management, personnel, standards, budget requests, and implementation plans necessary to increase effectiveness of programs.

1. The Office of Juvenile Justice and Delinquency Prevention should focus and concentrate its efforts and resources on the prevention and control of chronic, violent and serious juvenile crime. This emphasis should be reflected in budgetary priorities and grant allocations.
2. Regularly scheduled inter-agency consultations between policy and budget officials should be held for the purpose of reviewing and coordinating budget requests, planning programs, and establishing priorities in order to improve management efficiency and employ cost-effective strategies.
3. Inter-agency committees should be established to regularly review jointly administered and funded programs and to evaluate implementation plans that will ensure the best use of limited government resources.
4. Performance indicators and standards for comparing and evaluating similar types of Federal juvenile delinquency programs should be developed. These measures should be used for purposes of determining program cost-effectiveness as well as for program planning and development.

**END**