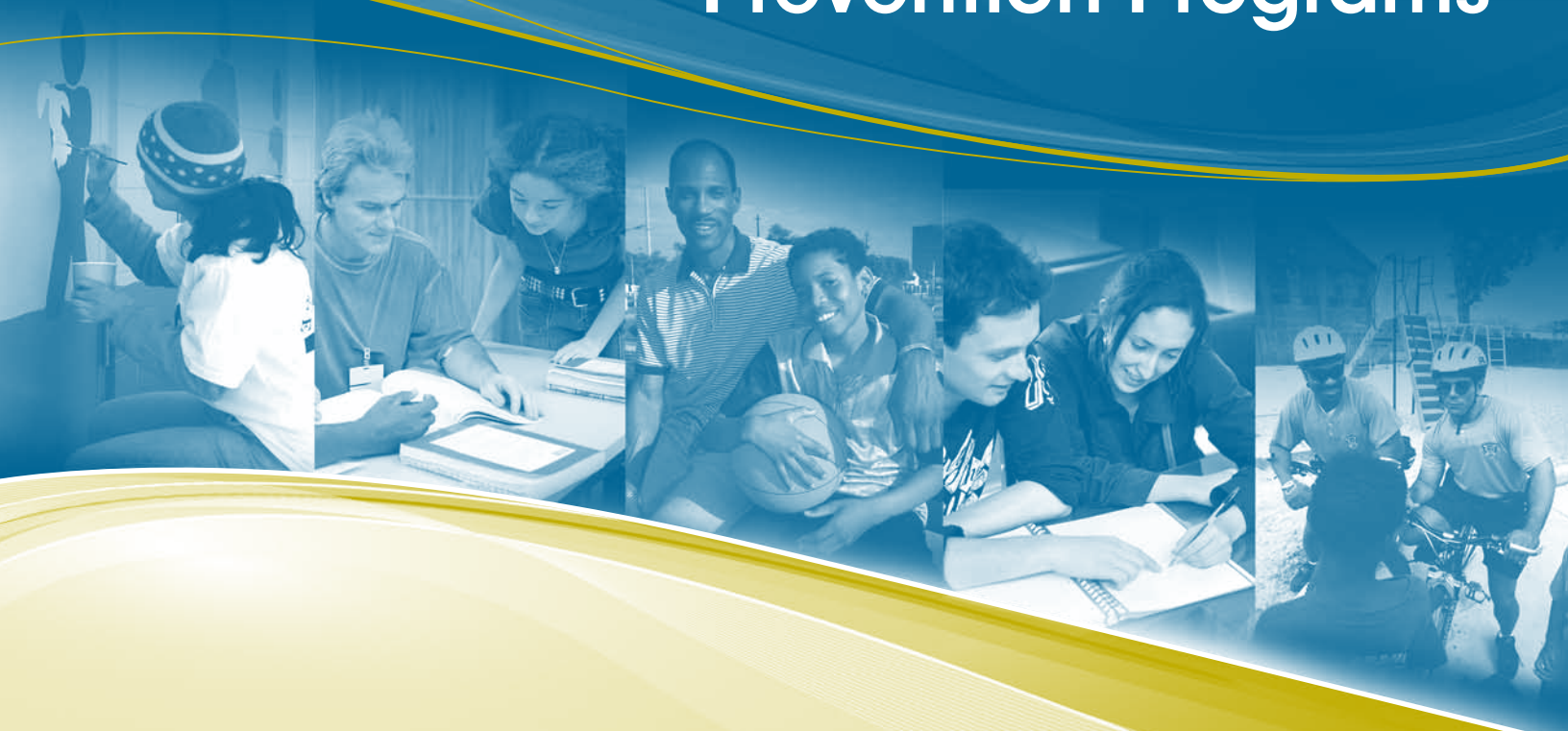




2008  
REPORT TO CONGRESS

# Title V Incentive Grants for Local Delinquency Prevention Programs



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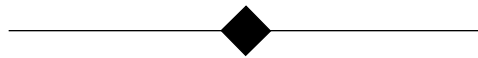
The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance; the Bureau of Justice Statistics; the Community Capacity Development Office; the National Institute of Justice; the Office for Victims of Crime; and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART).

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# **Title V Incentive Grants for Local Delinquency Prevention Programs**

**2008 Report to Congress**

**OJJDP Report**



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

March 2011

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# Foreword

The *2008 Title V Report to Congress* marks a departure from the past. Before 2008, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) reported solely on the Community Prevention Grants program in its *Title V Report to Congress*. This year, OJJDP is reporting on the four delinquency prevention programs that were funded under Title V—the Community Prevention Grants program, the Tribal Youth Program (TYP), the Enforcing Underage Drinking Laws (EUDL) program, and the Gang Resistance Education And Training (G.R.E.A.T.) program. OJJDP administers the Community Prevention Grants, Tribal Youth, and EUDL programs. The Bureau of Justice Assistance (BJA) administers the G.R.E.A.T. program.

This report summarizes many accomplishments that OJJDP and its state and local partners achieved through the combined Title V prevention program efforts during fiscal year 2008. OJJDP requires grant recipients to submit data on how their programs are performing to help us better determine how well they are meeting their goals. This report presents the results and analyses of the performance measurement data for the three Title V programs that OJJDP administers.

This report also includes examples of the creative types of programs that local jurisdictions have supported through their Title V funding along with OJJDP's training and technical assistance efforts during the reporting period.

The *2008 Title V Report to Congress* provides a snapshot of OJJDP's and BJA's efforts under Title V to reduce the risk factors associated with delinquency and to enhance the protective factors that support healthy personal and social development in young people. As research increases our understanding of the causes and correlates of juvenile delinquency, including how risk and protective factors affect a youth's likelihood to offend, we will continue to enhance the Title V programs, build on the existing momentum in juvenile delinquency reduction, and continue preparing the nation's youth for healthy and productive futures.

**Jeff Slowikowski**

*Acting Administrator*

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# Introduction

A central goal of the juvenile justice system in this country is to prevent young people from engaging in delinquent behavior, thus diverting many of them from a lifetime of criminal activity. At present, Congress has grouped four programs—intended to reach different juvenile populations and to address different types of juvenile offending—under Title V of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) administers three of the four programs:

- ◆ The **Community Prevention Grants** program provides formula grants to the states to fund their community delinquency prevention efforts.
- ◆ The **Tribal Youth Program** (TYP) supports and enhances tribal efforts to prevent and control delinquency and improve the juvenile justice system for American Indian and Alaska Native (AI/AN) youth.
- ◆ The **Enforcing Underage Drinking Laws** (EUDL) program provides block grants and discretionary grants to the states, territories, and the District of Columbia to help them prevent underage drinking by emphasizing law enforcement, media campaigns, and coalition building.

The **Gang Resistance Education And Training** (G.R.E.A.T.) program, managed by the Bureau of Justice Assistance (BJA), is a school-based, law enforcement officer-instructed curriculum designed to prevent delinquency, youth violence, and gang membership.

The *2008 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs* marks a departure from previous reports in this series. For the

first time, OJJDP is reporting on all four programs funded under Title V.

## Authorizing Legislation

The JJDP Act of 1974, Public Law 93–415, 42 U.S.C. 5601 et seq., was amended in 1992 to establish the Incentive Grants for Local Delinquency Prevention Programs (referred to as the Title V Community Prevention Grants program).

TYP is authorized under 42 U.S.C. 5665. This discretionary program is authorized by the JJDP Act of 1974, as amended, 42 U.S.C. 5665–5667, and Public Law 108–447. Congress allocated \$10 million for TYP in fiscal year (FY) 1999 appropriations legislation.

Authorizing legislation for the EUDL program can be found at 42 U.S.C. 5783, Section 504, of the JJDP Act. Congress allocated \$25 million for the EUDL program in FY 1998 appropriations legislation.

In 1991, the Bureau of Alcohol, Tobacco, Firearms and Explosives and the Phoenix (AZ) Police Department developed the G.R.E.A.T. program and made it available for replication in other communities. In 2004, Congress directed that overall program administration be transferred to the Office of Justice Programs (OJP), which assigned operational control to BJA.

## Program Activities and Performance Measurement

As with all of its programs, OJJDP requires Title V grant recipients to collect and report data on how their programs are performing. OJJDP expects grantees and subgrantees to use what they learn from these data to better manage their

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programs, improve how they allocate their resources, strengthen their strategic planning, and inform their decisionmaking. The data will allow OJJDP to compare performance across grantees to identify strong programs that might be suitable for rigorous evaluations that should provide important insights into how and why these programs succeed. OJJDP will also use the data to identify weaker performing programs that might benefit from targeted training and technical assistance or a redesign of their approach.

Title V, Section 504, of the JJDP Act, as amended [42 U.S.C. 5783(4)], mandates that OJJDP report on grant activity under Title V. This report, which

presents the results and analysis of performance measurement data and program activities for the Community Prevention Grants program, TYP, and EUDL, and a brief discussion of G.R.E.A.T. activities, fulfills that requirement.

In addition to performance measurement data for the three OJJDP programs, this report also details the training and technical assistance that OJJDP provided to its grantees, research conducted during the reporting period, brief descriptions of how states and communities use their grant awards, and other activities undertaken during the 2008 reporting period.



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# Community Prevention Grants Program

Since 1994, OJJDP has administered the Community Prevention Grants program, which provides funds to help communities develop and implement delinquency prevention programs. The program focuses on helping youth avoid involvement in delinquency through reducing the risk factors and enhancing the protective factors in their schools, communities, and families.

Extensive research has shown that risk factors are associated with the likelihood that a youth will engage in delinquent behavior, and protective factors help prevent or reduce that likelihood. The Community Prevention Grants program provides funds that enable communities to address these factors in a locally suitable and sustainable manner. The program encourages local leaders to initiate multidisciplinary needs assessments of the risks and resources in their communities and develop locally relevant prevention plans that simultaneously draw on community resources, address local gaps in services or risks, and employ evidence-based or theory-driven strategies. Communities may allocate their Title V funds under 1 or more of 19 prevention program areas (see exhibit 1).

## Funding to the States<sup>1</sup>

The Community Prevention Grants Program received an FY 2008 Title V congressional appropriation of \$2.6 million. Rather than suspending awards to the states, as it did in FY 2003 under similar circumstances, in FY 2008 OJJDP awarded \$48,360 to most states. Although this was a considerably

smaller grant award than in previous years, OJJDP reasoned that these allocations, combined with the program requirement of a 50-percent match, would enable states to fund at least one evidence-based program, thereby retaining the intent of the program to support research-based delinquency prevention efforts.

## Performance Measurement

During FY 2008, OJJDP worked with the states to collect quantitative performance measurement data. An analysis of these data shows that in FY 2008, Community Prevention Grants programs served more than 28,750 youth; 81 percent completed program requirements. Of the 377 local programs that provided performance data during this reporting cycle, 14 percent were evidence based.

These local programs addressed a wide range of youth behaviors. Overall, 71 percent of participants exhibited positive changes in their behavior that the program targeted. More specifically, program participants showed the following improvements in their behavior:

- ◆ Eighty percent reduced their substance abuse.
- ◆ Seventy-six percent improved their school attendance.
- ◆ Fifty-eight percent were less antisocial.
- ◆ Forty-nine percent improved relationships with their family.

The ultimate outcome measure for delinquency prevention programs is a low offending rate among program participants. In FY 2008, the offending/reoffending rate of Community Prevention Grants program participants was 5 percent.

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<sup>1</sup> For the Community Prevention Grants program, the term "state" includes the 50 states, the District of Columbia, and 5 territories (American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands).

## Exhibit 1: Community Prevention Grants Program Areas

**Child Abuse and Neglect Programs.** Programs that provide treatment to juvenile victims of child abuse or neglect and to their families to reduce the likelihood that such at-risk youth will commit violations of law.

**Children of Incarcerated Parents.** Services to prevent delinquency or treat first-time and nonserious delinquent juveniles who are the children of incarcerated parents.

**Delinquency Prevention.** Programs to prevent youth at risk of becoming delinquent from entering the juvenile justice system or to intervene with first-time and nonserious offenders to keep them out of the juvenile justice system. This program area excludes programs targeted at youth already adjudicated delinquent, on probation, or in corrections, and programs undertaken as part of program areas 12 and 32 of the Formula Grants program that are designed specifically to prevent gang-related or substance abuse activities.

**Disproportionate Minority Contact.** Delinquency prevention programs primarily to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system, pursuant to Section 223(a)(22) of the JJDP Act of 1974, as amended.

**Diversion.** Programs to divert juveniles from entering the juvenile justice system.

**Gangs.** Programs to address issues related to preventing juvenile gang activity.

**Gender-Specific Services.** Services to address the needs of female and male offenders in the juvenile justice system.

**Gun Programs.** Programs to reduce the unlawful acquisition and illegal use of guns by juveniles (excluding programs to purchase guns from juveniles).

**Hate Crimes.** Programs to prevent hate crimes committed by juveniles.

**Job Training.** Projects to enhance the employability of at-risk juveniles and/or first-time and nonserious juvenile offenders or prepare them for future employment (e.g., job readiness training, apprenticeships, and job referrals).

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## Exhibit 1: Community Prevention Grants Program Areas (continued)

**Juvenile System Improvement.** Programs, research, and other initiatives to examine issues related to the juvenile justice system or to improve existing juvenile justice information-sharing systems.

**Mental Health Services.** Psychological and psychiatric evaluations and treatment, counseling services, and/or family support services for at-risk juveniles and/or first-time and nonserious juvenile offenders.

**Mentoring.** Programs to develop and sustain an ongoing one-to-one supportive relationship between a responsible adult age 18 or older (mentor) and an at-risk juvenile and/or first-time and nonserious juvenile offender (mentee).

**American Indian Programs.** Programs to address delinquency prevention issues for American Indians and Alaska Natives.

**Restitution/Community Service.** Programs to hold first-time and nonserious juvenile offenders accountable for their offenses by requiring community service or repayment to the victim.

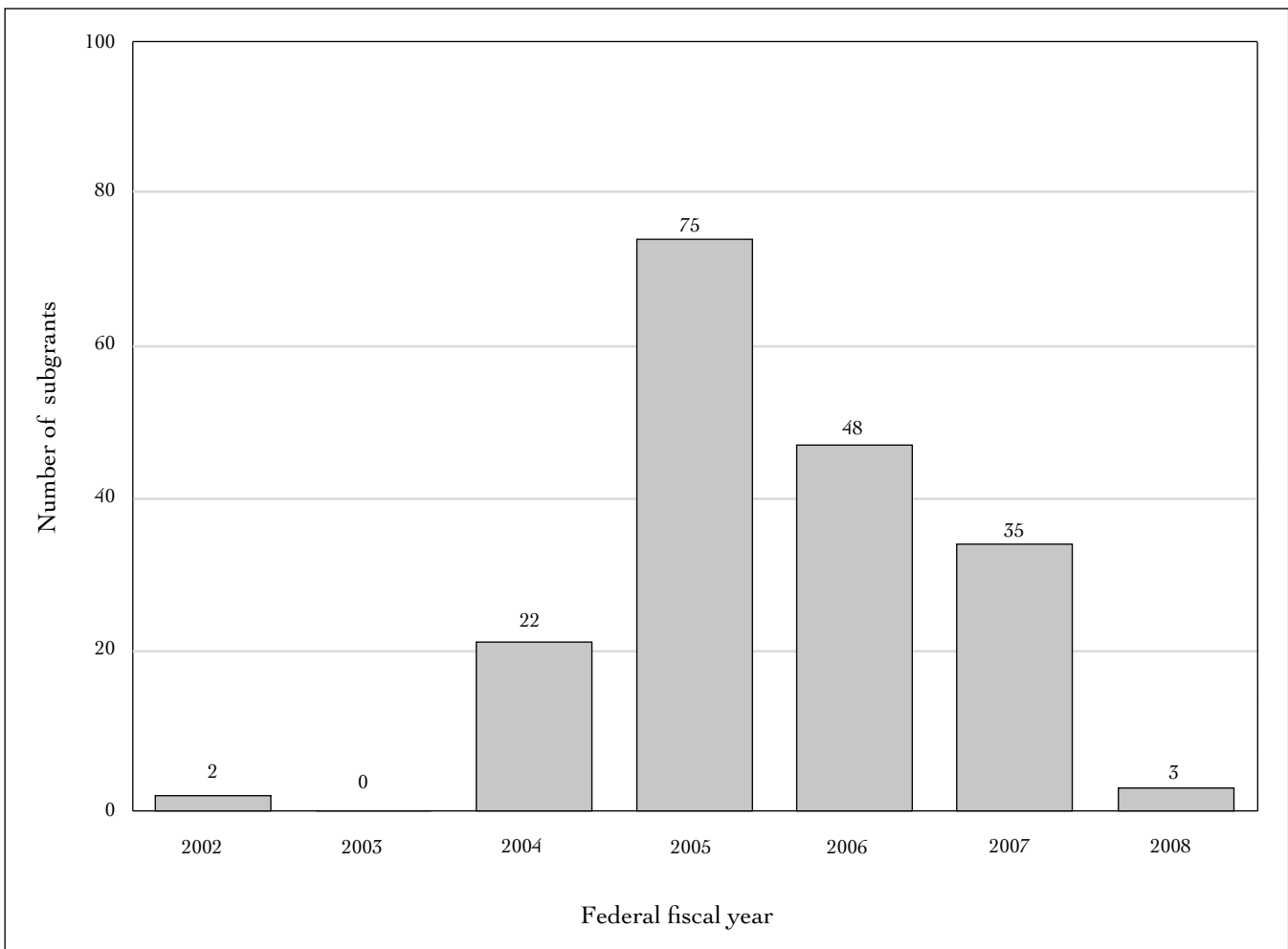
**Rural Area Juvenile Programs.** Prevention services in an area located outside a metropolitan statistical area as designated by the U.S. Census Bureau.

**School Programs.** Educational programs and/or related services to prevent truancy, suspension, and expulsion. School safety programs may include support for school resource officers and law-related education.

**Substance Abuse.** Programs to prevent and treat the use and abuse of illegal and other prescription and nonprescription drugs and the use and abuse of alcohol among at-risk juveniles and/or nonserious juvenile offenders.

**Youth (or Teen) Courts.** Juvenile justice programs in which peers play an active role in the disposition of first-time and nonserious juvenile offenders. Most communities use youth courts as a sentencing option for first-time offenders charged with misdemeanor or nonserious, nonviolent offenses who acknowledge their guilt. The youth court serves as an alternative to the traditional juvenile court.

## Exhibit 2: Number of Subgrants by Federal Fiscal Year



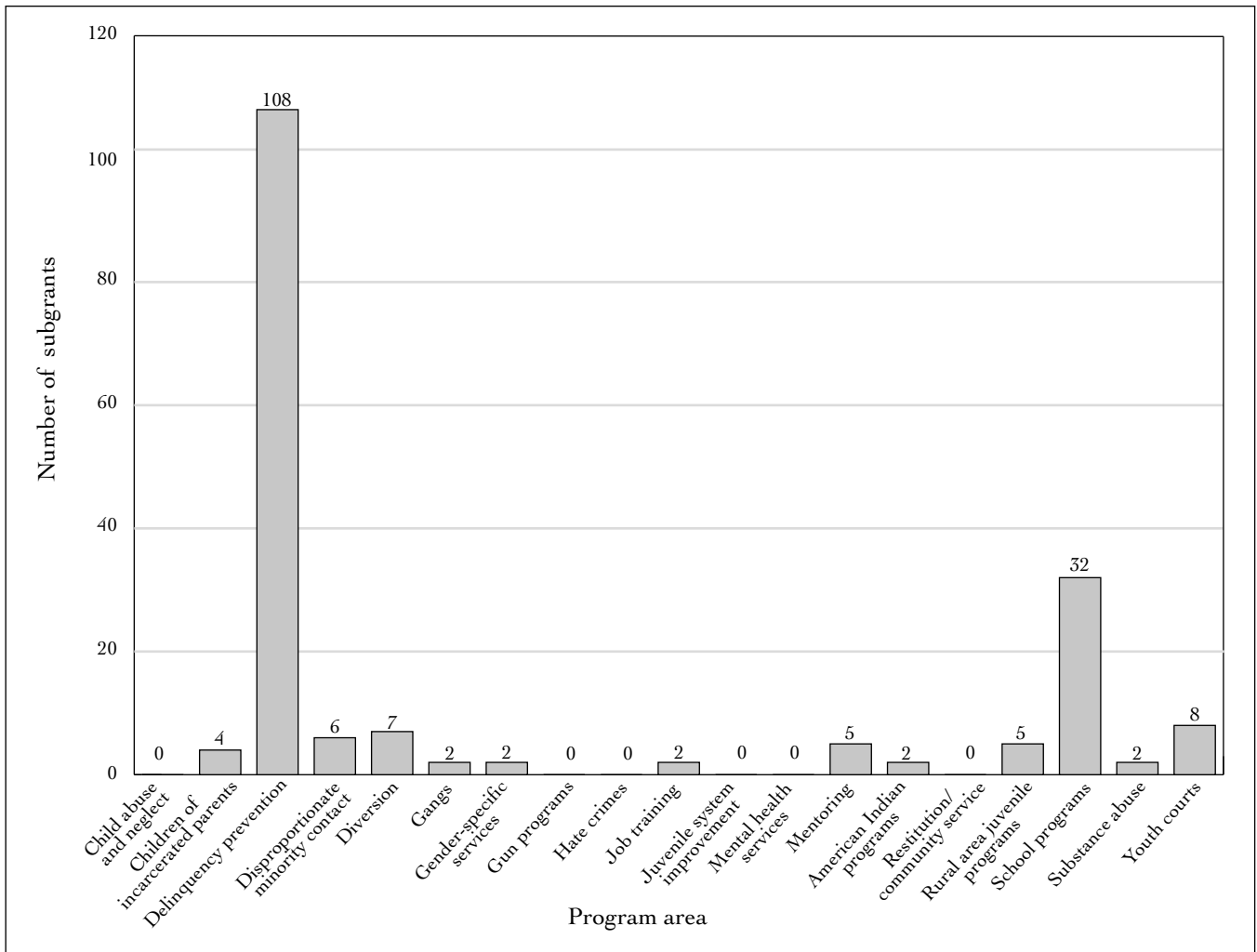
In FY 2008, 56 states submitted at least some performance information to OJJDP. Of those states, 50 submitted complete performance data for subgrant awards that were active between October 1, 2007, and September 30, 2008 (FY 2008), using the Title V performance measures.

In FY 2008, states and territories reported data for a total of 185 active subgrants from 142 subgrantees (see exhibit 2), representing more than \$11.3 million in funded activities. Funds were allocated to activities across many program areas. The number of subgrants varied according to program area. Delinquency prevention programs had the most

subgrants (108) during this period, school programs had 32 subgrants, and most other areas had less than 10 subgrants. Areas designated as child abuse and neglect, gun programs, hate crimes, juvenile system improvement, mental health services, and restitution/community service did not report any subgrants during this period (see exhibit 3.)

States made subgrant awards to various types of organizations, including public and private agencies and community coalitions. Exhibit 4 shows the numbers and types of organizations that received subgrant awards in FY 2008 under the Community Prevention Grants program.

**Exhibit 3: Number of Subgrants per Program Area—Community Prevention Grants Program**



## Accomplishments at the Local Level

Many successes have been reported since the beginning of the Community Prevention Grants program. Following are some examples from 2008.

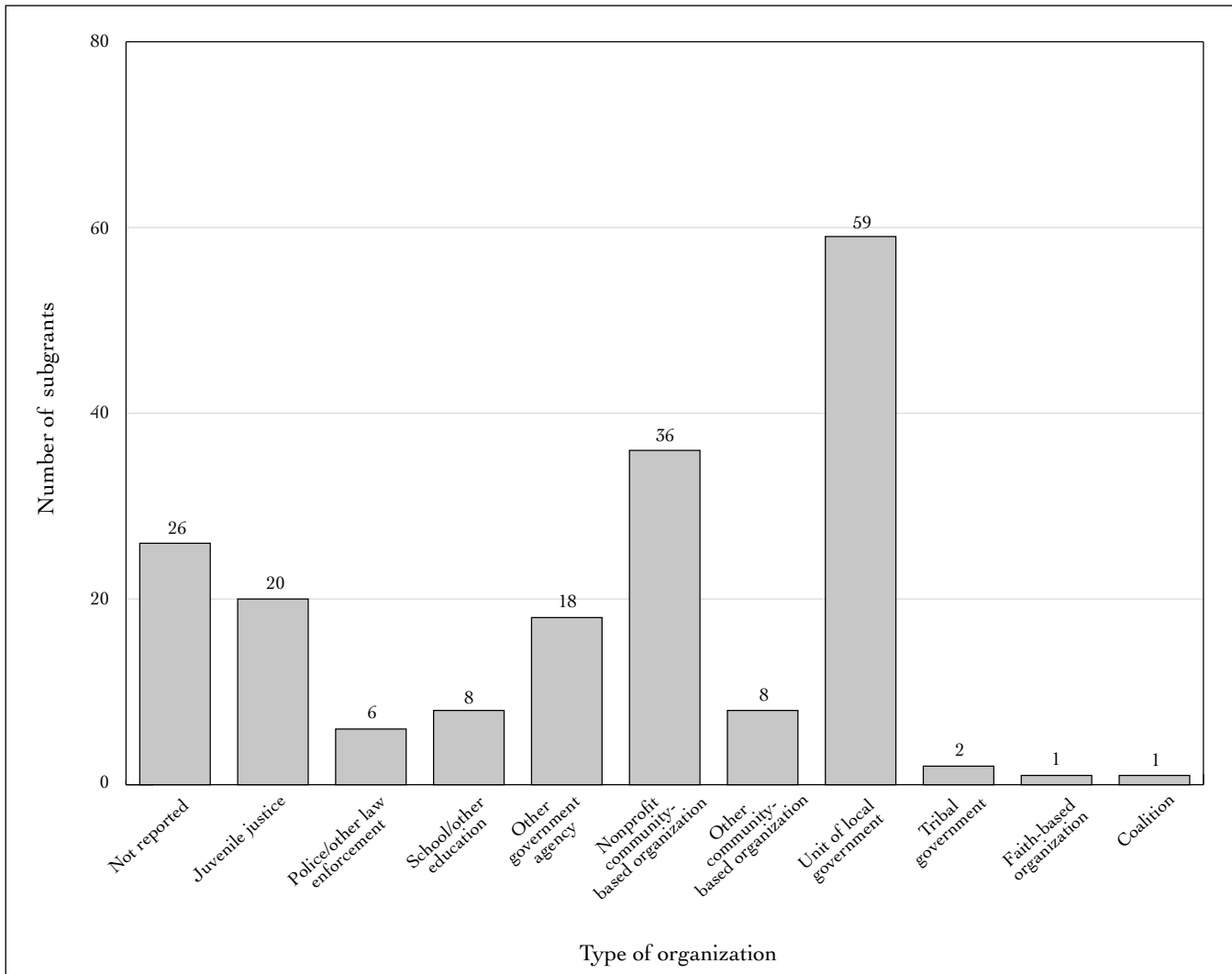
### Granite Park Youth Development Project (Utah)

A statewide needs assessment conducted in 2007 found that students attending Granite Park Middle School in South Salt Lake, UT, were at high risk for drug and alcohol use and delinquency. In response

to these data, the Granite Park Youth Development Project Prevention Policy Board developed the Granite Park Youth Development Project, which focuses on strengthening individual, peer, community, and school protective factors among participating students. The program provides coordinated afterschool activities for approximately 200 youth (ages 12 to 15) annually. Youth may choose to participate in athletic and healthy lifestyle activities, leadership courses, arts and music programming, service learning opportunities, and social gatherings.

The Prevention Policy Board is composed of the mayor, community leaders, school personnel, representatives from community organizations, police

**Exhibit 4: Number of Subgrants by Type of Implementing Organization—  
Community Prevention Grants Program**



officials, business leaders, social service agencies, parents, and youth. The board meets monthly to coordinate planning and sustainability efforts.

The Granite Park Youth Development Project showed the following accomplishments for 2008:

- ◆ Participants completed 16 service projects during the reporting period.
- ◆ More than 80 percent of participating youth completed program requirements.

- ◆ Prior to program participation, 22 percent of students reported being drunk or high on drugs while at school. A postprogram survey showed that this number decreased to 14 percent.

**Taunton Youth Court (Massachusetts)**

The Taunton Youth Court is a collaboration between the city of Taunton and Community Care Services, Inc. The youth court serves students who attend Taunton High School, and it operates after school hours. An adult judge presides over the court, and student volunteers serve as defense

lawyers, prosecutors, and jurors. The court diverts students from the juvenile justice system and provides alternatives to out-of-school suspensions for students who are charged with vandalism, theft, excessive classroom disruptions, and office referrals. The court accepted 210 student referrals from judges, the public defender's office, juvenile probation, families, the high school, and social services agencies during the 2008 reporting period.

The Taunton Youth Court showed the following accomplishments for 2008:

- ◆ Students provided 1,775 hours of volunteer services to the court, valued at more than \$18,000.
- ◆ School suspension rates were reduced by 44 percent.
- ◆ School attendance increased by 65 percent among participating youth.

Since the youth court's inception in 2007, defendants have shown the following changes in their behavior:

- ◆ Ninety-seven percent reported that the court helped them improve their behavior.
- ◆ Ninety-two percent complied with sanctions levied against them.
- ◆ Ninety percent participated in prosocial activities.
- ◆ Eighty-seven percent of students referred to the court chose to participate in the court after their case was heard.
- ◆ Seventy-four percent improved their behavior, according to parent and teacher reports.

### **Newport News Targeted Outreach Program (Virginia)**

The Newport News Targeted Outreach Program (TOP) is an expansion of the Gang Prevention Through Targeted Outreach Model that the Boys & Girls Clubs of America make available to community-based youth-serving agencies. TOP provides a central referral agency for community organizations, citizens, and parents to refer young people for prevention services. The primary program goals

are to prevent or reduce participants' contact with law enforcement, reduce truancy, and reduce suspensions and/or expulsions from school.

The program conducts an initial assessment of newly referred youth to determine risk and protective factors, refers the youth to appropriate community agencies, and monitors participants' progress through intensive case management services. Community-based services and case management include recreation activities, life skills training, counseling services, tutoring and educational assistance, and other primary prevention services. Intensive case management is defined as 4 hours or more of contact with a participant per week. The contact hours must extend beyond traditional programming to include direct one-on-one contact with the participating youth, his or her family, schools, and other referral agencies.

TOP uses Community Prevention Grants funding to reimburse community and neighborhood-based youth-serving agencies for 50 percent of the cost of case management. TOP passes 100 percent of these funds directly to community agencies, grassroots organizations, or faith-based organizations. This allows young people to receive services where they live and to interact with their community, thereby increasing the likelihood of successful outcomes.

The first 2 years of implementation resulted in the following outcomes:

- ◆ More than 200 young people received intensive case management and prevention services. More than 41,000 hours of service were provided, which equals 20 full-time positions.
- ◆ The number of neighborhood-based TOP providers increased from 6 to 40 in 2 years.
- ◆ Prior to entering the program, nearly 20 percent of participants had contact with law enforcement. During the program, less than 2 percent of participants had contact with law enforcement.
- ◆ Truancy decreased from 7 percent to less than 2 percent during involvement with the program.
- ◆ More than 33 percent of program participants had been suspended or expelled from school prior

to entering the program. While in the program, less than 6 percent of participants were suspended or expelled from school.

### **Talented Tenth (Nebraska)**

The Talented Tenth Youth Empowerment Program aims to reduce the number of minority youth entering the juvenile justice system in Douglas County, which includes the city of Omaha, the largest metropolitan area in Nebraska. African American youth ages 10 to 17 comprise 16 percent of the county's total youth population. However, in 2007, cases involving African American youth made up nearly 35 percent of law enforcement recommendations to the juvenile county attorney for consideration for court filing. For youth younger than 14, the rate was nearly 48 percent.

The Talented Tenth program targets African American males ages 13 to 18 who have become involved with the juvenile justice system (preadjudication diversion through probation) or exhibit similar risk and needs factors. Youth attend a 10-week program that is led by adult African American males who have learned to facilitate small group discussions and activities. The program addresses five core program components: connecting young people with positive African American role models, cultural awareness, social support, academic enrichment, and community service.

The curriculum addresses three goals that contribute to the development of a personal and group identity for minority youth:

- ◆ Encourage positive attitudes and behavior in both academic and social settings.
- ◆ Support school attendance and community involvement.

- ◆ Strengthen connections to family and community based on seven principles known as the “Nguzo Saba”: unity, self-determination, collective work and responsibility, cooperative economics, purpose, creativity, and faith.

In addition, one of the curriculum's primary objectives is to help participants learn to separate blame from responsibility when it comes to their behavior, actions, and attitudes.

Since its inception in August 2008, 45 youth have participated in the program. Because this program is popular with the youth, a followup group will be implemented. Participating youth will remain connected to the program by attending community service and recreational activities together; they will also have the opportunity to participate in “rap” sessions where they can check in with one another regarding ongoing successes and challenges. Many of the youth are stepping up to become leaders for young men who are just entering the program.

### **OJJDP Support for the Community Prevention Grants Program**

More than 20 juvenile justice staff and other individuals participated in at least 1 of the 4 Title V trainings that OJJDP held in Washington, DC, and Oklahoma in 2008. Participants included community leaders, program developers, researchers, and others involved in mobilizing the community, governing, or serving children.



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# Tribal Youth Program

The Tribal Youth Program supports and enhances tribal efforts to prevent and control delinquency and improve the juvenile justice system for AI/AN youth. Many AI/AN communities face chronic underfunding for their justice systems, do not have access to meaningful training for law enforcement and justice personnel, and lack comprehensive programs that focus on preventing juvenile delinquency, providing intervention services, and imposing appropriate sanctions. Since 1999, OJJDP has awarded 321 grants under TYP to 299 federally recognized tribal governments to help them develop and implement culturally sensitive programs to provide prevention services that affect risk factors for delinquency, intervene with court-involved tribal youth, improve the tribal juvenile justice system, prevent alcohol and drug abuse, and provide mental health services.

## Funding

In 2008, OJJDP received an appropriation for tribal youth programming for the 10th consecutive year. For the past 10 years, Congress has appropriated more than \$120 million to promote juvenile justice in Indian country. In 2008, a newly funded program, Mentoring Programs for At-Risk Tribal Youth, awarded two grants. OJJDP is also funding training and technical assistance activities along with research and evaluation programs that measure TYP effectiveness and identify resources and needs among federally recognized tribes.

In 2008, OJJDP made 18 awards of \$300,000 to \$500,000 each (a total of \$8 million) to federally recognized tribes in 15 states. Under the Mentoring Programs for At-Risk Tribal Youth, OJJDP provided \$2 million in funding to the Boys & Girls Clubs of America and \$2 million to Big Brothers Big Sisters for mentoring programs for at-risk AI/AN youth.

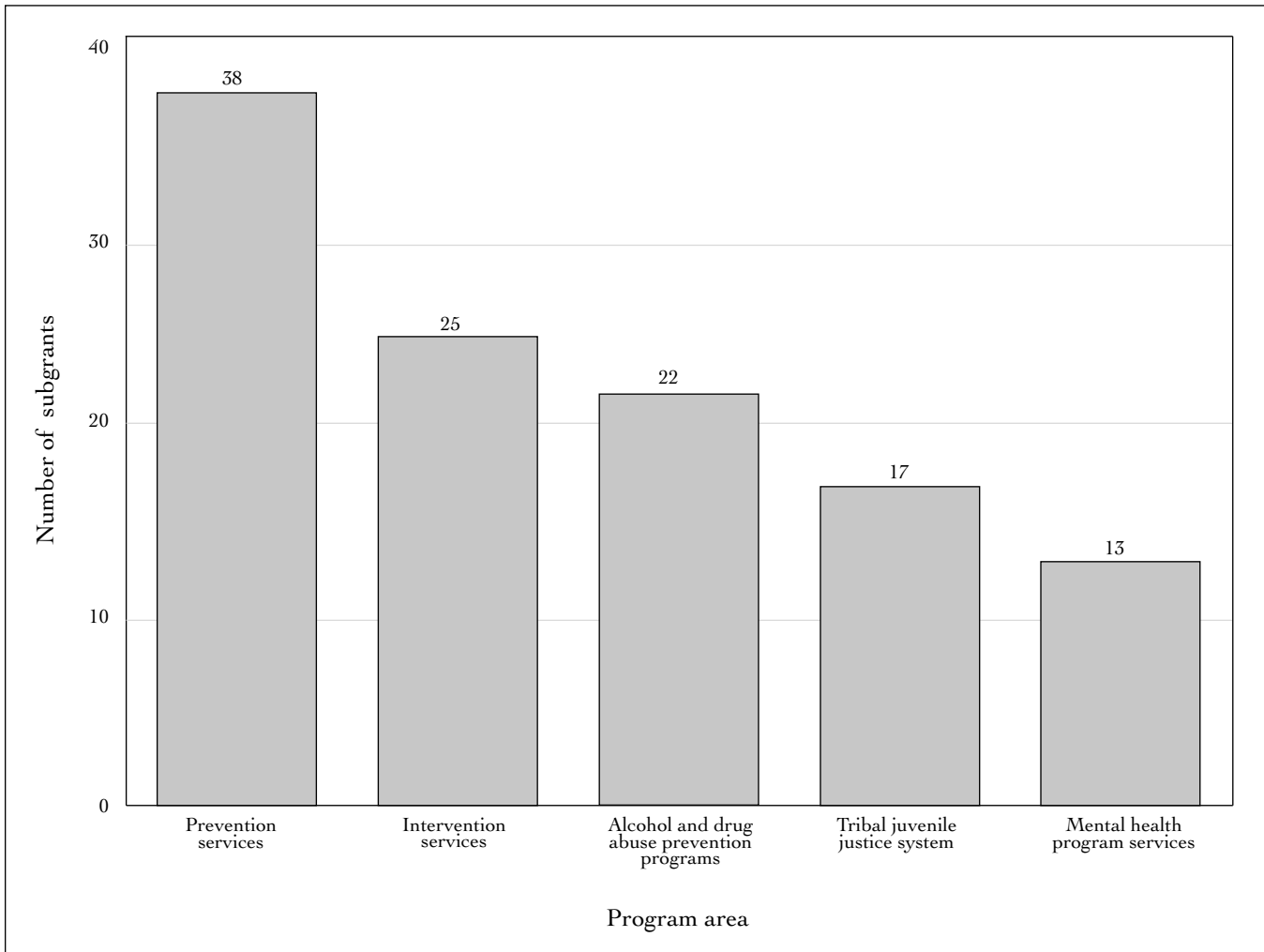
## Performance Measurement

OJJDP worked with tribal grantees in 2008 to collect quantitative performance measurement data. The 2008 reporting period for TYP is January 1 to December 31, 2008. An analysis of these data shows that these programs served 19,905 youth and families in 2008; among participating youth, 54 percent exhibited a desired change in targeted behavior. Of the 177 programs that were active during this reporting cycle, 30 percent were evidence based. The programs addressed a wide range of youth behaviors. During the 2008 reporting period:

- ◆ Eighty percent of participants exhibited improved cultural skills and pride.
- ◆ Thirteen percent of participants and/or their families exhibited the desired change in their substance-abusing behavior.
- ◆ Thirteen percent of participants offended during the reporting period.
- ◆ Five percent of participants reoffended during the reporting period.
- ◆ Two percent of participants used alcohol in the past 30 days.
- ◆ Two percent of youth in a substance abuse program relapsed.

In 2008, 66 out of 91 tribes with active grants (73 percent) submitted at least some performance data to OJJDP. In 2008, tribes reported data for more than \$36 million in funded activities. Funding allocations for activities across the five TYP program areas were as follows:

## Exhibit 5: Number of Subgrants per Program Area—Tribal Youth Program



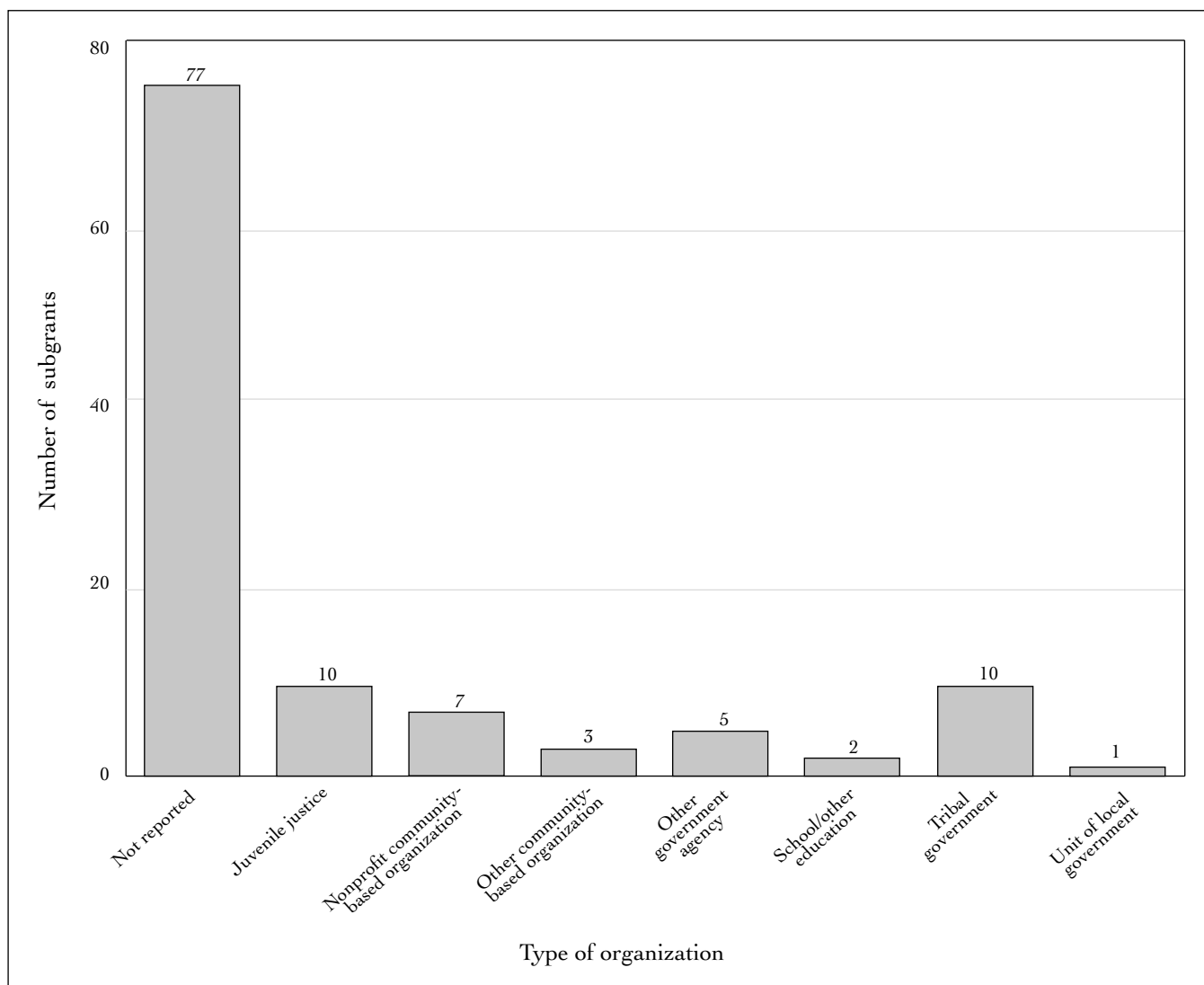
- ◆ Prevention services (33 percent).
- ◆ Interventions for court-involved tribal youth (22 percent).
- ◆ Alcohol and drug abuse prevention programs (19 percent).
- ◆ Tribal juvenile justice systems (15 percent).
- ◆ Mental health program services (11 percent).

Exhibit 5 shows the number of subgrants across program areas for the 2008 reporting period.

Only tribal governments may apply for and receive TYP funds. The tribe determines the program that will receive the funding. Tribal governments and juvenile justice agencies were the most frequently funded type of organization in the Tribal Youth Program. However, more than half of TYP grantees did not report on the type of organization (see exhibit 6).

Exhibit 7 shows the number of TYP awards per state. The greatest number of subgrants were awarded to Alaska (17), Washington (17), California (13), and Oklahoma (12).

**Exhibit 6: Number of Subgrants by Type of Implementing Organization—  
Tribal Youth Program**



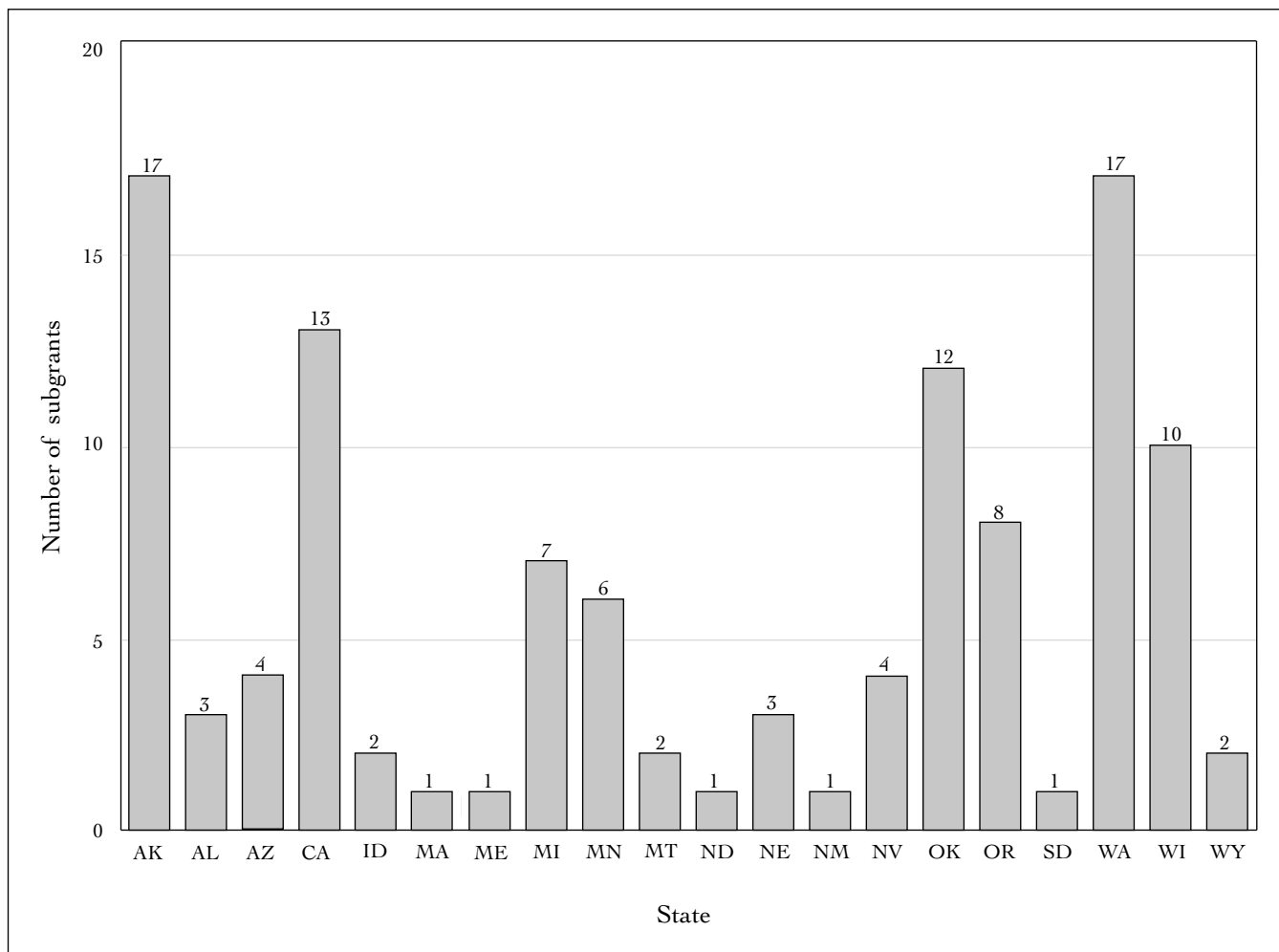
## Accomplishments at the Local Level

The native village of Kotzebue is located in the Arctic region of northern Alaska, where winter lasts for 8 or 9 months of the year. The region is very remote, and jet service is the only method of transport to the area. The population is predominantly Inupiat Eskimo. In recent years, the community has faced a sharp increase in underage drinking. Tribal elders are concerned that youth do not always embrace traditional Inupiat values. To address this

problem, the community (with the assistance of a TYP grant) has worked for 2 years to create a program that combines traditional and modern values through the use of Talking Circles and the Prime for Life alcohol and drug education course.

Using its TYP grant as a foundation, the community has developed solutions that unite traditional and contemporary values to comprehensively address major issues that Inupiat youth face. Currently, the rate of youth receiving “minor consuming alcohol” violations is at an all-time low. The local TYP

## Exhibit 7: Number of Subgrants per State—Tribal Youth Program



coordinator has become a very skilled leader in the village and has received regional recognition for the accomplishments of the Tribal Youth Program.

### OJJDP Support for the Tribal Youth Program

In 2007, OJJDP allowed TYP grantees to designate the first year of their 4-year grant as a planning year. This enabled newly funded applicants to request training and technical assistance to help them develop a comprehensive strategic plan and learn how to collect and use program evaluation and performance data during the remaining years of the award. As a result of comments that grantees submitted,

OJJDP extended the grant period to 5 years in 2008, with the first year designated as a planning year.

In 2007, OJJDP entered into a cooperative agreement with Education Development Center, Inc., to fund a Tribal Youth Training and Technical Assistance Center to provide culturally sensitive training and technical assistance to TYP grantees and federally recognized tribes in Indian country. The technical assistance includes access to professional staff with expertise in the development of culturally based approaches to prevention and intervention, capacity building, strategic planning, program implementation, program evaluation, and program sustainability.

OJJDP also provides annual regional TYP trainings for grantees. These trainings focus on helping tribes apply their strengths and experiences to develop and maintain programs that are valuable to their communities. In 2008, OJJDP provided the following trainings:

- ◆ **New grantee orientation.** Participants included 42 representatives from 21 tribes. They received training on the data collection technical assistance tool, effective grants and financial management, accessing training and technical assistance, strategic planning overview, and the evolution of tribal programs.
- ◆ **TYP strategic planning.** Participants included 86 representatives from 20 tribes. They received training on how to define their program's mission and vision; partnerships; needs and resources; developing a logic model, action plan, and evaluation plan; and performance measurement.
- ◆ **TYP regionals.** OJJDP held trainings in San Diego (49 participants from 29 tribes) and Oklahoma (40 participants from 26 tribes). Participants received training on evidence-based practices, risk and protective factors, Project Venture, implementation benchmarks, implementing restorative practices in tribal juvenile courts, program and resource mapping, engaging families, suicide prevention center resources, Native Americans in philanthropy, and sustaining programs through partnerships.

OJJDP conducted weekly teleconferences and sent regular e-mails to grantees. The calls and e-mails addressed capacity building with planning, implementation, sustainability, evaluation, database development, and identification of programs and research. OJJDP's technical assistance provider also conducted onsite visits to the Omaha, Hoopa, Swinomish, Susanville, and Fond du Lac tribes.

In addition, TYP joined the One OJP Tribal Justice and Safety Training and Technical Assistance Initiative launched by the Assistant Attorney General for OJP. This initiative provides training and information to tribal leaders, administrators, program managers, and grant writers on resources available from OJP and OJJDP. In 2008, OJJDP coordinated its regional training

schedule to coincide with the One OJP sessions. The first One OJP session included workshops that highlighted TYP, addressed juvenile justice priorities related to public safety in Indian country, and provided information on available funding and resources. During a session in Billings, MT, OJJDP facilitated a consultation session on juvenile justice issues to encourage dialog among tribal leaders, program representatives, and other federal agency representatives. The Assistant Attorney General for OJP participated in this session, which produced numerous recommendations for federal efforts to assist tribes.

OJJDP staff participated in the development of a training module, Working Effectively with Tribal Governments, a tool for federal employees who work directly with tribal governments. This workshop provides representatives of the federal government who oversee American Indian programs with the opportunity to examine the complex cultural issues affecting the provision of services to diverse tribal communities and to teach specific skills for effectively addressing these issues.

## Research Activities

OJJDP is also funding several TYP research and evaluation activities. Funded primarily through OJJDP's Field-Initiated Research and Evaluation solicitations in 2006 and 2007, these projects demonstrate an ongoing commitment to understand more about tribal youth and communities:

- ◆ Consulting Services & Research, Inc., is conducting a 2-year process evaluation of OJJDP's administration of all TYP projects from 2003 to 2008. As a result of this study, OJJDP will better understand how federally recognized tribes use their grant funds and how OJJDP can better support program implementation and sustainability. The lessons learned from this evaluation will also be useful for other federal and state agencies that seek to improve their grant programs and training and technical assistance to tribal communities.
- ◆ The National Indian Youth Leadership Development Project is examining Project Venture, a nationally recognized substance abuse and delinquency prevention program that is being replicated in more than 50 American Indian and other

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communities around the nation. Although the program (which originated in New Mexico) has been implemented nationally, little is known about its implementation in areas outside the state.

- ◆ The American Youth Policy Forum documented three ongoing TYP activities and produced a report that provides a clear picture of effective tribal youth programs. The report describes connections among infrastructure, funding, and leveraging of resources, including volunteers and community organizations.
- ◆ The University of Colorado Health Sciences Center, in collaboration with the Southern Ute Indian tribe, is conducting a collaborative evaluation of the TuuCai Tribal Juvenile Wellness Court. The court was established through OJJDP's juvenile drug court program for substance-involved American Indian youth on the Southern Ute Indian Reservation in Ignacio, CO.
- ◆ Prevent Child Abuse America, in partnership with the National Indian Child Welfare Association and other partners (Purdue University, Macro International, and key American Indian researchers), is

studying the extent and severity of tribal youth victimization and delinquency. The research is designed to increase knowledge about the severity and extent of tribal youth victimization, tribal adult caregivers' perceptions of youth victimization, and intervention and treatment resources available to tribal youth. The 3-year study began in 2007 and is scheduled for completion in 2010.

- ◆ The Pima (AZ) Prevention Partnership Minority Youth Border Research Initiative is exploring why justice-involved tribal and minority youth in southwestern border communities are at greater risk for early onset of substance abuse and long-term persistence of delinquency, victimization, and mental illness compared with their nonminority youth peers. Researchers will develop recommendations regarding specific service needs of juvenile justice-involved minority youth in southern Arizona.

In addition to the activities listed above, TYP staff are also working with the National Center for Juvenile Justice to develop a report (modeled after OJJDP's *Juvenile Offenders and Victims: National Report*) that summarizes available national-level data on AI/AN youth.

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# Enforcing Underage Drinking Laws Program

OJJDP has administered the Enforcing Underage Drinking Laws program since Congress created the program in 1998. Through grants, training, and technical assistance, this \$25 million annual program helps states and the District of Columbia prevent underage drinking by emphasizing law enforcement. Additionally, in 2008, OJJDP awarded EUDL block grants to American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands.<sup>2</sup> The program is implemented at state and local levels through a governor-designated agency in each state. As a result, OJJDP works with 55 multidisciplinary agencies and the District of Columbia to create an opportunity for diverse, multilevel collaboration on a single issue.

Many states focus on enforcement, emphasizing compliance checks of retail alcohol outlets. Other enforcement activities include crackdowns on false identification, programs to deter older youth or adults from providing alcohol to minors, “party patrols” to prevent drinking at large gatherings, “cops in shops” to keep minors from purchasing alcohol, youth-focused campaigns to enforce impaired driving laws, and source investigations to determine who provided alcohol to youth and hold the responsible party accountable for their role in the alcohol-related incident. EUDL encompasses the following programmatic elements:

- ◆ Annual block grants to each state, the District of Columbia, and the territories to fund the establishment of a statewide task force and innovative programs to prevent underage drinking, with a

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<sup>2</sup> For the Enforcing Underage Drinking Laws program, the term “state” includes the 50 states, the District of Columbia, and 5 territories (American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands).

strong emphasis on law enforcement, advertising campaigns, and coalition building.

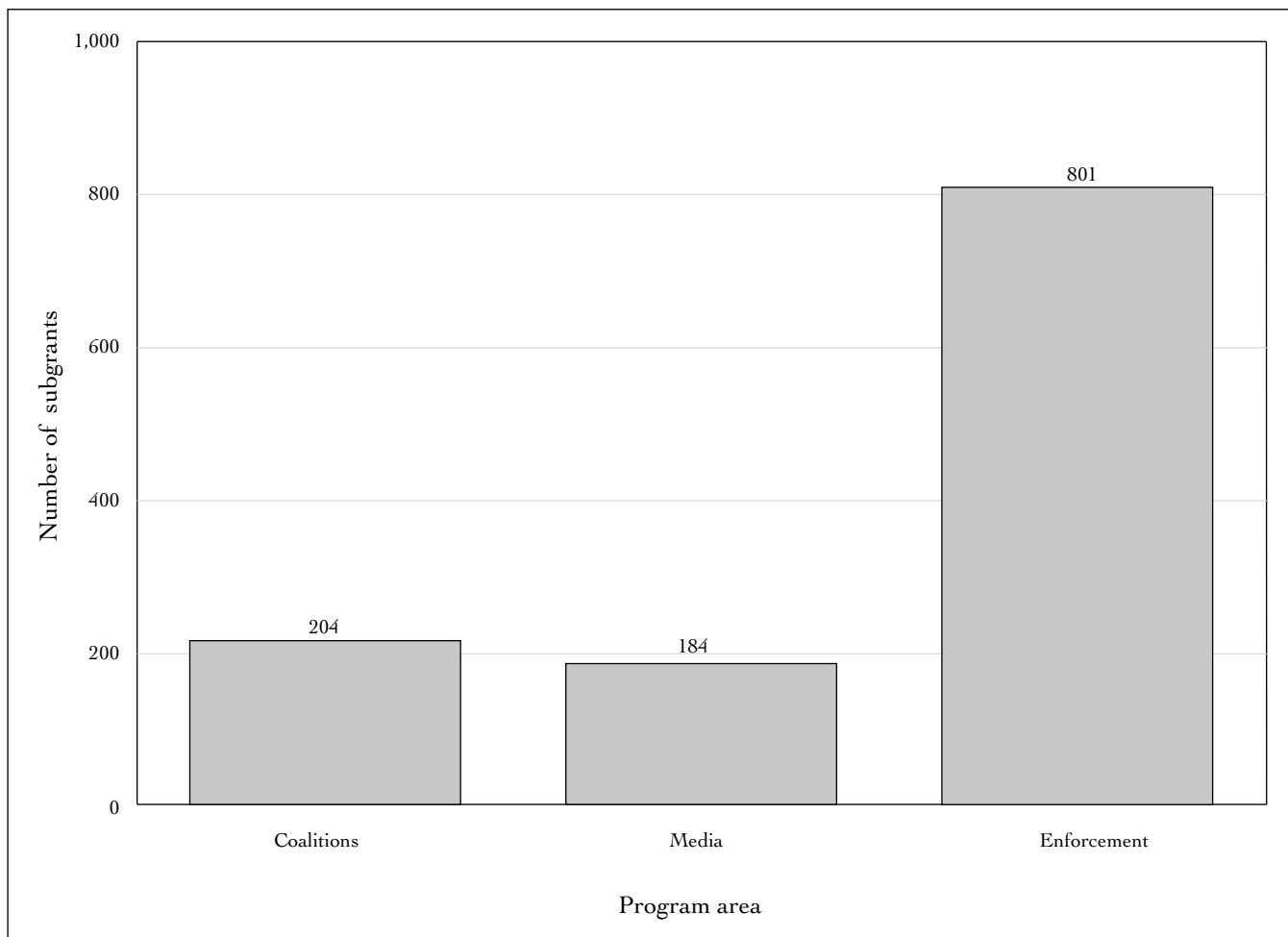
- ◆ Discretionary grants awarded to competitively selected states to support the demonstration of best or promising practices at the local level.
- ◆ Training and technical assistance, with research translation that aids program development and implementation, provided to grantees by the Pacific Institute for Research and Evaluation.
- ◆ An evaluation of the Community Trials Initiative, conducted by Wake Forest University School of Medicine, and an evaluation of the Rural Communities Initiative and military discretionary program, conducted by the National Institute on Alcohol Abuse and Alcoholism (NIAAA).

## Funding

In 2008, OJJDP allocated \$350,000 in block grants to each state, the District of Columbia, and the territories, for a total of more than \$19 million. The block grants support statewide task forces of state and local law enforcement and prosecutorial agencies to target establishments suspected of a pattern of violations of state laws governing the sale and consumption of alcohol by minors. The grants also support public advertising programs to teach establishments about statutory prohibitions and sanctions. OJJDP encourages innovative programs to prevent and combat underage drinking. Exhibits 8 and 9 show the number of subgrants and the funding distribution across program areas.

In 2008, OJJDP awarded EUDL discretionary grants (up to \$900,000) to three states for a 3-year period. The purpose of the grants is to reduce the availability of alcoholic beverages to and the

**Exhibit 8: Number of Subgrants per Program Area—Enforcing Underage Drinking Laws Program**



consumption of alcoholic beverages by university and college students younger than 21 years old in Illinois, Nevada, and South Carolina.

**EUDL Discretionary Program**

The EUDL discretionary grant component is supporting several varied initiatives, all designed to help communities use a comprehensive approach to address underage drinking:

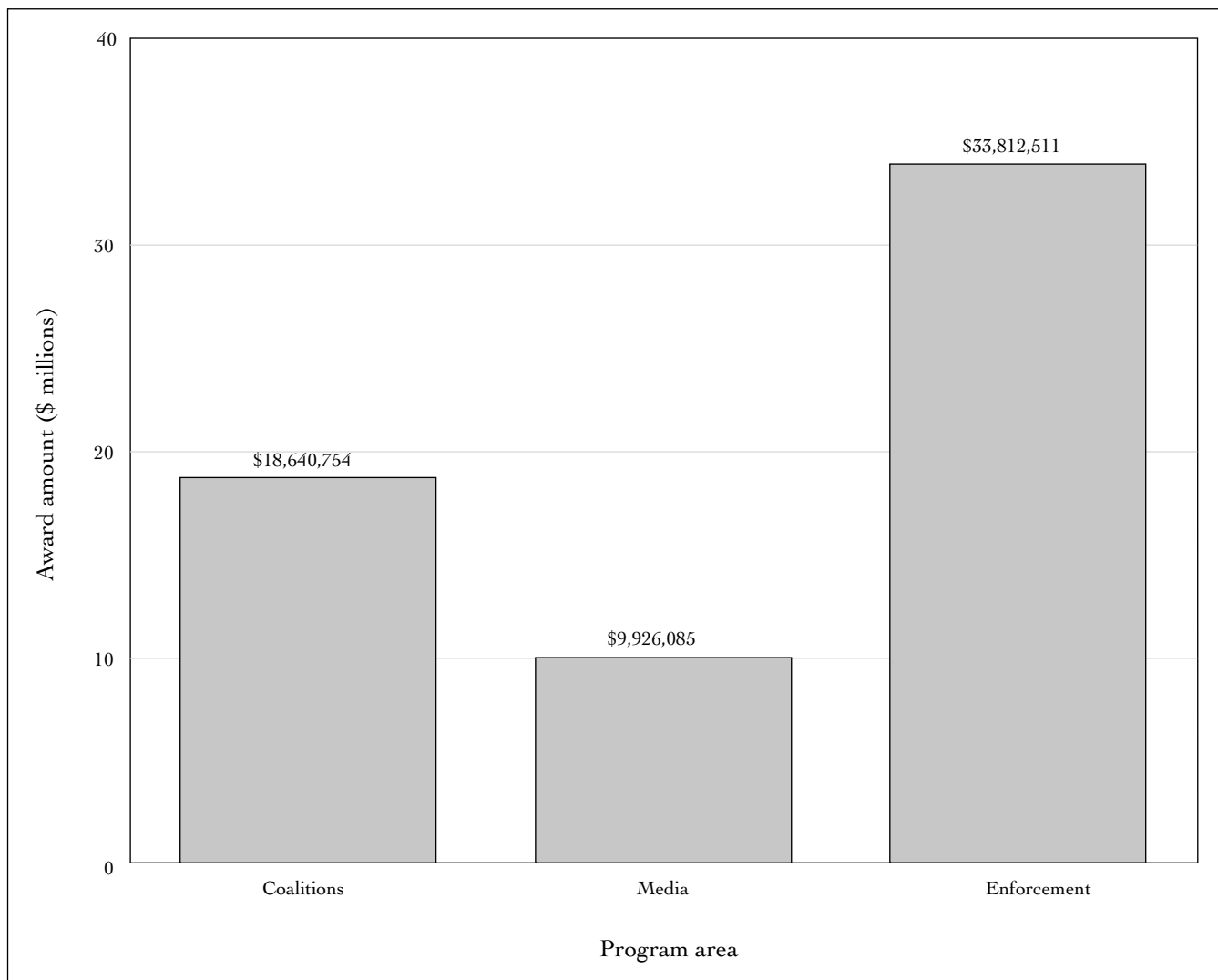
- ◆ Using 2004 and 2005 EUDL discretionary funding, OJJDP launched the Rural Communities Initiative in California, Illinois, Nevada, New Mexico, Oregon, Pennsylvania, and Washington. The initiative is close to completing its program

efforts to establish or enhance research-based practices to enforce underage drinking laws in rural communities. Grantees who received awards in 2004 concluded implementation activities in 2008 and are now involved in sustainability efforts; 2005 grantees concluded implementation activities in 2009 and are currently involved in sustainability efforts. NIAAA is OJJDP’s federal partner to support the evaluation of this initiative.

- ◆ In October 2006, OJJDP formed a partnership with the U.S. Air Force to prevent access to and consumption of alcohol by underage military personnel. OJJDP awarded more than \$1 million in discretionary EUDL grants to Arizona, California, Hawaii, and Montana to support



## Exhibit 9: Award Amounts per Program Area—Enforcing Underage Drinking Laws Program



partnerships between select civilian communities and Air Force bases in these states to reduce underage drinking and alcohol-related misconduct by underage airmen. NIAAA is also supporting this evaluation, which ICF International is conducting.

- ◆ Researchers from the Wake Forest University School of Medicine are conducting the evaluation of the Community Trials Initiative.

### Performance Measurement

In 2008, OJJDP worked with the states to collect quantitative performance measurement data. An analysis of these data shows that EUDL programs accomplished the following in 2008 under three main program categories: coalitions, the media, and enforcement.

#### Coalitions

- ◆ A total of 247,441 youth were involved in task force activities.

- ◆ A total of 10,841 agencies were involved in task force and/or coalition activities that supported the prevention of underage drinking and/or the enforcement of underage drinking laws.
- ◆ A total of 477 task forces and/or coalitions were created as a result of EUDL funding. Of existing task forces and/or coalitions, 47 percent were created with EUDL funding.
- ◆ A total of 289 policies related to underage drinking were created, 111 policies were amended, and 12 policies were rescinded.

### The Media

A total of 28,433 media coverage episodes or events occurred that were related to EUDL activities, underage drinking prevention, and/or enforcement.

### Enforcement

- ◆ A total of 425 programs conducted compliance checks and/or minor decoy operations.
- ◆ Eighty-eight percent of on-premise establishments that were checked during the reporting period were in compliance.
- ◆ Eighty-three percent of off-premise establishments that were checked during the reporting period were in compliance.
- ◆ A total of 512 programs conducted underage drinking enforcement operations other than compliance checks.
- ◆ A total of 17,851 adult citations were issued during enforcement operations.
- ◆ A total of 26,360 youth citations were issued during enforcement operations.

A total of 1,189 subgrants (representing nearly \$53.7 million in funded activities) were active in 2008; 52 states submitted complete performance data for their subgrants. Subgrants were allocated to activities across many types of organizations (see exhibit 10). Organizations that received the most funding allocations included:

- ◆ Police and other law enforcement (31 percent).
- ◆ Nonprofit and community-based organizations (12 percent).
- ◆ Government agencies other than police and juvenile justice (5 percent).

## Accomplishments at the Local Level

Many successes have been reported since the beginning of the EUDL initiative. Following are some examples from 2008.

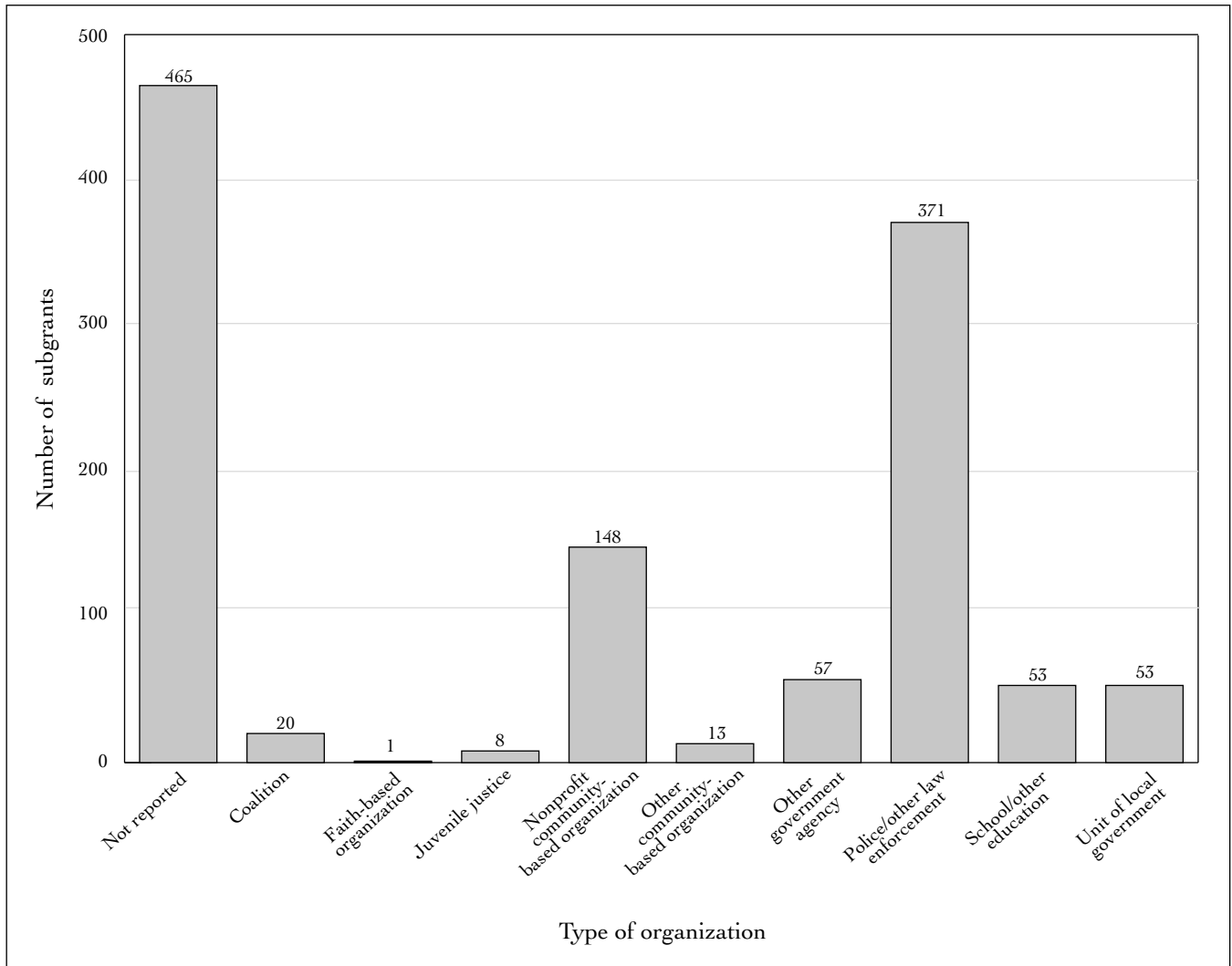
### Maryland

In Baltimore County, members of the Combating Underage Drinking Coalition initiated an enforcement effort to contend with underage and hazardous drinking both on and off the Towson University campus. This collaborative partnership includes the Baltimore County Police, Towson University, Baltimore County Liquor Board, Baltimore County State's Attorney's Office, Maryland State Police, and the Baltimore County Department of Health's Bureau of Substance Abuse.

Residents had complained that students returning from local bars to off-campus housing near the university were noisy, parked illegally, destroyed property, urinated in public, and caused other problems. In response, officers from the Towson precinct met with neighborhood associations and representatives from the university and the Chamber of Commerce. This meeting led to the formation of a two-man special alcohol enforcement unit to monitor student behavior off campus. The unit focuses on enforcement measures in the areas most affected and also seeks to increase awareness among students and the community. Officers regularly patrol the area on weekends and other nights when college parties take place.

Towson University informs students that the university will take judicial action for inappropriate off-campus behavior. The Towson precinct's driving-under-the-influence unit notifies the university when students are involved in alcohol-related

**Exhibit 10: Number of Subgrants by Type of Implementing Organization—Enforcing Underage Drinking Laws Program**



incidents. The university also penalizes students who police cite for alcohol-related incidents. A team consisting of a county police officer and a staff member from the university’s campus life office visits students who are caught hosting underage drinking parties. In addition, the university’s judicial affairs office has increased fines for repeat infractions and notifies parents when students are dangerously intoxicated and require transport to the hospital. Parents are also notified in cases of recurring minor alcohol violations.

**Arizona**

Underage drinking presents an ongoing challenge to Davis-Monthan Air Force Base (DMAFB) outside Tucson, AZ. Off-base drinking infractions involving underage active-duty airmen have historically been underreported, partially because airmen were not required to identify themselves as military personnel to civilian police who, in turn, were not required to identify individuals involved in underage drinking infractions as members of the military.

In 2008, the DMAFB, Tucson Police Department, Arizona Governor’s Office of Highway Safety,

and Pima County Task Force to Reduce Underage Drinking collaborated to develop a protocol that requires Tucson police officers to identify underage airmen who are involved in off-base drinking infractions and report the incidents to military police. In September 2008, the Tucson Police Department unveiled a new electronic ticketing system that reports off-base alcohol-related incidents involving airmen, as well as other infractions, to Air Force security forces. The new protocol includes the following:

- ◆ Tucson police generate a report that includes the name, date, time, and charge indicated on the ticket.
- ◆ The e-ticket has a check box for “active duty military.” When the box is checked, Tucson police collect the data electronically and transmit the data to DMAFB security forces daily.

Airmen identified in the report are referred for screening and assessment on base within 7 duty days.

## **OJJDP Support for the Enforcing Underage Drinking Laws Program**

The OJJDP-sponsored Underage Drinking Enforcement Training Center (UDETC), which the Pacific Institute for Research and Evaluation manages, provides science-based, practical, and effective training and technical assistance services to the states to support their efforts to reduce underage drinking. UDETC provides publications, training workshops, curriculums, regional meetings, national conferences, onsite strategic technical assistance, teleconferences, online resources, and other services to EUDL grantees.

In 2008, UDETC conducted a total of 97 trainings, reaching 3,195 individuals in 29 states. UDETC’s Web site received 4.4 million requests for information. In response, UDETC disseminated more than 19,000 training publications, which can be downloaded from the site.

In August 2008, OJJDP sponsored the 10th EUDL National Leadership Conference, which more than 2,000 participants attended. Speakers included then OJJDP Administrator J. Robert Flores; Dr. Ralph Hingson from NIAAA; Col. Evan Hoapili (retired) from the Air Force; and other speakers representing federal, state, and local efforts.

To help territories that received EUDL funds in 2008, OJJDP created and provided technical assistance targeted to their unique needs. OJJDP held a territory-focused technical assistance session at the 2008 conference and hosts regular conference calls with the territories.

An intensive, yearlong training and technical assistance program (known as the Leadership Institute) was launched during the 2008 conference; participants include pilot communities in Illinois, Montana, and Wisconsin. The program develops and refines leadership skills among individuals who are involved in community efforts to effectively address underage drinking-related issues by reducing youth’s access to alcohol and consumption of alcoholic beverages.

In the future, OJJDP is planning to launch a new youth leadership initiative, the National Underage Enforcement Training Center Youth Council. This initiative will provide youth (ages 15–18) with effective prevention tools and strong leadership skills to support youth’s efforts to implement environmental change in their communities and states.

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# Gang Resistance Education And Training (G.R.E.A.T.) Program

The Gang Resistance Education And Training program is an important component of the Department of Justice's anti-gang strategy. G.R.E.A.T. is a school-based curriculum taught by criminal justice professionals. Its primary objective is prevention, and it is designed to be an immunization against delinquency, youth violence, and gang membership. The Bureau of Justice Assistance administers the G.R.E.A.T. program.

G.R.E.A.T. lessons focus on providing life skills to students to help them avoid using delinquent behavior and violence to solve problems. The G.R.E.A.T. program offers a continuum of 4 components for students and their families: a 13-lesson middle school curriculum, a 6-lesson elementary school curriculum, a families component, and guidelines for summer programs.

G.R.E.A.T. is one of only a few evidence-based youth prevention programs. The first comprehensive G.R.E.A.T. program evaluation, a 5-year longitudinal study, was conducted in 1995. Following revisions and updates to the curriculum, a second

evaluation was initiated in 2008, with evaluation results to be published in 2012.

In FY 2008, 85 local law enforcement agencies, school districts, and cities received \$7.7 million in funding to implement the G.R.E.A.T. program. These local programs now serve tens of thousands of youth in high-risk rural, suburban, and urban communities nationwide, helping them to reduce incidents of crime victimization, enhance their negative views about gangs, and improve their attitudes toward police.

In FY 2008, BJA held a national G.R.E.A.T. conference in St. Louis, MO. More than 770 G.R.E.A.T. officers, educators, and other youth advocates attended the conference. Also in FY 2008, an additional 703 officers were certified to teach the program and 279 officers were certified to facilitate the families component. During the period, more than 134,000 elementary school students and more than 273,000 middle school students received G.R.E.A.T. training.

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