



OJJDP

Annual Report

2003–2004

U.S. Department of Justice
Office of Justice Programs
810 Seventh Street NW.
Washington, DC 20531

John Ashcroft
Attorney General

Deborah J. Daniels
Assistant Attorney General

J. Robert Flores
Administrator
Office of Juvenile Justice and Delinquency Prevention

Office of Justice Programs
Partnerships for Safer Communities
www.ojp.usdoj.gov

Office of Juvenile Justice and Delinquency Prevention
www.ojp.usdoj.gov/ojjdp

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 National Institute of Justice, and the Office for Victims of Crime.

OJJDP Annual Report 2003–2004

J. Robert Flores, Administrator
Office of Juvenile Justice and Delinquency Prevention

December 2004

NCJ 206630

This Report covers activities undertaken by the Office of Juvenile Justice and Delinquency Prevention during fiscal years 2003 (October 1, 2002–September 30, 2003) and 2004 (October 1, 2003–September 30, 2004).

Foreword

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), a component of the U.S. Department of Justice's Office of Justice Programs, provides leadership and support to the nation's efforts to prevent delinquency, combat child victimization, and strengthen the juvenile justice system. To fulfill its mission, OJJDP establishes priorities in the light of current trends in juvenile crime and victimization, related research, and legislative mandates.

During fiscal years 2003 and 2004—the period covered by this Report—OJJDP implemented significant changes in its programs resulting from the reauthorization of the Juvenile Justice and Delinquency Prevention Act. Together with a reorganization that enhanced OJJDP's efficiency and effectiveness, these changes strengthened the Office's ability to prevent delinquency and protect children.

As the activities highlighted in the following pages evidence, OJJDP has addressed a broad array of problems over the past 2 years. Priority areas included child sexual exploitation, female delinquency, gangs, and truancy, with an emphasis on the development and dissemination of research-based solutions. The Office also worked to strengthen its collaborative ties with partners at the federal, state, and local levels.

Every child deserves to grow up in a safe environment, with a chance to become a productive, law-abiding citizen. OJJDP and its partners are working to ensure that birthright by reducing risk factors for delinquency while enhancing protective factors, and by building a juvenile justice system based on fairness and accountability.

J. Robert Flores

Administrator

Office of Juvenile Justice and Delinquency Prevention

Table of Contents

Foreword	iii
How To Access Information From OJJDP.....	viii
An Introduction to the Office of Juvenile Justice and Delinquency Prevention	1
Chapter 1: Highlighting Major Accomplishments	3
Legislative Changes	3
Office Reorganization.....	3
Collaboration.....	4
Information Dissemination.....	4
Disproportionate Minority Contact.....	4
Focus on Girls.....	4
Child Prostitution Initiatives.....	5
Outreach to Faith-Based and Community-Based Groups.....	5
Youth Gang Reduction.....	5
Tribal Youth Initiatives.....	5
Truancy Prevention	6
Chapter 2: Responding to Child Victimization	7
AMBER Alert.....	7
Commercial Sexual Exploitation of Children	8
Court Appointed Special Advocate Program	9
Internet Crimes Against Children	9
Missing and Exploited Children Training and Technical Assistance Program	10
Model Dependency Courts Initiative.....	10
National Center for Missing and Exploited Children	10
National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children	12
Parents Anonymous® Inc.	12
Rape, Abuse, and Incest National Network	12
Safe Start Initiative.....	13
Safe Start: Promising Approaches for Children Exposed to Violence	13
Strengthening Abuse Courts	14
On the Horizon.....	14
Chapter 3: Preventing and Intervening in Delinquency	15
Blueprints for Violence Prevention Project	15
Boys & Girls Clubs of America	16
Coordinating Council on Juvenile Justice and Delinquency Prevention.....	16
Drug-Free Communities Support Program	18
Girls Study Group.....	19
Juvenile Mentoring Programs.....	19

Table of Contents (continued)

Promising Programs for Substance Abuse Prevention	20
Safe Schools/Healthy Students Initiative.....	20
Title V Community Prevention Grants Program	21
Truancy Reduction Efforts.....	22
New Publications.....	23
On the Horizon.....	23
Chapter 4: Enhancing Detention, Public Safety, and Law Enforcement.....	25
Boys & Girls Clubs of America—Targeted Reentry Initiative	25
Enforcing the Underage Drinking Laws Program.....	25
Juvenile Faith-Based Corrections Initiative	27
Girl Scout Programs in Corrections.....	27
Juvenile Sanctions Center.....	28
Serious and Violent Offender Reentry Initiative	28
Chapter 5: Addressing Youth Gangs	29
Gang Reduction Program	29
National Youth Gang Center	31
New Publications.....	31
On the Horizon.....	31
Chapter 6: Strengthening the Juvenile Justice System	33
Addressing Disproportionate Minority Contact.....	33
Formula Grants Program	35
Juvenile Accountability Block Grants Program.....	36
Juvenile Integrated Information Sharing	40
Juvenile Justice Advisory Committee.....	41
National Training and Technical Assistance Center.....	42
Performance Measures	42
State Challenge Activities.....	42
Targeted Community Action Planning Initiative	43
Chapter 7: Implementing Tribal Youth Initiatives	45
Tribal Youth Program.....	45
TYP Mental Health Initiative	45
Tribal Juvenile Accountability Discretionary Grant Program	45
Training and Technical Assistance.....	46
Conferences.....	46
Research and Evaluation Activities	47
New Publications.....	48

Table of Contents (continued)

Chapter 8: Collecting Information on Juveniles in Custody	49
Census of Juveniles in Residential Placement	49
Juvenile Residential Facility Census.....	50
Deaths in Custody	51
Survey of Youth in Residential Placement	52
Census and Survey of Juvenile Probation	52
Chapter 9: Getting the Word Out	53
Web Site Redesign	53
Statistical Briefing Book	53
Bimonthly Newsletter.....	54
Juvenile Justice Clearinghouse.....	54
New Publications.....	55
Satellite Videoconferencing	56
Appendix: OJJDP Publications Produced in FY 2003 and FY 2004	57

How To Access Information From OJJDP

All OJJDP publications mentioned in this Report—and many more—are available from the Juvenile Justice Clearinghouse (JJC) via the Internet.

View and download materials at OJJDP's Web site (www.ojp.usdoj.gov/ojjdp).

Order materials at puborder.ncjrs.org.

To ask questions about materials, visit askjj.ncjrs.org. To order publications by phone, call 800-851-3420.

Current information on developments in the field and at OJJDP is available through OJJDP's free electronic services:

- ◆ The JUVJUST listserv e-mails announcements from OJJDP and the field about new publications, funding opportunities, and upcoming conferences.
- ◆ *OJJDP News @ a Glance*, a bimonthly newsletter, covers many of the same topics as JUVJUST—plus recent OJJDP activities—in greater depth.

Subscribe to JUVJUST and *News @ a Glance* online at www.ojp.usdoj.gov/ojjdp.

An Introduction to the Office of Juvenile Justice and Delinquency Prevention

Congress established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in 1974 to help states and communities prevent and control delinquency and improve their juvenile justice systems. A component of the Office of Justice Programs (OJP), U.S. Department of Justice (DOJ), OJJDP is the primary federal agency responsible for addressing juvenile crime and delinquency and the problems of victimized children. Coordinating federal efforts in these areas is a key role of OJJDP.

The Office provides funds to states and local jurisdictions, sponsors research and demonstration programs, offers training and technical assistance, and develops and distributes print and online documents to help states, local communities, and tribal jurisdictions as they strive to develop and implement effective programs for juveniles. OJJDP formula and block grant funds, for example, help state and local governments meet the mandates of the Juvenile Justice and Delinquency Prevention (JJDP) Act and implement delinquency prevention programs. OJJDP-supported research programs are examining risk and protective factors for tribal youth, the effectiveness of promising programs for drug prevention and youth gang reduction, and effective strategies for combating juvenile female delinquency and violence.

These and other OJJDP programs are designed to enable the juvenile justice system to better protect the public, hold offenders and the juvenile justice system accountable, and provide prevention, intervention, and treatment services tailored to the needs of youth and their families. Through such activities, OJJDP carries out its mission of providing national leadership, coordination, and resources to prevent and respond to juvenile delinquency and victimization.

This Report highlights OJJDP's major activities and accomplishments during fiscal year (FY) 2003 and FY 2004. These highlights illustrate the Office's continuing commitment to supporting programs that have the greatest potential for combating juvenile delinquency, reducing the victimization of children, and improving the juvenile justice system.

For Further Information

More information about OJJDP is available on the Office's Web site at www.ojp.usdoj.gov/ojjdp and from the Juvenile Justice Clearinghouse (see information on page viii).

Chapter 1: Highlighting Major Accomplishments

The 21st Century Department of Justice Appropriations Authorization Act, which reauthorized the Juvenile Justice and Delinquency Prevention Act, was signed into law on November 2, 2002. The reauthorization introduced important changes to many of OJJDP's programs. The provisions originally were to take effect in FY 2003, but a subsequent appropriations act postponed the effective date to FY 2004 (which began on October 1, 2003). Thus, program planning for FY 2003 could not begin until funds for the Office were allocated late in February 2003—almost halfway through the fiscal year. Nonetheless, OJJDP moved forward to begin implementing the legislative changes and to develop new programs and expand existing ones to help prevent delinquency and improve the juvenile justice system. Many of the Office's activities during FY 2003 and 2004 focused on developing guidelines for the revised programs and helping state agencies prepare for the statutory and regulatory changes mandated by the 2002 reauthorization.

Although encouraged by the continuing decline in juvenile arrest rates (the most recent data show that the juvenile arrest rate for violent crime in 2002 was 47 percent below its peak in 1994), OJJDP recognizes that much remains to be done to prevent, intervene in, and treat delinquent behavior. The accomplishments highlighted in this chapter—and the other activities discussed throughout this Report—represent OJJDP's efforts during FY 2003 and 2004 to help the country address its varied and continually changing juvenile justice needs.

Legislative Changes

OJJDP conducted a series of four regional training conferences to explain legislative changes resulting from the 2002 reauthorization, including those affecting the Formula Grants, Title V Community Prevention Grants, and Juvenile Accountability Incentive Block Grants programs. The conferences also provided information about changes in compliance monitoring and about development of performance measures to show the effectiveness and impact of programs. OJJDP also established new guidelines, developed documents, and updated Web pages to help juvenile justice policymakers and practitioners prepare for the legislative changes. For more information about these activities, see chapters 3 and 6.

Office Reorganization

OJJDP streamlined its organization in 2003 to integrate research and other critical functions with program activities, thereby improving the Office's efficiency and effectiveness. The reorganized OJJDP contains three program divisions—State Relations and Assistance, Child Protection, and Demonstration Programs—and an Office of Policy Development. Staff who have expertise in core functional areas—research and evaluation, training and technical assistance, and information dissemination—are now integrated within these four components.

Collaboration

During FY 2003 and 2004, OJJDP worked to strengthen collaboration among federal agencies through its leadership of the Coordinating Council on Juvenile Justice and Delinquency Prevention. The Council addressed a number of critical issues, including recommendations outlined in the Final Report of the White House Task Force for Disadvantaged Youth. In addition, the new Juvenile Justice Advisory Committee, comprising representatives from each of the 50 states, the District of Columbia, and the 5 territories, began its work in 2003. The Committee was established by the 2002 reauthorization of the JJDP Act to report to the President and Congress on juvenile justice matters and to advise the OJJDP Administrator about the work of the Office. The activities of the Coordinating Council and the Advisory Committee are described in chapters 3 and 6, respectively.

Information Dissemination

OJJDP continued to update and streamline its efforts to keep juvenile justice practitioners and policymakers informed about juvenile justice issues. Providing information electronically remained at the heart of the Office's dissemination efforts in FY 2003 and 2004, and accomplishments included an award-winning redesign of the OJJDP Web site. The Office also launched two new series of online-only documents. OJJDP's dissemination activities are discussed in chapter 9.

Disproportionate Minority Contact

One of the major changes introduced in the JJDP Act of 2002 was broadening the concept of disproportionate minority confinement to encompass

minority youth who come into contact with the juvenile justice system at any point. Long a leader in helping the nation address this issue, OJJDP further strengthened its efforts in FY 2003 and 2004. Activities included selecting a new tool to help states and localities determine the extent of minority representation in their juvenile justice systems, providing extensive training on legislative changes and other topics, and developing data collection methods. The Office's efforts to help states address disproportionate minority contact are discussed in chapter 6.

Focus on Girls

Since the early 1990s, arrests of female juveniles have generally increased more or decreased less than arrests of male juveniles. For some offenses, including assaults, these differences are quite dramatic. OJJDP launched a major new initiative in FY 2004 to help provide much-needed information to the field about female delinquency and its causes. The Girls Study Group will develop the research foundation that communities need to make sound decisions about how best to address delinquency and violence by girls. This initiative is discussed in chapter 3. In addition, OJJDP recently provided funding support for two Girl Scouts of the USA programs designed to address the increasing number of incarcerated women and girls (see chapter 4). Preventing the victimization of girls is another of the Office's priorities, as highlighted by its support of the Rape, Abuse, and Incest National Network (see chapter 2).

Child Prostitution Initiatives

At a White House Conference on Missing, Exploited, and Runaway Children in October 2002, the President drew national attention to the abduction and sexual exploitation of America's children. OJJDP helped keep the focus on this issue by continuing to address the commercial sexual exploitation of children through several initiatives during FY 2003 and 2004.

One program is helping two pilot communities develop model strategies for preventing and addressing the sexual exploitation of children. The Office also sponsored two summits—including one that provided a forum for sexually exploited youth—and a videoconference. These activities are discussed in chapter 2.

Outreach to Faith-Based and Community-Based Groups

The President continues to stress the need to empower faith-based and community-based organizations to help address some of the nation's toughest social problems. In keeping with this commitment to reach out to faith-based and community-based groups, OJJDP developed two new programs. The Office recently announced an initiative with the National Network of Youth Ministries, San Diego, CA, to help recruit mentors from faith-based communities. This program is discussed in chapter 3. An initiative with the Florida Department of Juvenile Justice, described in chapter 4, is incorporating faith-based resources into juvenile corrections programs.

Youth Gang Reduction

According to the 2002 National Youth Gang Survey (the latest data available), 42 percent of law enforcement respondents indicated that their youth

gang problem was "getting worse." This is an increase from the 27 percent who indicated in the 2001 survey that the problem was getting worse. OJJDP began a new program in FY 2003 to address a full range of factors that contribute to high levels of juvenile delinquency and gang activity. The Gang Reduction Program, which is being tested in four pilot neighborhoods, encourages communities to leverage existing resources to implement a comprehensive gang prevention, intervention, and suppression strategy. Several federal agencies are contributing resources to this unique interdepartmental effort. The Gang Reduction Program and OJJDP's other gang efforts are discussed in chapter 5.

Tribal Youth Initiatives

During FY 2003 and 2004, OJJDP continued to support delinquency prevention programs and juvenile justice projects targeted to tribal youth. Reflecting the President's desire to work with tribal governments in a manner that cultivates mutual respect and greater understanding, respect for indigenous customs and tribal culture remained the cornerstone of many of these activities. In addition to providing funds for programmatic activities, the Office continued to support training and technical assistance projects and research and evaluation activities. It also initiated a program to strengthen tribal juvenile justice systems through accountability-based reforms. OJJDP held two conferences on tribal youth issues: one at Window Rock, AZ, the government seat of the Navajo Nation, and a Listening Conference in Washington, DC, to foster collaboration between tribes and the federal government. In keeping with the President's efforts to increase interdepartmental cooperation, the Listening Conference included participation by other Cabinet departments. OJJDP's tribal youth activities are discussed in chapter 7.

Truancy Prevention

Truancy, which is a risk factor for delinquency and many other problems, affects not only students but also schools and communities. During FY 2003 and 2004, OJJDP strengthened its efforts to address truancy through several activities, including a new program that provides training and technical

assistance to communities implementing truancy prevention programs. The Office also continued to support a truancy reduction demonstration program and began planning with the U.S. Department of Education for a national truancy conference to take place in December 2004. These and other truancy-related activities are discussed in chapter 3.

Chapter 2: Responding to Child Victimization

Protecting children from abuse and other forms of victimization remained an OJJDP priority during FY 2003 and 2004. Although physical and sexual abuse of children is not a new problem, ready access to the Internet has added an ugly new aspect. Families, child protection agencies, and law enforcement now must guard against online victimization of children, including pornography and prostitution of children. OJJDP oversees a number of programs to protect children from these and other crimes.

OJJDP funds programs that promote effective policies and procedures to address the problems of missing and exploited children, online exploitation, abused and neglected children, and children exposed to domestic or community violence. Addressing the commercial sexual exploitation of children was a major focus of the Office during the past 2 years. The Office also continued to provide research information about the numbers of missing, abducted, runaway, and throwaway children.

Although OJJDP's many programs to protect children cover a broad range of activities, all of the programs have one thing in common: they are designed to help the nation respond to child victimization. The programs highlighted in this chapter illustrate OJJDP's efforts to help keep children safe.

AMBER Alert

In October 2002, Attorney General John Ashcroft named Deborah J. Daniels, Assistant Attorney General for OJP, to be National AMBER Alert Coordinator. AMBER stands for America's Missing: Broadcast Emergency Response. Radio and television stations broadcast AMBER Alerts at the request of law enforcement to notify the public

about missing children. OJJDP provides training and technical assistance for the AMBER program through Fox Valley Technical College (FVTC), Appleton, WI.

During August 2003, OJP, with assistance from FVTC, sponsored the first National Training Conference on AMBER Alert, held in Dallas, TX. The conference was attended by law enforcement officers, broadcasters, and highway safety personnel. The conference also marked the launch of the AMBER Alert Web site (www.amberalert.gov),

which features up-to-date information about AMBER Alerts, publications about keeping children safe and preventing abductions, a list of state AMBER Alert coordinators and local contacts, resources for making AMBER programs work effectively, and training opportunities. A second national conference, held September 8–10, 2004, in Columbus, OH, drew more than 350 participants, including AMBER Alert coordinators from every state and Puerto Rico, broadcasters and highway transportation officials who work on AMBER Alerts, and missing children coordinators.

During FY 2003 and 2004, FVTC designed a national program of training and technical assistance for AMBER programs. It also worked closely with local and state law enforcement agencies on AMBER issues.

Just 2 years ago, only 9 statewide AMBER Alert plans existed; today 49 states have plans in place. At the end of FY 2004, more than 135 abducted children had been recovered because of AMBER



Alerts; three-quarters of these successful recoveries occurred since the October 2002 White House Conference on Missing, Exploited, and Runaway Children, when AMBER Alert first became a coordinated national effort.

DOJ created two new awards to honor efforts related to AMBER Alerts. The awards were presented at the annual National Missing Children's Day ceremony in May 2004 (see sidebar on page 11).

Commercial Sexual Exploitation of Children

Commercial sexual exploitation of children (CSEC), including the prostitution of children, is one of the most overlooked and egregious forms of child abuse. Because of the nature of this abuse, no validated national statistics are available, although estimates of children affected range into the hundreds of thousands. Reports from law enforcement and those concerned with child protection make it clear that CSEC is a critical problem and that increasing numbers of children and youth are being sexually exploited through prostitution and pornography in the United States. CSEC also has an international dimension, with many victims throughout the world.

In FY 2003, OJJDP furthered efforts to better understand CSEC and improve community prevention and response. Previously, the Office had initiated a three-pronged approach to combating CSEC:

- ◆ Supporting local efforts to improve programming and services for exploited youth.
- ◆ Raising public awareness and providing training to professionals to protect exploited youth and prevent future exploitation.
- ◆ Improving coordination among professionals involved in prevention efforts, protection of exploited youth, and prosecution of offenders.

OJJDP chose Atlanta, GA, and New York City, NY, as pilot sites for a 5-year initiative to develop a

set of model strategies and practices for addressing CSEC. The Office manages the initiative through cooperative agreements with the Juvenile Justice Fund in Atlanta and the Office of the Mayor of New York City. Fox Valley Technical College provides the two sites with support that focuses on increasing prosecutions of offenders and traffickers, enhancing services to victims, and using education, training, and enforcement activities to prevent exploitation.

During 2004, OJJDP collaborated with OJP's National Institute of Justice to collect data from the two pilot sites to determine the effectiveness of program and policy changes in identifying, investigating, and prosecuting adults involved in CSEC. The study is also examining the impact of services provided to exploited children and youth.

In addition to this pilot initiative, OJJDP sponsored three high-profile events during FY 2003 and 2004 to raise awareness of CSEC.

- ◆ In December 2002, OJJDP hosted "Protecting Our Children: Working Together To End Child Prostitution," a national



- summit attended by more than 130 practitioners, researchers, service providers, law enforcement personnel, survivors, medical and mental health professionals, and program administrators from communities across the country.
- ◆ In July 2003, OJJDP provided funds to support the first national summit of sexually exploited youth. "Breaking the Silence," organized by the Girls Education and Mentoring Service (GEMS) and held in Washington, DC, provided a forum for these youth. Attendees created an action agenda and conducted outreach to Members of Congress and their staffs to educate them about the CSEC problem and the needs of sexually exploited youth.
- ◆ On December 11, 2003, OJJDP presented a live videoconference, "Working Together To Stop the Prostitution of Children," in which panelists and

video segments highlighted a variety of promising strategies for combating this problem. The conference is summarized in *OJJDP News @ a Glance* (January/February 2004) and can be viewed on the Juvenile Justice Telecommunications Assistance Project Web site (www.trc.eku.edu/jj/archive.html).

In June 2004, OJJDP released the Bulletin *Prostitution of Juveniles: Patterns From NIBRS*, which draws on data from the FBI's National Incident-Based Reporting System to present a profile of juvenile prostitution. A second Bulletin, *Child Pornography: Patterns From NIBRS*, to be published late in 2004, draws on the same data source to present a profile of child pornography. These Bulletins are part of OJJDP's Crimes Against Children Series.

Court Appointed Special Advocate Program

During FY 2003 and 2004, OJJDP continued to support the Court Appointed Special Advocate (CASA) program, which helps ensure that abused and neglected children who are living in foster care (or are at risk of being placed in foster care) receive timely, sensitive, and effective representation in dependency hearings. Judges appoint CASA volunteers to advocate in court for the best interests of abused or neglected children.

OJJDP also continued to support the National Court Appointed Special Advocate Association (NCASAA), Seattle, WA, which helps replicate and support CASA programs across the nation. The association, which represents more than 950 CASA programs, currently is working with communities that have few CASA volunteers, many abused and neglected children, and inadequate service systems. During FY 2003, NCASAA released the *Standards Self-Assessment Instrument*, a companion to the national training curriculum released in 2002. The self-assessment is mandatory for all NCASAA member programs. More information is available at www.nationalcasa.org.

Internet Crimes Against Children

OJJDP's Internet Crimes Against Children (ICAC) Task Force program helps state and local law enforcement agencies develop effective responses to Internet-based child enticement and pornography. The program includes forensic and investigative components, training and technical assistance, victim services, and community education.

In FY 2003, OJJDP awarded ICAC grants to five law enforcement agencies: the Arkansas State Police, Gainesville (FL) Police Department, Los Angeles (CA) Police Department, New Jersey Department of Law and Public Safety, and St. Louis (MO) Metropolitan Police Department. In FY 2004, OJJDP awarded five ICAC grants to the Cook County (IL) Attorney General, Illinois Attorney General's Office; Iowa Department of Public Safety; New Mexico Attorney General's Office; Oregon Department of Justice; and Virginia Department of State Police. With the addition of these grantees, OJJDP was able to meet the President's goal of establishing 45 task forces by 2005.

Fox Valley Technical College provides training and technical assistance to the ICAC program. During FY 2003 and 2004, FVTC conducted 2-day workshops on how to combat the distribution of child pornography and use "presearch" software to quickly evaluate the contents of computers during investigations involving child exploitation. FVTC also developed a 5-day ICAC investigative techniques training program, based on an assessment of training needs of ICAC task forces. The new training was conducted at 18 sites during FY 2004.

FVTC has begun to develop products for national distribution to law enforcement. These products include public service announcements by John Walsh, host of the *America's Most Wanted* television series; a prevention and education series with Power Point slides and digitized video for use in presentations to children, teenagers, parents, educators, and

civic organizations; and a CD and video for officers who respond to cases involving Internet-based child enticement and pornography.

Detailed information about the ICAC program is available in the OJJDP Bulletin *Protecting Children in Cyberspace: The ICAC Task Force Program* and on OJJDP's Web site.

Missing and Exploited Children Training and Technical Assistance Program

Since 1998, Fox Valley Technical College, in partnership with the National Center for Missing and Exploited Children (NCMEC) and OJJDP, has provided training and technical assistance for those involved in responding to cases of missing and exploited children. Recipients include law enforcement officers, state and local officials, staff of public and private child protection agencies, and school administrators. Training topics cover investigative techniques, victim and witness interviewing techniques, suspect interrogation, comprehensive team response, effective case management, and selected issues (child abuse, sexual exploitation, prostitution, and trafficking).

During FY 2003 and 2004, FVTC conducted 16 regional training and 25 technical assistance events; participated in 7 national conferences focused on missing and exploited children issues; and, with OJJDP and NCMEC, conducted 57 training programs on school safety, protecting children online, missing and exploited children, and prostitution of children.

Model Dependency Courts Initiative

OJJDP has supported the Model Dependency Courts Initiative since 1992. Through this program, the National Council of Juvenile and Family Court Judges (NCJFCJ), Reno, NV, provides intensive

training and technical assistance to improve court handling of child abuse and neglect cases and ensure timelier decisionmaking in permanency planning. The goal of Model Courts is to reduce the time that abuse and neglect cases remain in dependency courts.

With OJJDP funding support in FY 2003, NCJFCJ assisted 25 jurisdictions in their efforts to improve dependency court practices. Model Courts supported by NCJFCJ have substantially reduced case backlogs, significantly improved permanency results for children, and increased the number and use of child welfare mediation and family group conferencing programs. More information about the Model Dependency Courts Initiative and the achievements of individual courts is available on NCJFCJ's Web site (www.pppncjfcj.org/html/model_courts.html).

National Center for Missing and Exploited Children

Funded by OJJDP since 1984, the National Center for Missing and Exploited Children, Alexandria, VA, is the nation's resource center and clearinghouse for missing and exploited children. It is the only nonprofit organization with a 24-hour hotline (800-843-5678) that can handle calls in more than 140 languages. NCMEC staff includes representatives from U.S. Immigration and Customs Enforcement and the Federal Bureau of Investigation, Postal Inspection Services, Secret Service, and State Department.

During FY 2003, NCMEC answered 67,150 calls on its hotline and assisted in the recovery of 7,100 children. During the first two quarters of FY 2004, the center answered 35,071 hotline calls and assisted in the recovery of 4,616 children. NCMEC's recovery rate for missing children has risen from 62 percent in 1990 to 94 percent in 2004.

NCMEC works with the private sector to distribute photos of missing children. During FY 2003, 228 children were found as a result of this program; 147

children were found during the first two quarters of FY 2004. Statistics indicate that approximately 1 child in 6 featured in the NCMEC photo distribution system is recovered.

During FY 2003, NCMEC established the Family Advocacy Division (FAD) and Team Adam to better serve families of missing and sexually exploited children. Staffed by social services and law enforcement professionals, FAD works proactively with families, law enforcement, and family advocacy agencies to provide technical assistance, referrals, and crisis intervention services. Patterned after the National Transportation Safety Board rapid-response teams that immediately visit the sites of serious incidents, Team Adam sends rapid-response teams of experts (retired law enforcement officers with special training) to the sites of serious cases of child abduction and sexual exploitation.

NCMEC manages the CyberTipline (www.cybertipline.com), which allows computer users and service providers to report information about Internet-based child pornography and exploitation. During FY 2003, the CyberTipline received 53,453 reports. During the first three quarters of FY 2004, it received 96,605 reports. The CyberTipline added a new "misleading domain name" reporting feature in 2004. The addition was prompted by a DOJ initiative to crack down on misleading Internet domain names following enactment of the Prosecutorial Remedies and Tools Against the Exploitation of Children Today Act, which makes it a crime to use a misleading name to deceive minors into viewing harmful material on the Internet. In conjunction with the Ad Council, NCMEC launched a multimedia campaign to raise awareness of online sexual exploitation and help parents and teens guard against online sexual predators.

NCMEC provides training and technical assistance to law enforcement and other agencies through a number of programs, including the Jimmy Ryce Law Enforcement Training Center. More detailed information about NCMEC is available on its Web site (www.missingkids.com).

National Missing Children's Day



Each May since 1996, OJJDP and NCMEC have organized a ceremony commemorating America's missing children and their families. The ceremonies are held at DOJ's Great Hall of Justice in Washington, DC, and a number of awards, including law enforcement and leadership awards, are presented.

Speakers at the 2003 ceremony included Patty Wetterling, child advocate and mother of Jacob Wetterling, who has been missing since 1989. An award for courage was presented to Erica Pratt, a young girl from Pennsylvania who escaped from her abductors by chewing through the duct tape that bound her hands and feet.

The 2004 ceremony included remarks by Ed Smart, the father of Elizabeth Smart of Salt Lake City, UT, who was abducted and safely recovered. Elizabeth received the award for courage for telling law enforcement officers of her true identity when her captors were nearby. The first AMBER Alert Citizen Award went to Al Joy and Jason Roden, from Chattanooga, TN, for their role in the recovery of three children abducted by a suspected murderer. The AMBER and Missing Children's Media Award went to John Walsh on behalf of the television program *America's Most Wanted* for its efforts to recover missing children over the years.

For more information about the ceremonies, including names of other award recipients, see the May/June 2003 and May/June 2004 issues of *OJJDP News @ a Glance*.

National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children

Following the release of findings from the Second National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children (NISMAART-2) at the October 2002 White House Summit on Missing, Exploited, and Runaway Children, the NISMAART research team presented its findings at several national conferences and workshops attended by researchers, practitioners, and policymakers. They continued to document the database so that other researchers can analyze the public-use datafile. The team also prepared two new OJJDP Bulletins, described below, which are slated for release later in 2004.

- ◆ *National Estimates of Missing Children: Selected Trends, 1988–1999* describes historical trends in the rate of missing children in three categories (family abductions, runaways, and lost/injured/otherwise missing children). The Bulletin reports encouraging news: no evidence of any increase in the incidence of missing children, and decreases in incidence rates for some types of episodes.
- ◆ *National Estimates of Children Missing Involuntarily or for Benign Reasons* reports that in 1999, an estimated 204,500 children were involuntarily missing from their caretakers because they were lost, injured, or stranded; 68,100 of these children were reported to authorities for assistance in locating them. An estimated 340,500 children reported as missing were missing as a result of benign circumstances and miscommunications that resulted in no harm to the child; these children constituted 43 percent of children reported missing in all categories.

Parents Anonymous® Inc.

Through funding earmarked by Congress, OJJDP provided almost \$3 million to Parents Anonymous® in FY 2003 and in FY 2004. Through its network of accredited organizations, Parents Anonymous®

partners with communities to prevent child abuse and juvenile delinquency. OJJDP funding was used to implement a performance-based accreditation process and expand the number of Parents Anonymous® accredited organizations, respond to several thousand requests for training and technical assistance, disseminate new and existing program materials nationwide, and develop marketing activities for the launching of National Parent Leadership Month.

OJJDP is funding an evaluation of Parents Anonymous® conducted by the National Council on Crime and Delinquency, Oakland, CA. The evaluation is assessing the implementation and effectiveness of the self-help intervention strategy for addressing child abuse and neglect. Findings are expected in 2005.

More information about Parents Anonymous® is available on the organization's Web site (www.parentsanonymous.org).

Rape, Abuse, and Incest National Network

In FY 2004, OJJDP provided \$250,000 in funding to the Rape, Abuse, and Incest National Network (RAINN) to develop an innovative resource for sexual assault survivors: the nation's first national online hotline. The online hotline project is funded in collaboration with DOJ's Office on Violence Against Women through an interagency agreement. RAINN has also raised significant support from the business community. The secure, anonymous hotline will provide trained counselors to offer real-time assistance to people seeking information, resources, or crisis counseling around issues of sexual assault. Program staff at OJJDP are assisting RAINN in forming a technical working group to address critical issues such as confidentiality and safety for victims and helping RAINN identify appropriate outcomes and benchmarks to measure the progress of the project. A prototype of the hotline is under development this year, and public testing of the system will begin in summer or fall 2005.

Safe Start Initiative

In response to emerging statistics and research on the prevalence and impact of children's exposure to violence, OJJDP and other agencies in OJP and the U.S. Department of Health and Human Services developed the Safe Start Initiative in 1999. The initiative is helping 11 communities develop and implement comprehensive programs to prevent family and community violence and reduce its impact on young children (primarily from birth to age 6) and their families. Participating sites are Baltimore, MD; Bridgeport, CT; Chatham County, NC; Chicago, IL; Monroe County, NY; Pinellas County, FL; San Francisco, CA; Spokane, WA; Washington County, ME; and two tribal sites—Sitka Tribe, AK, and Zuni Pueblo, NM.

The communities are expanding existing partnerships among service providers in key areas such as early childhood education/development, health, mental health, child welfare, family support, substance abuse prevention/intervention, domestic violence/crisis intervention, law enforcement, courts, and legal services. These partnerships are helping to improve the accessibility, delivery, and quality of services for young children who have been exposed or who are at high risk of exposure to violence.

Key successes at the Safe Start sites include the following:

- ◆ Developing the first analysis of police reports of domestic violence, which have resulted in the first credible estimates of the number of children exposed to violence in the Safe Start jurisdictions each year.
- ◆ Creating new policies and protocols to improve court information systems that track progress in achieving permanent placements for abused and neglected children.
- ◆ Designing award-winning public awareness campaigns that have had a measurable effect on

community response to children who witness violence.

- ◆ Leveraging funds and in-kind support totaling more than \$4.5 million.
- ◆ Instituting new policies to increase the prosecution of cases of child abuse.
- ◆ Surveying men whose violent actions have brought them to the attention of batterer intervention programs and using the information to develop intervention strategies and a training curriculum for family support staff who work with violent parents.

OJJDP is funding a process and outcome evaluation of the Safe Start Initiative, conducted by the Association for the Study and Development of Community, Gaithersburg, MD, and Caliber Associates, Fairfax, VA. Findings are expected in 2005.

Safe Start: Promising Approaches for Children Exposed to Violence

Building on the success of the Safe Start Initiative, OJJDP developed a new initiative in FY 2004. Safe Start: Promising Approaches for Children Exposed to Violence will provide funding to help communities reduce the impact of children's exposure to violence. The project focuses on children ages 6 and younger and their families. Its goal is to collaboratively develop, implement, and evaluate promising practices and policies to reduce the harmful effects of children's exposure to violence by increasing the identification of developmentally appropriate services, improving access to these services, and enhancing the quality and delivery of services. OJJDP will select as many as 14 applicants to receive up to \$210,000 annually for up to 4 years to implement the most promising approaches (based on current research) to reducing the impact

of children's exposure to violence. The Office plans to announce recipients in early 2005.

OJJDP also supports a Girl Scout program, Project Anti-Violence Education, that shows youth how to recognize signs of domestic and community violence. This program is described in chapter 4.

Strengthening Abuse Courts

During FY 2003, OJJDP awarded seven grants (to 6 pilot sites and the American Bar Association Fund for Justice and Education) totaling \$1.8 million to help child abuse and neglect courts develop, implement, and maintain automated information systems that enhance compliance with the Adoption and Safe Families Act of 1997. The awards were part of the Strengthening Abuse and Neglect Courts in America: Management Information Systems Project. Through this program, the American Bar Association, Chicago, IL, in partnership with the National Council of Juvenile and Family Court Judges, Reno, NV, and the National Center for State Courts, Williamsburg, VA, provides training

and technical assistance to six pilot sites: the Colorado Judicial Department, Supreme Court of Georgia, Idaho Supreme Court, New Jersey Judiciary, Supreme Court of Florida, and Supreme Court of Virginia.

On the Horizon

OJJDP developed the Portable Guides to Investigating Child Abuse series in 1996, in response to requests from police officers and detectives for clear, accessible information about how to investigate cases of child abuse and neglect and related child fatalities. Designed to fit into a patrol car's glove box, the guides are extremely popular—all 13 have been reprinted, some as many as 3 times. OJJDP recently reviewed the series and began updating two guides and developing a new one. During FY 2005, the Office anticipates publishing revised editions of *Use of Computers in the Sexual Exploitation of Children* and *Law Enforcement Responses to Child Abduction* and a new guide on law enforcement response to child fatalities.

Chapter 3: Preventing and Intervening in Delinquency

Preventing delinquency before it occurs and intervening swiftly and appropriately when it does occur are critical components of an effective response to juvenile delinquency and violence. OJJDP has long supported this concept and continued to do so in the past 2 years through a number of prevention and intervention initiatives.

OJJDP activities in FY 2003 and 2004 focused on helping communities use their limited resources to replicate programs deemed effective on the basis of stringent, research-based criteria; providing guidance and funding to help communities implement local prevention programs; and working to help coordinate federal programs related to delinquency prevention and missing and exploited children. The Office also placed special emphasis on helping communities and school districts address the problem of truancy—an early warning sign of possible delinquent behavior. In addition, OJJDP released several new publications related to preventing child delinquency.

The programs described in this chapter are diverse in design and implementation. Together, they reflect OJJDP's ongoing commitment to helping communities intervene early and effectively in children's lives before delinquency evolves into a serious pattern of more serious, and perhaps violent, behavior.

Blueprints for Violence Prevention Project

The Center for the Study and Prevention of Violence (CSPV) at the University of Colorado at Boulder launched the Blueprints for Violence Prevention project in 1996 to identify programs that effectively reduce juvenile violence, aggression, delinquency, and substance abuse. The program uses research-based criteria to evaluate the

effectiveness of the programs. To date, CSPV has reviewed some 600 programs and identified 11 as effective and another 21 as promising. OJJDP has partnered with CSPV to promote replication of the Blueprints models nationwide, delivering training and technical assistance to 42 sites that are replicating 8 of the Blueprints model programs.

The Office is also helping more than 100 sites implement the school-based Life Skills Training (LST) program, a Blueprints model designed to reduce tobacco, alcohol, and marijuana use among junior and middle school students. Operating in more than 400 schools, this program has been shown to dramatically reduce use of these “gateway” substances. It is effective with a diverse range of adolescents, produces long-lasting results, and can be taught by teachers, peer leaders, or health professionals.

OJJDP formula and block grants can be used to implement Blueprints programs. During FY 2003, OJJDP informally surveyed state juvenile justice specialists (who administer OJJDP formula grants) about implementation of the Blueprints programs in their states. Of the 46 states that provided information, 40 have implemented one or more of the Blueprints programs. The most widely implemented programs address home-based family therapy, mentoring, and bullying.

In July 2004, OJJDP released the following publications about the Blueprints initiative:

- ◆ *Blueprints for Violence Prevention*, an online Report that describes the initiative, presents lessons learned about program implementation, and provides recommendations for program designers, funders, and implementing agencies and organizations.

- ◆ *Successful Program Implementation: Lessons From Blueprints*, a Bulletin that presents results from a process evaluation of Blueprints programs, which identified critical components of program implementation.

Additional information is also available on the Blueprints Web site (www.colorado.edu/cspv/blueprints).

Boys & Girls Clubs of America

Boys & Girls Clubs offer children a safe haven from drugs and violence and help instill in children a sense of competence, usefulness, and belonging. During FY 2003, the network of Boys & Girls Clubs of America (BGCA) served 4 million youth in a variety of settings—public housing, schools, churches, shopping malls, homeless shelters, orphanages, American Indian reservations, and U.S. military bases around the world. Many of these programs were supported by approximately \$80 million in Bureau of Justice Assistance (BJA) funds earmarked by Congress for the BGCA. OJJDP managed the program for BJA through a transfer of funds.

BGCA used these FY 2003 funds to charter 252 new clubs and increase the total number of youth served by 10 percent. The program also increased its private sector fundraising by 9 percent. In addition, BGCA established 244 youth technology centers, bringing the total number to 1,110. The program also worked to expand the outreach of existing clubs in severely distressed communities, small rural communities, and Indian Country. In May 2004, Assistant Attorney General Deborah J. Daniels, speaking at the BGCA's 98th Annual National Conference in San Antonio, TX, announced the FY 2004 earmark of \$80 million, which OJJDP will continue to manage.

America's History in Writings: A Resource for Young Americans

In keeping with President Bush's initiative to promote and enhance the teaching, study, and understanding of American history and civics, OJJDP, in partnership with the Boys & Girls Clubs of America, created *America's History in Writings: A Resource for Young Americans*. This CD-ROM contains the text of the founding documents of the nation, including the Declaration of Independence, the Articles of Confederation, and the Constitution, among others. It also includes helpful, age-appropriate information to explain the significance of these founding documents, many of which are also provided in Spanish translations. To commemorate Fourth of July, 2004, *America's History in Writings: A Resource for Young Americans* was sent to more than 4,000 Boys & Girls Clubs across the country to encourage counselors to plan activities to help club members increase their knowledge of America's rich history and learn about the rights and responsibilities of citizenship.

Coordinating Council on Juvenile Justice and Delinquency Prevention

The Coordinating Council on Juvenile Justice and Delinquency Prevention is an independent advisory committee within the executive branch of the federal government. The Council's primary function is to coordinate federal programs related to delinquency prevention, missing and exploited children, and detention and care of unaccompanied juveniles. The Attorney General serves as chairperson, and the OJJDP Administrator serves as vice chairperson. The Council meets in Washington, DC; the meetings are announced in the *Federal Register* and are open to the public.

The Council focused its attention on a number of issues during the past 2 years, including addressing recommendations in the Final Report of the White House Task Force for Disadvantaged Youth. The Report proposes a comprehensive federal response to the problems of disadvantaged youth, and many of the recommendations focus on coordinating and better managing programs for these youth. The Council also began addressing a major report by the U.S. Government Accounting Office (GAO), which deals with providing mental health services to children in the child welfare and juvenile justice systems. The Council's 2003 and 2004 meetings are described in the following paragraphs, and its accomplishments are highlighted below.

The Council's July 2003 meeting focused on responding to children who have mental health problems. Council members learned about the issue of parents voluntarily relinquishing custody of their

children because they are unable to pay for needed mental health services for these children. Other presentations discussed the U.S. Department of Education's 21st Century Community Learning Centers and OJJDP's Gang Reduction Program.

The November 2003 meeting focused on truancy reduction and included presentations about a program in Duval County, FL, which holds parents accountable for their children's school attendance; a truancy court diversion program in St. Louis, MO; a community juvenile crime prevention effort in Mobile County, AL, that has an "early warning" truancy reduction component; and OJJDP's Truancy Reduction Demonstration Program (described later in this chapter).

In its March 2004 meeting, the Council again focused on truancy reduction. Members heard presentations about the Albuquerque (NM) Public

Coordinating Council Accomplishments

- ◆ To help implement recommendations of the White House Task Force for Disadvantaged Youth, Council members began examining programs in their respective agencies that address 12 of the recommendations in the task force's final report. The Council will continue this effort in FY 2005.
- ◆ The U.S. Department of Health and Human Services is leading a Council effort to address the critical issue of insufficient mental health services for incarcerated youth. This issue was outlined in the GAO Report *Federal Agencies Could Play a Stronger Role in Helping Reduce the Number of Children Placed Solely To Obtain Mental Health Services*.
- ◆ Council members are also working to coordinate efforts to address truancy. As a first step, they have identified a number of appropriate programs within their agencies that could include a goal of increasing school attendance.
- ◆ In keeping with the President's goal of fostering interagency cooperation, the Council has seen an increase in the level of partnerships between Council agencies. Likewise, the number of federal agencies and staff participating in Council meetings and activities has increased substantially.
- ◆ A redesigned Council Web site, a new Web address (www.juvenilecouncil.gov), and a new seal were unveiled in September 2004. The new Web site address reflects the independent nature of the Council.
- ◆ A Council Planning Team was established to help plan Council meetings, implement decisions, and coordinate activities. The new team helps ensure that prior agenda items are addressed in subsequent meetings.

Schools Community Partnership for Addressing and Preventing School Absenteeism and Truancy; the OJJDP Strategic Planning Tool: Risk Factors Matrix; and the final report of the White House Task Force for Disadvantaged Youth.

Mentoring was the focus of the June 2004 meeting. Members discussed mentoring programs managed by the Mid-Atlantic Network for Youth and Family Services, Pittsburgh, PA; the Family and Youth Services Bureau of the U.S. Department of Health and Human Services; the Office of Safe and Drug-Free Schools of the U.S. Department of Education; and OJJDP.

The topic for the September 2004 meeting was placement of juveniles held in federal custody. Presentations, which were given by representatives of the Departments of Justice, the Interior, Homeland Security, and Health and Human Services, focused on issues related to the federal detention of juvenile offenders, nonoffenders, and undocumented juveniles.

Additional information, including meeting summaries, is available on the Council's Web site (www.juvenilecouncil.gov).

Drug-Free Communities Support Program

The Drug-Free Communities Support Program (DFCSP) provides funding, training, technical assistance, and other support to community coalitions across the nation to strengthen local efforts to prevent and reduce young people's illegal use of drugs, alcohol, and tobacco. A second goal of the program is to establish and strengthen community coalitions.

To help further the success of coalitions, DFCSP began a new Coalition Mentoring Program in FY 2003, in which established community coalitions act as mentors and assist new or developing community coalitions in their efforts to combat substance abuse.

Mentors are DFCSP coalitions that have existed for more than 5 years and have demonstrated effectiveness in preventing and treating youth substance abuse.

DFCSP grantees represent a cross-section of projects from every region and include rural, urban, suburban, tribal, and economically disadvantaged communities. Progress reports from grantees indicate that community coalitions are successfully reducing substance abuse among youth and strengthening collaboration within their communities. Grantees report that the age of onset for substance use is older, recent use is less frequent, and both adults and youth are more likely to disapprove of substance use and to be aware of the risks involved.

DFCSP was established by the Drug-Free Communities Act of 1997 (Public Law 105-20) and was reauthorized in 2001. The White House Office of National Drug Control Policy (ONDCP) oversees the program, and OJJDP awarded and managed DFCSP grants from the program's inception through FY 2003. During FY 2003, DFCSP competitively awarded grants totaling \$17.5 million to 184 new programs and \$35.1 million in continuation grants to 420 communities in all 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands; 20 existing coalitions received grants totaling \$1.5 million through the Coalition Mentoring Program.

After 7 years of successful administration, during which time OJJDP awarded and managed more than 740 grants, DFCSP grant management responsibilities have been transferred to the Center for Substance Abuse Prevention (CSAP), Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services. The transfer took effect October 1, 2004. OJJDP and ONDCP managed the FY 2004 DFCSP grant solicitation and application process, and CSAP will announce the FY 2004 awards to new DFCSP grantees.

Girls Study Group

OJJDP launched a new project in FY 2003 to address female delinquency and its consequences. As part of the project, the Office awarded a 2-year cooperative agreement in FY 2004 to Research Triangle Institute, Research Triangle, NC, to convene a Girls Study Group, which will identify sound theoretical strategies for combating female delinquency and violence. The researchers and practitioners who are participating in the study group will review and analyze existing literature, review federal programs that address female offenders, identify programs that are effective or promising (or counterproductive) in preventing and reducing female offending, and develop program models for field testing. OJJDP anticipates having preliminary information from the study group in 2005.

Juvenile Mentoring Programs

Mentoring is an effective way to prevent at-risk youth from becoming involved in delinquency and to help delinquent youth change their lives for the better. OJJDP has long supported mentoring programs, and this support continued in FY 2003 and 2004. Although new legislation modified these activities, the Office continued to support the Juvenile Mentoring Program (JUMP), launched a mentoring Web page and promotional campaign about the benefits of mentoring, sponsored a videoconference about mentoring, and began a new initiative with the National Network of Youth Ministries to recruit more adult mentors from the faith community. These activities are described in the four sections that follow.

JUMP Initiative

OJJDP began funding JUMP in the mid-1990s, when it first awarded grants to support local mentoring programs. In its reauthorization of the JJDP Act in November 2002, Congress consolidated JUMP with several other program areas under the Juvenile Delinquency Prevention Block Grant

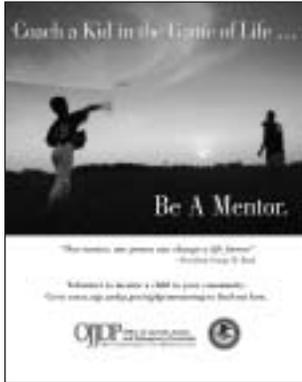
Program, which was to begin in FY 2003. However, Congress did not appropriate funds for the new block grant program in either FY 2003 or FY 2004. Nevertheless, OJJDP continued supporting JUMP through a number of activities. The Office funded the last group of JUMP grantees in FY 2003, selecting 30 new grantees from applications that had been highly rated, but not funded, in the FY 2002 solicitation process. Since its inception, JUMP projects have provided more than 16,000 youth with mentors. These projects support mentoring activities in schools and in community- and faith-based organizations.

To help strengthen the quality of JUMP, OJJDP created the National Mentoring Center at the Northwest Regional Educational Laboratory, Portland, OR. The center provides training and technical assistance to JUMP grantees and other mentoring programs, produces publications and newsletters, and offers an online lending library of mentoring resources. During FY 2003 and 2004, the center's activities included conducting orientation meetings for new JUMP grantees, hosting grantee teleconferences, expanding its Web site (www.nwrel.org/mentoring), and creating a series of online learning papers. The center also produced a number of new publications and assisted OJJDP with the new faith-based mentor recruitment initiative discussed on the next page. More information about these activities is available on the center's Web site.

OJJDP is funding an evaluation of JUMP, conducted by Information Technology International, Potomac, MD. Evaluators are using standardized instruments and youth and mentor satisfaction forms to gather information from program participants. The evaluation is scheduled to run through 2004. Final findings are expected in 2005.

More information about JUMP, including a list of grantees, is available on the JUMP page of OJJDP's Web site.

Promotional Campaign and Web Page



As part of its effort to support mentoring nationwide, OJJDP developed a promotional campaign and launched a new Web page in October 2003 to encourage adults to become mentors by learning about the benefits and availability of mentoring opportunities. The “Coach a Kid in

the Game of Life” mentoring page (ojjdp.ncjrs.org/mentoring/coach) provides information about mentoring and links to mentoring organizations and publications. It also links to the MENTOR National Mentoring Partnership, which helps adults locate mentoring opportunities in their communities by simply entering their ZIP code. The Web page was advertised in the official programs of the Major League Baseball 2003 League Championships, 2003 World Series, and 2004 All Star games. A mentoring promotion from OJJDP also appeared in *Vista*, the nation’s oldest dual-language magazine serving the Hispanic community.

Mentoring Videoconference

OJJDP sponsored a 2-hour live satellite videoconference, “Mentoring Matters,” in February 2003. Attended by participants at 350 downlinks and 2,000 Internet sites nationwide, the conference featured profiles of successful mentoring programs in four settings: community, school, faith-based, and workplace. The conference can be viewed on the Juvenile Justice Telecommunications Assistance Project Web site (www.trc.eku.edu/jj/archive.html).

Faith-Based Mentor Recruitment

In March 2004, OJJDP began a new initiative with the National Network of Youth Ministries (NNYM), San Diego, CA. OJJDP is providing funding to support the efforts of NNYM to recruit

caring adults to serve as mentors. With its 24-year history of collaborating with various faith-based agencies, NNYM offers a unique opportunity to reach large numbers of potential mentors and refer them to local mentoring programs. NNYM and OJJDP launched the national recruitment with a new Web site: www.mentoryouth.com. The site’s resources are available to any interested individual, group, or organization seeking to recruit adults to mentor a child or teen.

Promising Programs for Substance Abuse Prevention

OJJDP began funding a new program in FY 2003 and 2004 to test the effectiveness of two school-based substance abuse program models: Project ALERT, which targets middle school students; and Project SUCCESS, which targets students in alternative high school settings. Promising Programs for Substance Abuse Prevention: Replication and Evaluation is implementing Project ALERT in 28 schools and Project SUCCESS in 14 schools to determine whether positive outcomes can be achieved and sustained over time. OJJDP awarded a grant to the Pacific Institute for Research and Evaluation, Calverton, MD, to oversee the project. Findings will enhance knowledge about effective prevention strategies and provide communities with solid information for deciding how to spend the limited resources available for prevention activities.

Safe Schools/Healthy Students Initiative

OJJDP, in collaboration with the U.S. Departments of Education (ED) and Health and Human Services (HHS), continued to support the Safe Schools/Healthy Students (SS/HS) initiative during FY 2003 and 2004. This project helps urban, rural, suburban, and tribal school districts link prevention activities with community-based services. During FY 2003, these agencies awarded grants totaling

more than \$40 million to 23 communities. The project awarded 24 new grants in FY 2004, bringing to 133 the number of SS/HS projects funded over the past 4 years. Grantees are listed on the ED Web site (www.ed.gov/programs/dvpsafeschools/awards.html).

The SS/HS initiative encourages school districts to develop comprehensive plans to prevent violence and encourage positive child development. To receive funding, districts must work with law enforcement officials, local mental health authorities, juvenile justice officials, and community-based organizations in developing the plans.

The initiative also includes a training and technical assistance component and a national evaluation. The National Center for Mental Health Promotion and Youth Violence Prevention, a grantee of the Substance Abuse and Mental Health Services Administration of HHS, provides training and technical assistance to SS/HS grantees. The evaluation is being conducted by Research Triangle Institute, Research Triangle Park, NC, and RMC Research Corporation, Portland, OR. Evaluation data were collected in four waves, during spring 2001–2004, and a report is expected in 2005.

Title V Community Prevention Grants Program

The Title V Community Prevention Grants Program (Title V) helps communities develop and implement collaborative, community-based delinquency prevention plans. OJJDP awards Title V grants to states based on the relative size of the population subject to original juvenile court jurisdiction. The states, in turn, award the funds to communities to implement delinquency prevention plans that meet local needs. OJJDP also provides training and technical assistance to grantees and is funding an evaluation of the Title V Program.

In FY 2003, Congress appropriated \$46.5 million for the Title V Program but earmarked (mandated)

most of the appropriation to support programs other than Title V. After the earmarks were addressed, \$2.5 million remained. Having determined that this amount was too small to be distributed on a formula basis, OJJDP suspended making Title V awards until FY 2004. In FY 2004, Congress appropriated \$80 million for the Title V Program. After the earmarks were addressed, \$14.9 million was available for distribution to states.

In FY 2003 and 2004, OJJDP, through Development Services Group, Inc. (DSG), Bethesda, MD, continued to provide intensive training and technical assistance to help states and communities plan and implement effective research-based delinquency prevention strategies. A major achievement in FY 2003 was the release of a user-friendly online Model Programs Guide and Database (MPG&D) to help Title V communities and other communities locate scientifically tested and proven programs and strategies that meet their needs. The MPG&D has been favorably received when it is demonstrated at national and regional conferences. The Office plans to add performance measurement tools to the database to help community programs evaluate their own effectiveness. More information about the database is available on the Title V page of OJJDP's Web site and on the DSG Web site (www.dsgonline.com/projects_titlev.html).

A core component of the Title V Program is a three-part training curriculum, available to communities interested in applying for Title V funds. The curriculum combines risk-focused prevention with community asset building and evidence-based planning. The curriculum components are as follows:

- ◆ **Community Team Orientation.** The first training segment brings together key local leaders and all members of the prevention policy board to provide an overview of the Title V model. (Each community receiving Title V funds is required to appoint a prevention policy board made up of representatives from law enforcement and various service agencies, private industry, religious institutions, and civic organizations.)

- ◆ **Community Data Collection.** The second training segment helps participants review, analyze, prioritize, and present data on risk and protective factors. They also learn how to assess and identify gaps in community resources and craft a community profile and assessment report.
- ◆ **Community Plan and Program Development.** The third training segment centers on the development of a 3-year comprehensive, data-driven delinquency prevention plan and focuses on identifying and selecting an appropriate strategy drawn from the MPG&D.

Communities Participating in Title V Training

Training Segment	FY 2003	FY 2004
Community Team Orientation	63	32
Community Data Collection	54	32
Community Plan and Program Development	40	22

In addition, DSG provides presentations and training workshops for state juvenile justice specialists, Title V coordinators, State Advisory Group members, practitioners, and researchers. These presentations drew 439 participants in FY 2003 and 216 participants in FY 2004.

Caliber Associates, Fairfax, VA, completed a final draft of the Title V National Evaluation Report during FY 2003. The Report, which OJJDP anticipates releasing online at the end of 2004, discusses the experiences of 11 communities that received Title V funding. OJJDP will use the lessons learned from this evaluation to inform future implementation and evaluation of the Title V Program.

OJJDP released Title V Reports to Congress for 2001 and 2002 during the past 2 years. The 2003 Report is under development.

Truancy Reduction Efforts

Truancy has long been identified as an early warning sign of potential delinquent behavior. During the past 2 years, OJJDP sponsored several activities to address this problem.

OJJDP, the OJP Weed and Seed Initiative, and the U.S. Department of Education began working on the Truancy Reduction Demonstration Program in 1998. The program is helping communities develop comprehensive approaches to identifying and tracking truant youth and reducing truancy. Its seven demonstration sites are diverse in size (serving anywhere from 30 to 1,600 youth), geographic location, ethnic and sociodemographic makeup, and community leadership.

The National Center for School Engagement (NCSE) at the Colorado Foundation for Families and Children, Denver, CO, is conducting a national evaluation of the Truancy Reduction Demonstration Program. The study focused on process evaluation for the first 4 years and has now shifted to outcome evaluation to determine program results at the seven demonstration sites, with a quasi-experimental design in three of the seven sites. NCSE has created an online data collection system to track truant students' demographics, needs, service referrals, juvenile justice involvement, and disciplinary incidents. Student outcomes are being measured in terms of school attendance, involvement, and achievement. Information about the evaluation is available online at www.truancyprevention.org.

In FY 2003, OJJDP added a new component to its truancy efforts when it awarded a grant to the National Truancy Prevention Association, Providence, RI, to provide training and technical assistance to communities implementing programs to address truancy. In addition, OJJDP sponsored a live satellite videoconference, "Community Responses to Truancy: Engaging Students in School," on April 30, 2003. Participants discussed the causes

National Conference on Truancy

OJJDP and the U.S. Department of Education are hosting a national conference on truancy on December 6–8, 2004, in Washington, DC. “Partnering To Prevent Truancy: A National Priority” will highlight effective and promising collaborative programs that are addressing the problem of truancy and its related issues. Information about the conference is available on the OJJDP Web site.

of truancy and its effects on youth, their families, schools, and communities. The conference can be viewed on the Juvenile Justice Telecommunications Assistance Project Web site (www.trc.eku.edu/jj/archive.html). Reducing truancy also was the focus of the November 2003 and March 2004 meetings of the Coordinating Council on Juvenile Justice and Delinquency Prevention.

New Publications

During FY 2003, OJJDP released four Bulletins (described below) in its new Child Delinquency Series. The series presents valuable information on the nature of child delinquency (i.e., delinquency involving children younger than 13) and describes early intervention and prevention programs that effectively reduce delinquent behavior.

- ◆ *Child Delinquency: Early Intervention and Prevention* summarizes the final report of OJJDP’s Study Group on Very Young Offenders, which draws on hundreds of studies to describe the developmental course of child delinquency and to delineate key risk and protective factors.
- ◆ *Prevalence and Development of Child Delinquency* provides information on young children who become involved with the juvenile justice system.

- ◆ *Risk and Protective Factors of Child Delinquency* focuses on the types of risk and protective factors—individual, family, peer, and school and community—that are essential to effective early childhood delinquency intervention.
- ◆ *Treatment, Services, and Intervention Programs for Child Delinquents* examines programs designed to mitigate the disruptive behavior of child delinquents.

In June 2004, OJJDP released the Bulletin *Detection and Prevalence of Substance Use Among Juvenile Detainees*, which assesses substance use detection methods (self-report and urinalysis) and prevalence among high-risk youth detained in Cook County, IL. Based on data from a Northwestern Juvenile Project study, the Bulletin covers a wide range of substances but focuses on cannabis and cocaine, the drugs most commonly used by juvenile detainees. An online guide, *Screening and Assessing Mental Health Disorders Among Youth in the Juvenile Justice System: A Resource Guide for Practitioners*, is to be posted in late 2004.

On the Horizon

Drug Court Discretionary Grant Program

Beginning in FY 2005, OJJDP will assume leadership of the juvenile and family components of OJP’s Drug Court Discretionary Grant Program. These two components were formerly administered by the Bureau of Justice Assistance. The Drug Court Discretionary Grant Program provides financial and technical assistance to states, state courts, local courts, units of local government, and Indian tribal governments to develop and implement treatment drug courts that effectively integrate substance abuse treatment, mandatory drug testing, sanctions and incentives, and transitional services in a judicially supervised court setting with jurisdiction over nonviolent, substance-abusing offenders.

Chapter 4: Enhancing Detention, Public Safety, and Law Enforcement

Although it is important to support programs that prevent and intervene in juvenile delinquency, it is equally important to focus on programs that protect the public by strengthening law enforcement and holding juvenile offenders accountable for their delinquent and violent actions.

OJJDP supported several programs in FY 2003 and 2004 that focus on reducing recidivism by working with young offenders while they are incarcerated in institutions and after they are released from confinement. One new initiative focuses on detained girls and women, a population often overlooked by the juvenile justice system.

OJJDP also continued to support a national program that promotes enforcement of underage drinking laws. Two new components of the program focus on rural communities and on implementing programs identified as best or promising practices for combating illegal use of alcohol by minors.

The activities highlighted in this chapter illustrate OJJDP's efforts to enhance juvenile detention programs, keep the public safe, and help strengthen law enforcement efforts.

Boys & Girls Clubs of America — Targeted Reentry Initiative

During FY 2003 and 2004, OJJDP provided funds through the Targeted Reentry Initiative to four sites to develop Boys & Girls Clubs in juvenile correctional institutions. Designed and managed by Boys & Girls Clubs of America, the initiative is based on the OJJDP-funded Intensive Aftercare Program model, which seeks to reduce recidivism among high-risk juvenile parolees by providing a continuum of supervision and services in the institution

and after release. This unique Targeted Reentry Initiative represents a strong partnership between the public sector (youth correctional agencies) and the private sector (local Boys & Girls Clubs) across all phases of the reintegration continuum.

Four juvenile facilities participating in OJP's Serious and Violent Offender Reentry Initiative (described later in this chapter) were chosen as pilot sites for the Targeted Reentry Initiative: Mt. Meigs Youth Center, Montgomery, AL; McLaughlin Youth Center, Anchorage, AK; Alexander Youth Service, Little Rock, AR; and Ethan Allen School, Milwaukee, WI. Each site developed a club within the institution. Participating youth receive intensive case management services and are tracked when they return to their communities, where they are linked with a local Boys & Girls Club. Indiana University is evaluating the Targeted Reentry Initiative.

Enforcing the Underage Drinking Laws Program

OJJDP has administered the Enforcing the Underage Drinking Laws (EUDL) Program since the program was created in 1998. Through grants, training, and technical assistance, the EUDL Program helps states, territories, and the District of Columbia prevent underage drinking by emphasizing law enforcement. The Office is also funding a national evaluation of the program.

OJJDP awarded block grants of \$357,660 in FY 2003 and \$356,211 in FY 2004 to every state and the District of Columbia to fund the establishment of statewide task forces, public education campaigns, and innovative programs to prevent underage drinking. A lead agency in each state administers the EUDL funds, which are used to strengthen law enforcement activities, such as compliance checks of

retail alcohol outlets; to enforce laws and policies that can reduce underage drinking; to change community norms and discourage acceptance of underage drinking; and to develop partnerships and cooperation among agencies to ensure a comprehensive approach to combating underage drinking.

In addition to the block grants, OJJDP awards discretionary grants to competitively selected states to fund efforts at the local level. Through FY 2002, 26 states had received these discretionary grants. To strengthen the evaluation component of the EUDL Program, OJJDP redesigned the discretionary grant component in FY 2003. Five states—California, Connecticut, Florida, Missouri, and New York—were competitively selected to participate in the new EUDL Community Trials Initiative. Each state received \$960,000 to implement best or most promising practices in seven communities. The participating communities must meet three requirements:

- ◆ Conduct compliance checks of 90 percent of retail outlets that sell alcoholic beverages.
- ◆ Emphasize enforcement of driving-under-the-influence laws with young drivers.
- ◆ Implement a law enforcement activity and introduce or enhance a policy selected from a list of best and most promising practices to reduce underage drinking.

So outcomes can be measured, each trial community has been paired with a control community. Systematic community trials such as this were first used to assess population-level heart disease prevention efforts but more recently have been applied to the evaluation of efforts to prevent underage drinking, alcohol-related injury, youth access to tobacco products, and youth violence and victimization. The EUDL Community Trials Initiative uses rigorous research methods to assess the effectiveness of evidence-based practices implemented within the context of the EUDL Program. The goal of the evaluation is to determine whether implementation of best and most promising practices at the local

level will provide evidence of effectiveness that can serve as a model for states and communities that are working to reduce underage drinking.

Recognizing that alcohol is the primary drug of abuse in many rural areas, OJJDP developed a new EUDL discretionary grant program in FY 2004 to address this issue. The Rural Communities Initiative will help four states implement research-based practices to enforce underage drinking laws and prevent and reduce underage drinking in rural communities. In August 2004, OJJDP announced awards to the Illinois Department of Human Services, Pennsylvania Commission on Crime and Delinquency, Nevada Department of Human Resources, and New Mexico Department for Children, Youth and Families. As part of this initiative, the National Institute on Alcohol Abuse and Alcoholism (part of the National Institutes of Health) will evaluate the process and outcomes of programs implemented by grantees.

OJJDP also continued to provide training and technical assistance during FY 2003 and 2004 through the Underage Drinking Enforcement Training Center (UDETC), managed by the Pacific Institute for Research and Evaluation (PIRE), Calverton, MD. UDETC provides training or technical assistance to approximately 10,000 individuals annually. The center also provides monthly audio-conferences and disseminates written and electronic information. Its Web site (www.udetc.org) recorded 877,581 visits during 2003 and is projected to receive more than 1 million visits during FY 2004. UDETC has produced 26 publications (available on the center's Web site) to assist states and communities in their efforts to enforce underage drinking laws and prevent conditions that contribute to underage drinking.

Researchers at Wake Forest University School of Medicine, Winston-Salem, NC, continued conducting a national evaluation of the EUDL Program during FY 2003 and 2004. Evaluators are examining how states and communities use EUDL funds and evaluating the EUDL Program's impact in a sample of communities. Final results are expected in

2005. In addition, Wake Forest and PIRE will evaluate the best or most promising practices implemented through the EUDL Community Trials Initiative.

Performance-based Standards Program Wins Prestigious Award

OJJDP's Performance-based Standards (PbS) for Youth Correction and Detention Facilities was one of five recipients of the 2004 Innovations in American Government Award from the Ash Institute for Democratic Governance and Innovation at Harvard University. The Council for Excellence in Government administers the awards program.

Regarded as the premier public sector award in the nation, the Innovation Award is given annually to programs at the federal, state, and local levels that serve as examples of creative and effective government at its best. The 2004 winners were chosen from nearly 1,000 applicants. Each award carries a \$100,000 grant to support replication and dissemination activities.

OJJDP launched the PbS program in 1995 to improve conditions of confinement at juvenile facilities. Developed and directed by the Council of Juvenile Correctional Administrators, South Easton, MA, PbS sets national standards for safety, education, health/mental health services, security, justice, and order within facilities and gives agencies tools to collect data, analyze the results to design improvements, implement change, and then measure effectiveness with subsequent data collection.

The PbS system is used in 26 states and the District of Columbia to improve the quality of life for youth in custody. More information is available on the PbS Web site (www.pbstandards.org).

Juvenile Faith-Based Corrections Initiative

In keeping with its commitment to reach out to faith-based and community-based groups, OJJDP awarded funds in FY 2003 to the Florida Department of Juvenile Justice to develop and implement a program that incorporates faith-based services into five correctional facilities. The services begin at the time a juvenile is placed in a residential facility and continue through release from postresidential supervision.

During FY 2004, OJJDP developed the Juvenile Faith-Based Corrections Initiative, which will provide residential and aftercare services to approximately 200 youth each year for 3 years. The residential phase of the initiative will include a secular program that uses a combination of evidence-based treatments. On admission to a residential facility, a youth will be assigned a volunteer mentor from a faith-based organization. The mentor will work with the youth and the youth's family throughout the residential placement and will be involved in transition planning prior to release. The mentoring relationship will continue during aftercare, with the goal of rebuilding family relationships. The program will seek to reduce recidivism by addressing specific risk factors that can lead to delinquent or criminal behavior and by promoting resilience factors that can help youth avoid such behavior.

Girl Scout Programs in Corrections

To address an increase in the number of incarcerated women and girls, OJJDP awarded a grant to the Girl Scouts of the USA in FY 2003 to support Girl Scouting in Detention Centers (GSDC) and Girl Scouts Beyond Bars (GSBB). GSDC focuses on girls in juvenile detention facilities, and GSBB focuses on incarcerated women and their daughters. The two programs, which are active in 48 communities located in nearly 40 states and Puerto Rico, provide participants with mentors and opportunities to

become involved in community service and develop self-esteem and life skills. GSBB strengthens mother-daughter bonds through regular, activity-based visits; many GSBB programs also offer parenting, financial, and career workshops.

These programs have received considerable attention from national and local media. One GSBB mother-daughter Girl Scout troop in Texas is the focus of a documentary film, which will be broadcast nationwide on public television in 2005.

A third program, P.A.V.E. (Project Anti-Violence Education) the Way, became a part of the DOJ-Girl Scout partnership effort in FY 2004. This program helps youth learn to recognize potential violence at home and in their neighborhoods and schools and provides community support systems to address these problems.

Additional information about Girl Scout programs is available at www.girlscouts.org.

Juvenile Sanctions Center

The Juvenile Sanctions Center, operated by the National Council of Juvenile and Family Court Judges (NCJFCJ), Reno, NV, was established with funding from OJJDP in fall 2001. The initiative is helping 13 sites respond more effectively to delinquency by creating or strengthening a continuum of accountability-based sanctioning programs and increasing diversion opportunities and alternatives to secure detention for minor- and intermediate-level juvenile offenders. OJJDP initially funded 10 sites in FY 2002: San Jose, CA; Hartford, CT; La Grange, GA; St. Joseph, MO; Missoula, MT; Omaha, NE; Las Vegas, NV; Dayton, OH; Nashville, TN; and Newport News, VA. In FY 2003, the project was expanded to include sanctioning programs for youth in secure confinement and aftercare/reentry programs. OJJDP also awarded grants to three more sites in FY 2003: Ft. Myers, FL; Indianapolis, IN; and Toledo, OH.

More information about the Juvenile Sanctions Center is available on the NCJFCJ Web site (http://training.ncjfcj.org/juvenile_sanctions_center.htm).

Serious and Violent Offender Reentry Initiative



Reentry Initiative

OJJDP continues to participate in OJP's Serious and Violent Offender Reentry Initiative (Reentry Initiative), which was launched in 2002. The initiative is a comprehensive effort that addresses juvenile and adult populations of serious, high-risk offenders. It provides funding to develop, implement, enhance, and evaluate reentry strategies that will ensure community safety and reduce serious, violent crime. The program prepares targeted offenders to successfully return to their communities after having served a significant period of secure confinement in a state training school, juvenile or adult correctional facility, or other secure institution.

OJJDP oversees the juvenile sites participating in the Reentry Initiative. During FY 2003 and 2004, OJJDP provided regional trainings to these sites on a number of topics, including case management, assessment and classification, the link between institutional and community corrections services, prerelease and postrelease planning, graduated responses (sanctions and incentives), and populations with special needs (including minority, female, and sex offenders, and offenders with mental health issues).

Reentry Initiative grantees and others attended a September 2004 national conference on offender reentry, held in Cleveland, OH. The conference included a segment focusing on juvenile justice issues.

OJJDP's National Training and Technical Assistance Center, discussed in chapter 6, continued to provide assistance to Reentry Initiative grantees during FY 2003 and 2004. More information about the Reentry Initiative is available on OJP's Reentry Web site (www.ojp.usdoj.gov/reentry).

Chapter 5: Addressing Youth Gangs

As mentioned earlier in this Report, the JJDP Act of 2002 consolidated several previously independent juvenile justice programs into a single prevention block grant program. Gang programs were among those consolidated. Although the new block grant program was to begin in FY 2003, Congress did not appropriate funds for it in FY 2003 or FY 2004. Nevertheless, recognizing that youth gangs are a serious national issue, OJJDP continued efforts to reduce youth gang crime and violence by supporting demonstration programs that use an integrated plan and proven methods to address gang prevention, intervention, and suppression. Through its support of the National Youth Gang Center and other initiatives, the Office also continued to support gang-related research and evaluation activities, training and technical assistance, and information dissemination. As the activities discussed in this chapter indicate, gang reduction remains one of OJJDP's priorities.

Gang Reduction Program

Youth gangs threaten public safety and damage young lives not only in large urban areas but also in many smaller cities and rural areas. These gangs can be both the most visible cause and the most visible result of extreme social and economic distress in disadvantaged neighborhoods. In FY 2003, OJJDP began a new program to help significantly reduce youth gang activity in four such neighborhoods. The Gang Reduction Program (GRP) is helping these communities combine local, state, and federal resources to develop and implement plans that incorporate a broad spectrum of proven, research-based interventions designed to address the full range of personal, family, and community factors that contribute to high levels of juvenile delinquency and gang activity. The GRP design includes a framework for coordinating four basic

types of activities: primary and secondary prevention, intervention, and suppression (see sidebar on next page). The design's required elements have demonstrated effectiveness in reducing gang activity and delinquency.

The four pilot communities—Los Angeles, CA; Milwaukee, WI; North Miami Beach, FL; and Richmond, VA—are targeting neighborhoods of limited geographic area (2 to 5 square miles). Each community received \$2.5 million to support gang reduction efforts for a 3-year period. The communities are identifying and coordinating existing resources, programs, and services that address known local risk factors for delinquency and will use grant funds to fill gaps in existing programs and services. Their goal is to address the full range of risk factors among youth of all ages.

This unique interagency effort is notable for the following:

- ◆ First, this is a demonstration program in which the purpose is not only to help four communities, but to develop and test comprehensive responses to gangs that can be applied by communities across the nation.
- ◆ Second, communities will leverage existing resources, programs, and services that address known local risk factors for delinquency and only use grant funds to fill gaps in existing programs and services.
- ◆ Third, significant financial contributions to this effort have already been made by the U.S. Department of Housing and Urban Development and the COPS office. OJJDP is also working to leverage resources that flow from other federal agencies.

Gang Reduction Program Strategy

Primary prevention includes a wide variety of activities that focus on the entire population in high-crime, high-risk communities. Programs that effectively reduce community risk factors or provide protective factors for community members are considered primary prevention. The key component of GRP's primary prevention strategy is providing a one-stop service and resource center that makes health and support services easily accessible and readily available to the community.

Secondary prevention involves identifying high-risk youth (ages 7 to 14) and providing focused services to help them avoid a pattern of increasing antisocial behavior. The goal is to reduce the likelihood that these youth will become involved in serious delinquency and gang activity. GRP sites will incorporate identification and screening tools to focus prevention services where they are most needed and will work closely with schools and community- and faith-based organizations to provide age-appropriate support, services, and monitoring.

Intervention activities target active gang members, gang members returning to the community from confinement, and youth closely associated with active gang members. Although some of these youth are not involved with the justice system, many are on probation or parole, and most will be resistant to traditional services. GRP sites will use aggressive outreach and recruitment efforts to ensure that these individuals and their families receive needed services, such as education and job counseling and help meeting conditions of probation (e.g., community service or drug treatment). Family involvement, close monitoring, and accountability are important components of the intervention strategy.

Gang suppression focuses on identifying and targeting gang leaders. This strategy uses enhanced sentences, federal charges, and vertical prosecution, as appropriate, to remove the most dangerous and influential gang members from the community. Gang suppression activities incorporate federal, state, and local law enforcement and use federal gun and drug laws and the Racketeer Influenced and Corrupt Organizations (RICO) law, as necessary. For less serious offenders, GRP sites will develop a system of graduated sanctions (including community-based components) to match offenses with appropriate sanctions and hold offenders accountable.

- ◆ Finally, all of the programs are working in partnership with their U.S. Attorneys, and two of the programs overlap with existing Weed and Seed program sites. Thus, these efforts are being coordinated with existing Project Safe Neighborhoods efforts and Offender Reentry programs.

Each pilot site will also determine community needs that cannot be met through local, state, or GRP resources. The sites will coordinate with OJJDP as the lead federal contact to identify appropriate federal resources to address those needs.

OJJDP also has enlisted the support of Boys & Girls Clubs of America and Communities in Schools, Inc., Alexandria, VA, for this program. The OJJDP-funded National Youth Gang Center (described later in this chapter) is providing training and technical assistance to GRP grantees. The Office is funding an evaluation of GRP by the Urban Institute, Washington, DC.

National Youth Gang Center

OJJDP established the National Youth Gang Center (NYGC) at the Institute for Intergovernmental Research, Tallahassee, FL, in 1994. The center's purpose is to maintain and expand the body of knowledge about youth gangs and effective responses to them. Its functions include conducting surveys; providing reliable information to researchers, law enforcement personnel, practitioners, and others; maintaining a Web site; and providing training and technical assistance to OJJDP grantees.

During FY 2003 and 2004, NYGC continued to provide training and technical assistance to demonstration sites participating in an OJJDP program that helps schools and communities address their youth gang problems. The center also began supporting GRP sites.

NYGC continued conducting its annual survey of law enforcement agencies to determine the extent of the national youth gang problem. OJJDP released Fact Sheets summarizing the 2001 and 2002 National Youth Gang Surveys and a Bulletin presenting results from a special NYGC survey of youth gang activity in Indian communities (see "New Publications," below).

NYGC's Web site (www.iir.com/nygc) provides information about gang-related programs, research, and legislation, including full-text publications, bibliographies of research publications, lists of legislation organized by state and subject, and frequently asked questions about gangs.

New Publications

OJJDP developed and published three gang-related publications during FY 2003 and 2004.

- ◆ *Highlights of the 2001 National Youth Gang Survey* and *Highlights of the 2002 National Youth Gang Survey*, Fact Sheets released in April 2003 and April 2004, respectively, present major findings from these two NYGC surveys, highlighting data

from larger cities, suburban counties, smaller cities, and rural counties.

- ◆ *Youth Gangs in Indian Country*, a Bulletin released in March 2004, describes the nature and makeup of youth gangs in Indian country. Drawing on research findings from an NYGC survey, the Bulletin presents data on the presence and consequences of youth gang activity in Indian country and provides an overview of programmatic responses to the problem.

On the Horizon

Strategic Planning Tool

As part of GRP, OJJDP and NYGC are developing a Strategic Planning Tool, which uses advanced technology to help identify service gaps and provide solutions to gang problems in a cost-effective, cross-agency fashion. The technology and method this tool uses will be applicable to a variety of other issues, such as truancy. The tool will enhance the ability of communities and federal agencies to implement programs and apply knowledge of proven programs. It will enable local practitioners to access information about effective programs and develop a comprehensive response to specific delinquency and gang problems. The Strategic Planning Tool is in the early stages of development. OJJDP anticipates making it available in FY 2005.

National Youth Gang Symposium

OJJDP and NYGC are planning to hold the fourth National Youth Gang Symposium in 2005. Previous conferences have been well attended. Unlike gang-related conferences that focus solely on law enforcement, OJJDP's conferences are open to all professionals whose work brings them into contact with youth gangs. Information about the symposium will be available on the NYGC Web site (www.iir.com/nygc).

Chapter 6: Strengthening the Juvenile Justice System

OJJDP works closely with states and local jurisdictions to help them strengthen their juvenile justice systems. Several of the OJJDP programs designed to do this provide formula and block grants to states. The 2002 reauthorization of the JJDP Act revised many of these programs, and OJJDP devoted much of FY 2003 and 2004 to implementing the revisions and providing related information and training to the states. The Office focused especially on helping states address new mandates concerning disproportionate minority contact with the juvenile justice system and juvenile accountability programming. In addition, OJJDP continued to help communities address juvenile crime through responses that directly target the most pressing juvenile justice and delinquency prevention needs.

The activities described in this chapter reflect OJJDP's ongoing commitment to working closely with states and communities to develop and implement programs that can truly make a difference.

Addressing Disproportionate Minority Contact

OJJDP has been a leader in the nation's efforts to reduce the overrepresentation of minority youth in the juvenile justice system for more than a decade. In 1988, Congress required states participating in OJJDP's Formula Grants program to make efforts to reduce the disproportionate confinement of minority youth in secure facilities. In 1992, Congress elevated this issue to a core requirement, which means that failing to demonstrate such efforts puts a state at risk of losing a percentage of its annual formula grant allocation.

The 2002 reauthorization of the JJDP Act broadened the requirement of disproportionate minority confinement to encompass disproportionate numbers of minority youth who come into contact with the juvenile justice system at any point—from arrest to reentry. During FY 2003 and 2004, OJJDP made addressing disproportionate minority contact (DMC) a priority and worked to help states meet the expanded DMC requirement. (The states' efforts to comply with the requirement are summarized in the Formula Grants program section of this chapter.)

Over the past several years, OJJDP has steadily increased the number and scope of its resources—including training, technical assistance, and publications—to help states address DMC. During the same period, states have taken significant steps to identify where DMC occurs, implement plans to reduce it, enhance data collection, and introduce state legislation to address the problem. The six sections that follow highlight the Office's major DMC-related activities during FY 2003 and 2004.

A New Measure of DMC

A major accomplishment during FY 2003 was the selection of a new measure to help states and localities determine the extent of minority representation in their juvenile justice systems. The original measure, the Disproportionate Representation Index (DRI), was introduced in the early 1990s. As its limitations became increasingly troubling (analysis showed that certain problems inherent in its calculation made the DRI unreliable in cross-jurisdictional and other comparisons), OJJDP worked with seven experienced research consultants to choose an alternative. The new measure—the DMC Relative Rate Index (RRI)—involves computing the rate at which a particular event (e.g., arrest) occurs for

youth in each racial/ethnic group and then calculating a ratio of these rates. The ratio serves as a measure of the relative rate at which the event occurs for each group. The RRI avoids the problems associated with the DRI and provides better information about DMC for the field.

Facilitating Change

OJJDP took a number of steps to help states understand and implement the new DMC core requirement and the RRI. The Office conducted extensive training for state personnel, clarified definitions of “minority” and “contact,” distributed training videos to all states, and posted training PowerPoints and RRI spreadsheets on the DMC page of the OJJDP Web site.¹ During FY 2004, OJJDP conducted regional training and provided consultations to individual states on how to interpret RRIs and create data-driven plans for examining and developing intervention strategies.

New Publication

During FY 2004, OJJDP released *Disproportionate Minority Confinement: 2002 Update*, a new publication that summarizes recent DMC-related developments. This OJJDP Summary includes a review of the most recent data; an outline of efforts by OJJDP, states, and local jurisdictions during the past 5 years to address DMC; and a discussion of remaining challenges. The Summary also includes a case study of Washington State’s 10-year comprehensive efforts to reduce DMC and OJJDP’s action steps to further state and local efforts under the expanded DMC core requirement.

¹ OJJDP was pleased to note that many states submitted RRI spreadsheets with their FY 2004 formula grant applications. The spreadsheets showed RRI information for multiple juvenile justice system contact points statewide and for selected counties with the largest minority populations or with focused DMC reduction efforts. Missouri, for example, submitted an FY 2004 DMC compliance plan that clearly outlined the state’s past accomplishments and detailed its plan to reduce DMC in the coming year. Missouri’s plan will guide the state’s DMC reduction efforts and, together with the baseline RRI data, help the state track its progress in plan implementation and monitoring.

Web Page

During FY 2003 and 2004, OJJDP continued to maintain the frequently visited DMC page of its Web site. The page provides information about DMC-related tools and resources, a catalog of state research reports, and a technical assistance manual to help states address DMC. The manual outlines a step-by-step process for identifying, determining the causes of, reducing, and monitoring DMC. It also summarizes lessons learned in DMC reduction efforts and provides sample tools. Late in 2004, OJJDP plans to update and revise the technical assistance manual and to develop a Web-based DMC data entry tool for use in monitoring DMC reduction progress and trends.

Developing Data Collection Methods

In FY 2004, OJJDP awarded a congressional earmark grant to the Youth Law Center, Washington, DC, to develop new data collection methods for Latino youth in the juvenile justice system and to reduce DMC for Latino and other minority youth at critical decision points. The center is working on this project with two jurisdictions over 2 years.

Training and Technical Assistance

Research and Evaluation Associates (REA), Chapel Hill, NC, is one of three organizations that OJJDP funds to provide training and technical assistance (T&TA) to states in their efforts to reduce DMC. During FY 2003 and 2004, REA’s efforts included conducting a review of the states’ DMC plans and preparing profiles of states’ DMC technical assistance needs, providing intensive technical assistance to selected states and local jurisdictions within those states, and revising and updating the DMC training curriculum.

OJJDP funds the Juvenile Justice Evaluation Center (JJEC), operated by the Justice Research and Statistical Association, Washington, DC, to help states incorporate evaluation into DMC program development and planning and form evaluation

partnerships with state and local juvenile justice agencies and professionals. During FY 2003 and 2004, JJEC made a number of presentations to practitioners across the country. Topics of presentations in FY 2004 included revising evaluation approaches to meet the new DMC core requirement and using data in DMC-related decisionmaking. JJEC also is developing a new publication on how to use data to help address DMC.

OJJDP's T&TA provider for the Formula Grants program, Development Services Group, Inc. (DSG), Bethesda, MD, also works with states to address DMC. During the past 2 fiscal years, DSG responded to more than 30 requests from states for assistance, bringing to 80 the total DMC-related requests handled by DSG since its contract with OJJDP began in FY 2001.

Formula Grants Program

Through the Formula Grants program, OJJDP provides funds directly to states, U.S. territories, and the District of Columbia to help them implement comprehensive juvenile justice plans based on detailed studies of needs in their jurisdictions. Forty-eight states, all five territories (American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the Virgin Islands), and the District of Columbia participate in the Formula Grants program. (Wyoming does not participate. As of December 31, 2003, South Dakota's application was pending review and approval.) The term "states," as used throughout the remainder of this section, encompasses the territories and the District in addition to the 48 participating states.

The 2002 reauthorization of the JJDP Act reaffirmed the four core requirements that participating states must address to receive grants under the JJDP Act. The Act requires that states deinstitutionalize status offenders, separate juveniles from adults in secure facilities, remove juveniles from adult jails and lockups, and reduce disproportionate minority contact with the juvenile justice system.

While upholding the four core requirements, the JJDP Act of 2002 slightly modified the penalties for states that do not comply. Failure to achieve or maintain compliance reduces the formula grant to the state in the subsequent fiscal year by 20 percent for each core requirement not met. In addition, the noncompliant state must agree to expend 50 percent of its allocation for that year to achieve compliance. (Previously, findings of noncompliance resulted in a 25-percent reduction, with 100 percent of the remaining allocation for that year used to achieve compliance.) These changes went into effect October 1, 2003.²

Helping the states learn about and understand the legislative changes to many of its programs was an OJJDP priority in FY 2003 and 2004, and the Office developed many outreach activities. During July and August 2003, OJJDP conducted four regional training conferences to prepare state agencies for the statutory and regulatory changes in formula and block grant programs. The 3-day training sessions were held in Atlanta, GA; Chicago, IL; Jersey City, NJ; and Portland, OR. The training provided an overview of the new Act and information about a number of topics, including:

- ◆ Developing performance measures to demonstrate the effectiveness and impact of the Formula Grants program and OJJDP's block grant programs.
- ◆ Changes in compliance monitoring requirements under the new Act.
- ◆ Measuring DMC in light of the Act's broadening of the concept, as described above in the section on DMC.
- ◆ Links between child abuse/neglect and delinquency. (The new Act requires collaboration between the child welfare and juvenile justice systems. As part of the formula grant process, it

² Because of the timing of these changes, OJJDP did not assess the states' level of compliance when it determined eligibility for FY 2004 funding. Compliance levels will be reflected in awards for FY 2005.

calls on states to make child welfare records available to the juvenile courts so the courts will have all available information about each child who comes to their attention.)

OJJDP updated and revised the guidance manual and other tools used by the compliance monitors who oversee and certify states' adherence to the core requirements. OJJDP also wrote new regulations to govern the compliance monitoring process; the regulations are being reviewed by OJP's Office of General Counsel and will be published, once approved, in the *Federal Register* and posted on OJJDP's Web site.

During FY 2003 and 2004, the states participating in the Formula Grants program continued to make significant progress in achieving compliance with the four core protections. As of December 31, 2003, most of the states were in full compliance (or in full compliance with minimal exceptions) with the first three requirements and were making progress in meeting the DMC requirement, which, as noted earlier, was added as a core protection in 1992 and subsequently broadened in scope.

A summary of state compliance with the core requirements for FY 2003 appears on pages 37–39. Because of the timeframe of this summary, “DMC” refers to disproportionate minority “confinement” rather than “contact.” Additional information about the Formula Grants program, including a September 2004 Fact Sheet and the full text of the JJDP Act, is available on OJJDP's Web site.

Juvenile Accountability Block Grants Program

OJJDP's Juvenile Accountability Block Grants (JABG) program provides funding to help states and communities strengthen their juvenile justice systems by implementing accountability-based reforms. The overarching goals of the program are

to reduce juvenile offending through accountability-based programs and to increase accountability of the system. The program was first introduced by Congress in 1998 as the Juvenile Accountability Incentive Block Grants program. The word “incentive” was dropped from the title when Congress revised and renamed the program as part of the November 2002 reauthorization of the JJDP Act. The changes went into effect on October 1, 2003. (For the purposes of this Report, program activities funded in FY 2003 are identified as the JAIBG program; FY 2004 activities are referred to as the JABG program.)

OJJDP developed proposed regulations for the JABG program reflecting the changes in legislation; the regulations are being reviewed by OJP's Office of General Counsel and will be published, once approved, in the *Federal Register* and posted on OJJDP's Web site.

Under the JAIBG/JABG program, OJJDP awards block grants to states, which in turn distribute funds to local jurisdictions, and also funds program-related research, demonstration, evaluation, training, and technical assistance activities. All 50 states, the 5 territories, and the District of Columbia are eligible to participate in the JAIBG/JABG program. During FY 2003, 55 eligible jurisdictions received JAIBG awards totaling approximately \$149 million. (American Samoa did not participate in FY 2003.) The total appropriation for JABG in FY 2004 was \$60 million. All eligible jurisdictions participated in FY 2004.

JAIBG/JABG funds can be used to support programs in a variety of purpose areas, all aimed at helping to hold both juveniles and the juvenile justice system more accountable. The new purpose areas outlined in the 2002 reauthorization and other revisions to the program are described in an OJJDP Bulletin, *Changes to OJJDP's Juvenile Accountability Program*, released in June 2003. The four sections that follow highlight selected JAIBG/JABG activities during FY 2003 and 2004.

State Compliance With Core Protections of the Juvenile Justice and Delinquency Prevention Act

The status reported in this summary is current as of December 31, 2003. DSO, separation, and jail/lockup removal compliance is based on 2001 state monitoring reports (2002 reports for Oregon, Puerto Rico, and South Carolina). DMC compliance is based on FY 2003 Formula Grants program comprehensive plans. Wyoming did not participate in the FY 2003 Formula Grants program. As of December 31, 2003, South Dakota's application was pending review and approval.

Section 223(a)(12)(A): Deinstitutionalization of Status and Nonoffenders (DSO)

Full compliance—zero violations: American Samoa, Guam, Maine, Northern Mariana Islands, Puerto Rico.

Full compliance—*de minimis* exceptions:^a Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania,

Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin.

Not in compliance: South Carolina, Virgin Islands, Washington.

Section 223(a)(13): Separation of Juveniles and Adult Offenders

Full compliance—zero violations: Alabama, Alaska, American Samoa, Arkansas, California, Connecticut, Delaware, District of Columbia, Florida, Guam, Hawaii, Idaho, Illinois, Indiana, Kansas, Kentucky, Maine, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, New York, North Carolina, North Dakota, Northern Mariana Islands, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin.

Full compliance—exception provision:^b Arizona, Colorado, Georgia, Iowa, Louisiana, Maryland, New Jersey, Oregon (provisional),^c Tennessee, Texas.

Not in compliance: Massachusetts, Puerto Rico, Virgin Islands.

continued on page 38

Assessing and Documenting the Effectiveness of JABG Programs

In addition to the revisions discussed above, the November 2002 reauthorization provides, for the first time, statutory authorization for the JABG program and empowers OJJDP to require states and their subgrantees to assess the effectiveness of their JABG-funded programs. When applying for JABG funds, states are now required to include the criteria they will use to measure the effectiveness of funded activities. States and subgrantees are also required to submit annual reports to OJJDP that

summarize grant activities and their effectiveness. Finally, the new legislation requires that OJJDP prepare an annual report to Congress; the first report is due in January 2005.

To help JABG grantees document and assess the effectiveness of their activities, OJJDP developed and began implementing a system of outcome-based performance measures appropriate for all activities funded with JABG funds. The measures are carefully defined for consistent application across the

continued on page 40

Section 223(a)(14): Jail and Lockup Removal

Full compliance—zero violations: Alabama, American Samoa, District of Columbia, Guam, Nevada, New Mexico, North Carolina, Northern Mariana Islands, South Carolina.

Full compliance—*de minimis* exceptions:^d Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin.

Not in compliance: Puerto Rico, Virgin Islands.

Section 223(1)(23): Disproportionate Minority Confinement (DMC)

Completed identification and assessment/updated assessment/implementing intervention, monitoring, and evaluation: Colorado, Pennsylvania, Washington.

Completed identification and assessment/implementing intervention/submitted updated

data (evidencing ongoing monitoring): Alabama, Alaska,^e Arizona, California,^e Connecticut, Delaware,^f Georgia, Hawaii, Idaho, Illinois, Iowa, Michigan, Missouri, Montana, Nevada, New Jersey, New Mexico,^g New York, North Dakota, Oklahoma, Oregon, South Carolina,^g Tennessee,^e Texas, Virginia.

Completed identification/implementing intervention/planning to update identification and/or conduct formal assessment: Indiana, North Carolina, Ohio, West Virginia.

Completed identification and assessment/implementing intervention: Florida, Maryland, Massachusetts,^g Nebraska, Utah, Wisconsin.

Updated identification/planning or conducting assessment: American Samoa, Guam, Northern Marianas.

Completed identification/planning or conducting assessment: Maine, Vermont.

Exempt from DMC requirement (racially homogeneous population): Puerto Rico.

Drawdown restriction:^h Arkansas, Kansas, Kentucky, Louisiana, Minnesota, Mississippi, New Hampshire, Rhode Island, Virgin Islands.

DMC status under review: District of Columbia.

^aFewer than 29.4 violations per 100,000 persons under age 18 in the state.

^bOJJDP regulatory criteria set forth in Section 31.303(f)(6)(ii) of the OJJDP Formula Grants Regulations (28 C.F.R. 31), published in the May 31, 1995, *Federal Register*, allow states reporting noncompliant incidents to continue in the program provided the incidents are not in violation of state law and no pattern or practice exists.

^cState currently allows commingling of juveniles and young adult inmates in juvenile correctional facilities and training schools and must submit an acceptable plan to eliminate noncompliant incidents. OJJDP is working with the state on the plan.

^dState was found in compliance based on the numerical or substantive *de minimis* standard criteria set forth in Section 31.303(f)(6)(iii)(B) of the OJJDP Formula Grants Regulations (28 C.F.R. 31) and published in the May 31, 1995, *Federal Register*.

^eState began to receive intensive DMC technical assistance in January 2002 to further enhance its DMC efforts.

^fState received intensive DMC technical assistance from November 2000 to July 2001 to further enhance its DMC efforts.

^gState has received intensive DMC technical assistance since November 2000 to further enhance its DMC efforts.

^hDrawdown restriction (25 percent of FY 2003 Formula Grant allocation) pending submission of required information.

Core Protections Compliance Summary Totals
(as of December 31, 2003)

<u>Deinstitutionalization of Status Offenders (DSO)</u>	<u>Number of Jurisdictions</u>
Full compliance—zero violations	5
Full compliance— <i>de minimis</i> exceptions	46
Not in compliance	3
<u>Separation of Juvenile and Adult Offenders</u>	
Full compliance—zero violations	41
Full compliance—exception provision	10
Not in compliance	3
<u>Jail and Lockup Removal</u>	
Full compliance—zero violations	9
Full compliance— <i>de minimis</i> exceptions	43
Not in compliance	2
<u>Disproportionate Minority Confinement (DMC)</u>	
Completed identification and assessment/updated assessment/ implementing intervention, monitoring, and evaluation	3
Completed identification and assessment/implementing intervention and monitoring/submitted updated data	25
Completed identification/implementing intervention/planning to update identification and/or conduct formal assessment	4
Completed identification and assessment/ implementing intervention	6
Updated identification/planning or conducting assessment	3
Completed identification/planning or conducting assessment	2
Exempt from DMC requirement	1
Drawdown restriction	9
DMC status under review	1
<small>Note: States' eligibility to receive FY 2003 formula grants was determined on the basis of 2001 monitoring reports for compliance with JJDP Act core protections regarding DSO, separation, and jail and lockup removal and on the basis of information in FY 2003 Formula Grants program comprehensive plans for compliance with the DMC core protection. One state did not participate in the FY 2003 Formula Grants program, and another states's application was pending review and approval as of December 31, 2003.</small>	

continued from page 37

program, so that when states report their state-level aggregated data to OJJDP each year, these data can then be aggregated at the national level to provide an accurate measure of overall program performance. OJJDP will incorporate the data in its annual reports to Congress.

Training and Technical Assistance

To help states and local jurisdictions implement JAIBG/JABG programs, OJJDP provides T&TA through a contract with the OJJDP National Training and Technical Assistance Center (NTTAC), described later in this chapter. The center holds training events, workshops, presentations, and videoconferences for juvenile justice specialists, judges, probation officers, law enforcement officers, court and school personnel, prosecutors, and detention staff.

During FY 2003, the training program featured three topical training sessions for state and local JAIBG grantees and several Web-based training sessions. By directly training state and local practitioners on best practices in juvenile accountability and graduated sanctions, OJJDP helps state and local governments improve their juvenile justice systems' capacity to enhance accountability. During the latter part of FY 2003, NTTAC conducted a needs assessment to determine the future T&TA needs of JABG grantees. The center plans to collect information about T&TA needs regularly so it can continue to meet the evolving needs of the field.

Technical assistance is also available through the JABG Technical Support Center. Created by OJJDP and OJP's Bureau of Justice Statistics, the center helps states calculate the amount of JABG funds to be allocated to local jurisdictions. The center's Web site can be accessed at www.jrsa.org/jabg.

Best Practices Bulletins

To provide practitioners with information about JAIBG, OJJDP published a series of JAIBG Best Practices Bulletins, which present up-to-date information about specific program purpose areas. The final Bulletin in the series, *Best Practices in Juvenile Accountability: Overview*, was published in April 2003.

Evaluation of JAIBG

In 2003, Abt Associates, Inc., Cambridge, MA, completed a 48-month evaluation of the JAIBG program that focused on its administration, including how grants are used by state and local recipients and what types of programs are funded. The study found that the major congressional expectations for the JAIBG program were achieved. The study also documented state and local programs' access to and use of T&TA, practitioners' and policymakers' attitudes toward the JAIBG program, and states' responses to the JAIBG purpose areas. In addition, evaluators conducted a mail survey of state and local practitioners and policymakers to assess their attitudes about the JAIBG program and their perceptions of how it was implemented in their jurisdictions.

For more information about the evaluation and other JABG-related publications and activities, visit the JABG page of OJJDP's Web site.

Juvenile Integrated Information Sharing

It is crucial that agencies—such as education, health, justice, and welfare—that provide services to at-risk and delinquent youth and their families share information as part of a comprehensive, coordinated approach to helping these families. However, complex issues can impede the information-sharing process. These issues include concerns about confidentiality and privacy, blurred lines of authority, gaps in data integration, service fragmentation, and distrust and hostility among agencies.

To address barriers to information sharing and help agencies develop coordinated information-sharing plans, OJJDP, along with the U.S. Department of Health and Human Services, launched the Juvenile Integrated Information Sharing (JIIS) training and technical assistance program in 2001. The training is provided by the Center for Non-Profit Development/Center for Network Development (CND), Denver, CO. CND uses a cadre of peer consultants (judges, school administrators, law enforcement officers, and human services directors) to show participants how they can benefit from interagency collaboration and information sharing. To date, 92 jurisdictional teams representing 27 states and 1 territory have received training through this program. CND's other activities include:

- ◆ Creating tools for assessing the T&TA needs of jurisdictions.
- ◆ Examining and developing solutions to the legal, ethical, technical, structural, and political challenges to sharing information, with special emphasis on medical/mental health information.
- ◆ Developing and disseminating "lessons learned" and "how to" technical assistance guides and other educational materials.
- ◆ Developing a database of resources.

The project strategy focuses on strengthening the capacity of jurisdictions to integrate information by building more effective partnerships, addressing confidentiality and privacy protection, and employing appropriate technology that secures and integrates information. Additional information about the JIIS program is available at juvenileiis.org.

Juvenile Justice Advisory Committee

The OJJDP Administrator appointed members of a new advisory committee in 2003 to report to the President and Congress on juvenile justice matters

and advise the Administrator about the work of the Office. Established by the 2002 reauthorization of the JJDP Act, the Juvenile Justice Advisory Committee³ comprises representatives from each of the 50 states, the District of Columbia, and the 5 territories. Members, who are nominated by Governors and appointed by the OJJDP Administrator, are from the State Advisory Groups, which take part in developing and implementing the juvenile justice plans that states must submit to OJJDP to receive formula grant funds.

At the Advisory Committee's first meeting in January 2004 in Point Clear, AL, members elected officers and established four committees to address mandated responsibilities: the Annual Report Committee, Grants Committee, Legal Affairs Committee, and Planning Committee. The members also made recommendations to the OJJDP Administrator regarding the distribution of Title V Community Prevention grants and recent amendments to the Anti-Lobbying Act. The Committee held its second meeting in Denver, CO, in July 2004. A third meeting is scheduled for December 2004.

The Advisory Committee prepared its first annual reports to the President and Congress and to the OJJDP Administrator during FY 2004. The report to the President and Congress outlines the critical need to continue focusing on delinquency prevention and intervention efforts and lists 13 recommendations. The report to the OJJDP Administrator also points to the need for prevention and includes 23 recommendations. The reports are scheduled for release early in 2005.

For more information about the Advisory Committee, including a list of members and summaries of meetings, see the Committee's page on the OJJDP Web site.

³A name change—from Juvenile Justice Advisory Committee to Federal Advisory Committee on Juvenile Justice—was under consideration at the time this Report was written.

National Training and Technical Assistance Center

Providing training and technical assistance to juvenile justice practitioners is one of OJJDP's primary functions. OJJDP established the National Training and Technical Assistance Center in 1995. Operated by Caliber Associates, Fairfax, VA, the center coordinates the services of more than 70 OJJDP T&TA providers and supplies information to the field about T&TA resources. In addition, NTTAC provides T&TA to grantees of OJP's Serious and Violent Offender Reentry Initiative, discussed in chapter 4, and recently began providing T&TA for states participating in the Juvenile Accountability Block Grants program, discussed earlier in this chapter.

NTTAC is updating the OJJDP Training and Technical Assistance Catalog, which provides contact information and descriptions of the organizations funded by OJJDP to provide T&TA. The catalog will be available in late 2004 or early 2005. For more information, visit NTTAC's Web page at www.nttac.org.

Performance Measures

Recognizing the importance of knowing whether programs work, OJJDP developed an outcome-focused performance measurement system for the Formula Grants program and other OJJDP programs. The system will be implemented in FY 2005. As part of this system, the Office developed an automated electronic tool to help OJJDP program managers and grant applicants identify appropriate performance indicators for individual earmarked projects. Performance measurements, which focus on outcomes and best practices as identified by research, are based on indicators that are appropriate for most goals and objectives of each funded project. Performance indicators also have been developed and implemented for the JABG program, as mentioned earlier in this chapter.

State Challenge Activities

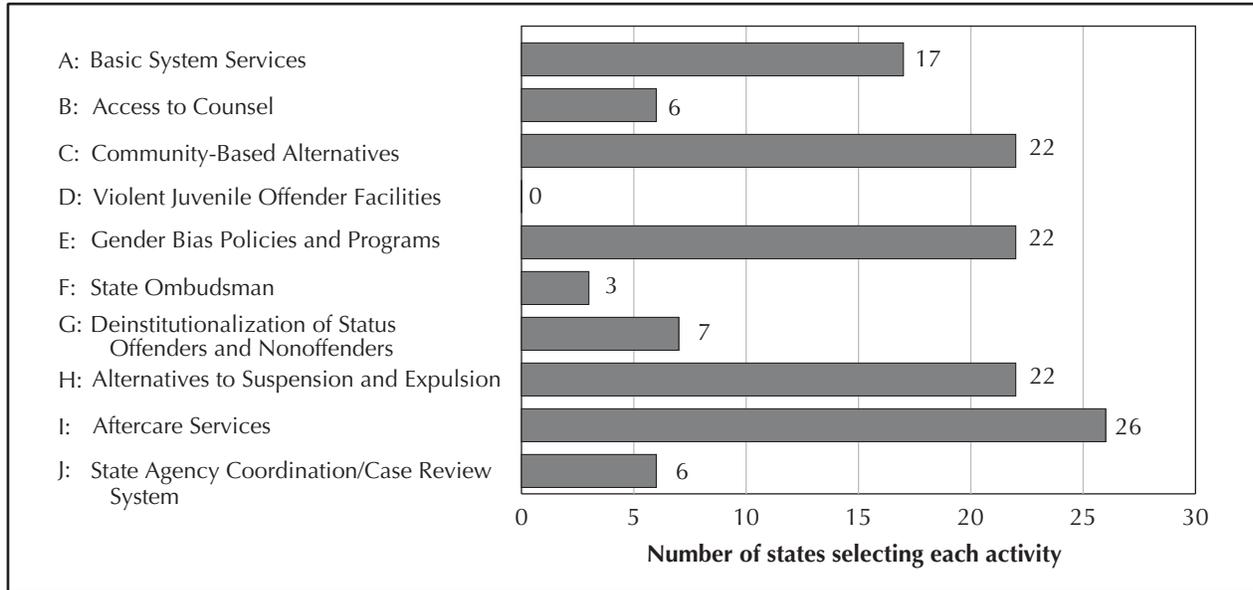
The State Challenge Activities Program provides funding incentives for states participating in the Formula Grants program to improve their juvenile justice systems by developing, adopting, or improving policies and programs in 1 or more of 10 specific State Challenge activities. The program, which was established by the 1992 reauthorization of the JJDP Act of 1974, was not included in the JJDP Act of 2002. Congress appropriated funds for the program in FY 2003, but not in FY 2004. (Background information about the program is available in the OJJDP Bulletin *System Change Through State Challenge Activities: Approaches and Products*, which was released in 2000.)

During FY 2003, OJJDP awarded nearly \$8.8 million in State Challenge grants to 48 states, the District of Columbia, and 5 territories. The State Challenge activities most often addressed in FY 2003 were aftercare (or reentry), community-based alternatives, gender bias policies and programs, and alternatives to suspension and expulsion. Activities least often addressed were violent juvenile offender facilities and state ombudsman programs. A chart summarizing the implementation of State Challenge activities appears on page 43.

Recognizing the importance of helping states bring about systemic changes in their juvenile justice systems, OJJDP developed a series of Bulletins based on the State Challenge program areas. Although the Challenge Program has been discontinued, the series covers a wide range of juvenile justice topics of interest to many practitioners regardless of funding source. Thus, OJJDP is continuing to address these topics through the new online Juvenile Justice Practices Series of Bulletins. Each Bulletin contains a literature review, detailed information on programs that have been demonstrated to be effective or promising, and related resources. Two Bulletins were published in FY 2003 and 2004.

- ◆ *Aftercare Services*, released in September 2003, describes programs to help offenders after their release from correctional facilities.

FY 2003 Challenge Activity Summary



◆ *Access to Counsel*, released in June 2004, examines access to legal counsel in the juvenile justice system.

Targeted Community Action Planning Initiative

OJJDP's Targeted Community Action Planning (TCAP) Initiative is helping several communities develop comprehensive responses that directly target their most pressing juvenile justice and delinquency prevention needs. The Office announced the pilot sites selected to participate in TCAP in September 2003. The sites are Maricopa County, AZ; Champaign, DE; Louisville, KY; Santa Fe, NM; Madison and Union Counties, OH; Providence, RI; North Charleston, SC; Hopewell, VA; and Sawyer County, WI. Development Services Group, Inc., is providing technical assistance to the sites.

The TCAP sites represent diverse populations, including American Indian and Hispanic youth. The sites have identified a range of juvenile justice problems in their communities, such as truancy and other status offenses, disproportionate minority

contact with the juvenile justice system, gang activity, child maltreatment, juvenile sex offending, and immigration issues.

The TCAP Initiative involves four phases: diagnostic assessment of problems; analysis of problems; development of a response; and implementation of the response. The key component of the program is its focus on results rather than process. During FY 2004, the sites identified their most pressing juvenile justice problems and the related threats to public safety, the pathways leading to these problems and threats, and the target juvenile population for their work.

OJJDP anticipates selecting additional TCAP sites in FY 2005. The Office will use existing statistics to identify communities that have significant crime problems and high rates of juvenile crime and delinquency and invite these communities to apply to participate in the TCAP Initiative. To participate, communities will need to demonstrate not only a significant juvenile crime problem but also a willingness to address the problem, an identifiable target population, and the ability to collect related data.

OJJDP released a TCAP Planning Toolkit in 2003. This step-by-step tutorial provides community planners with tools and resources for implementing and sustaining TCAP-related efforts. It guides planners through a process that includes mobilization, assessment, planning, and implementation. The Toolkit includes worksheets and other materials to

help planners collect data, analyze information on resources, develop responses targeted to critical issues, and implement action plans that address a community's most pressing problems. The Toolkit and other information about TCAP are available on the TCAP page of the OJJDP Web site.

Chapter 7: Implementing Tribal Youth Initiatives

Since 1999, OJJDP has supported tribal efforts to prevent and control delinquency and improve the juvenile justice system for American Indian and Alaska Native (AI/AN) youth through the Tribal Youth Program (TYP). The Office oversees TYP as part of the Indian Country Law Enforcement Initiative, a joint activity of DOJ and the U.S. Department of the Interior. Congress has appropriated approximately \$12 million annually for TYP.

During FY 2003 and 2004, OJJDP continued to fund TYP activities, TYP mental health initiatives, training and technical assistance, and research and evaluation projects; developed the Tribal Juvenile Accountability Discretionary Grant program; sponsored the first-ever tribal videoconference in Indian Country; developed publications that address issues related to tribal youth; and maintained a TYP page on its Web site. These and other activities highlighted in this chapter represent OJJDP's efforts to help tribal communities address juvenile crime and victimization involving AI/AN youth.

Tribal Youth Program

OJJDP awards TYP funds directly to tribal communities to develop and implement culturally sensitive delinquency prevention programs, alcohol and substance abuse prevention programs, interventions for court-involved youth, and improvements to the juvenile justice system. Tribes use TYP funding for a variety of activities, including truancy prevention, mentoring programs, youth courts, restitution, home detention, community-based services, and afterschool programs. Many of these activities incorporate traditional tribal cultural events, such as powwows, storytelling, drumming and dancing, and sweat lodges.

OJJDP awarded TYP funds to 29 tribes in FY 2003 and 27 tribes in FY 2004. A list of grantees is available on the TYP page of OJJDP's Web site.

TYP Mental Health Initiative

The TYP Mental Health Initiative helps tribal communities provide substance abuse prevention/intervention and mental health services to youth who are involved in, or at risk of becoming involved in, the juvenile justice system. The initiative was established in FY 2000 in response to evidence of substance abuse and mental health problems in tribal communities. Statistics indicate that compared with other youth, tribal youth begin using alcohol at a younger age and use it more frequently and in greater quantities. In addition, negative consequences of drinking are more common and more severe for tribal youth than for other youth. OJJDP awarded funds for TYP mental health programs to 9 tribes in FY 2003 and 3 in FY 2004, bringing to 28 the total number of awards since 2000.

Tribal Juvenile Accountability Discretionary Grant Program

OJJDP announced a new tribal program in FY 2004 designed to encourage federally recognized tribes to implement programs that strengthen tribal juvenile justice systems and promote reforms that hold AI/AN youth accountable for their offenses. The Tribal Juvenile Accountability Discretionary Grant (JADG) program, a separate program under the Juvenile Accountability Block Grants program, was authorized by the Omnibus Crime Control and Safe Streets Act of 2002. Under the Tribal JADG program, OJJDP awards discretionary funds to tribes to address one or more of 16 specific purpose areas outlined on the JABG page of OJJDP's Web site. In FY 2004, OJJDP awarded three cooperative agreements under the Tribal JADG program. The recipients were the Menominee Indian Tribe of Wisconsin, the Chickasaw Nation (Oklahoma), and the Washoe Tribe of Nevada and California.

Training and Technical Assistance

OJJDP provides a comprehensive program of training and technical assistance for TYP grantees. The Native American Alliance Foundation (NAAF), Albuquerque, NM, was competitively selected to provide this service beginning in FY 2003 and since has served almost 700 individuals. Major activities included sponsoring workshops on topics such as adding adolescent treatment components to TYP projects, using strength-based strategies to work with youth, and managing information systems and evaluation activities. NAAF also sponsored orientation meetings for new grantees, held regional meetings for TYP and mental health grantees, organized focus group meetings, developed curriculum materials, and helped TYP grantees develop their own materials.

NAAF maintains a Web site (www.native-alliance.org) and listserv to help tribal programs access up-to-date information and resources about issues such as substance abuse, Healing to Wellness courts, program management, and juvenile crime prevention and intervention.

Conferences

As part of its efforts to reach out to tribal leaders and communities, OJJDP convened two major conferences during FY 2003 and 2004. The conferences focused on issues and challenges facing tribal youth.

Conference in Indian Country

As part of its T&TA activities, OJJDP sponsored a day-long conference for tribal leaders in Window Rock, AZ, the government seat of the Navajo Nation, on July 1, 2003. More than 170 tribal leaders and community members, juvenile justice officials and practitioners, and others concerned with the well-being of tribal youth attended the conference. The theme was "Holding Up Both Ends of the Sky:



Navajo Code Talkers led the opening flag ceremony at the July 2003 conference, "Holding Up Both Ends of the Sky: Juvenile Justice Partners in Indian Country."

Juvenile Justice Partners in Indian Country." Participants discussed the problems facing tribal communities and learned about federally funded programs available to help address them.

The conference was rich in Native American culture and included traditional songs, a flag ceremony led by members of the Navajo Code Talker

Association, and a traditional lunch served by the Boys & Girls Clubs of the Navajo Nation. A 2-hour videoconference featured a panel discussion with the OJJDP Administrator and tribal representatives and documentaries on six TYP-funded youth programs. The conference is summarized in *OJJDP News @ a Glance* (July/August 2003). The videoconference portion can be viewed on the Juvenile Justice Telecommunications Assistance Project Web site (www.trc.eku.edu/jj/archive.html).

Tribal Leaders Listening Conference

OJJDP convened a Tribal Leaders Listening Conference in Washington, DC, on September 27–28, 2004. The conference coincided with the grand opening of the National Museum of the American Indian, located on the National Mall. Its purpose was to foster collaboration between tribes and the federal government on issues and challenges affecting tribal youth. Participants included tribal leaders who are committed to addressing these issues and challenges. They met with representatives from the U.S. Departments of Justice, Education, the Interior, and Health and Human Services. Prior to the conference, the tribal leaders attended regional focus groups to initiate discussions and shape the content of the September conference.

Research and Evaluation Activities

OJJDP supports research and evaluation activities designed to provide empirical evidence about juvenile justice and delinquency prevention policies and practices and their impact on tribal youth.

Longitudinal Study

In 2002, OJJDP began a major new study of risk and protective factors for juvenile delinquency in tribal communities. The Longitudinal Study of Tribal Youth Risk and Resiliency Using the Community Readiness Model is being conducted by Colorado State University's Tri-Ethnic Center for Prevention Research, Boulder, CO. The principal investigator and key staff involved in the study are American Indian. By emphasizing culture and history, the study will significantly add to knowledge about the factors that affect delinquency and resiliency among tribal youth and will promote development of culturally appropriate research methods for use with tribal communities.

During FY 2003 and 2004, researchers completed a feasibility study and began working with three tribes to develop methodology and infrastructure for the longitudinal study. The participating tribes are the Assiniboine-Sioux of Ft. Peck (MT), the Nez Perce (ND), and the Red Lake Band of Chippewa (MN).

The feasibility study produced an assessment of tribes' readiness to engage in research about delinquency prevention and develop action plans, an annotated bibliography of literature relevant to AI/AN delinquency, a monograph exploring aspects of delinquency in tribal areas (written by experts in the field, many of whom are American Indian), descriptions of the three participating tribes' current

juvenile justice systems, and tribal histories reflecting strengths that may apply to delinquency prevention. Researchers also developed a methodology/design plan and instruments that incorporate both established research practices and specific tribal needs.

Research is often a sensitive issue with tribes. Each of the three tribes initiated its own tribal resolution to participate in this project. In one case, although the tribe remained strongly committed to this study because tribal members are directing the research, the tribal council stipulated that no additional research be conducted on its reservation.

TYP Evaluation Project

During FY 2003 and 2004, OJJDP continued to support a program that is helping five tribes evaluate the effectiveness of efforts they have funded with their TYP grants. The Tribal Youth Evaluation Facilitation Project is being conducted by the Michigan Public Health Institute, Okemos, MI. Participating tribes are the Eastern Aleutian Tribes, Inc. (AK); the Hannahville Indian Community (MI); the Lower Elwha Klallam Tribe (WA); the Navajo Nation (AZ/NM); and the Puyallup Tribe of Indians (WA).

This project is building the capacity of tribes to conduct their own evaluations of TYP-funded activities. It is also documenting the juvenile justice activities and responsibilities of tribal communities; how they interrelate with county, state, and federal governments; and the historical, social, and economic contexts in which they exist. The final phase of the evaluation project began in 2004. Researchers are comparing participating tribes with five TYP-funded tribes that did not receive evaluation assistance. Study results are expected in 2005.

New Publications

OJJDP released two new Bulletins that address juvenile justice issues related to AI/AN youth.

◆ *OJJDP's Tribal Youth Initiatives*, published in May 2003, describes the Office's efforts to assist tribal communities in addressing risk factors for delinquency.

◆ *Youth Gangs in Indian Country*, published in March 2004, describes the nature of youth gangs in Indian country and presents an overview of programmatic responses to the problem. The Bulletin draws on research findings from a National Youth Gang Center survey of a national sample of tribal respondents and a field study of gangs in the Navajo Nation.

Chapter 8: Collecting Information on Juveniles in Custody

For three decades, OJJDP has collected information on the number of juveniles held in detention and other facilities. Until 1995, these data were gathered through the biennial Census of Public and Private Juvenile Detention, Correctional, and Shelter Facilities, better known as the Children in Custody (CIC) Census. In the late 1990s, OJJDP initiated two new data collection programs to gather comprehensive and detailed information about juvenile offenders in custody and about the facilities that house them: the Census of Juveniles in Residential Placement (CJRP) and the Juvenile Residential Facility Census (JRFC).

CJRP and JRFC collect information from all secure and nonsecure residential facilities that house juvenile offenders, defined as persons younger than 21 who are held in a residential setting because of an offense and as a result of some contact with the justice system. This encompasses both status offenders and delinquent offenders, including those who are either detained or committed for an offense.

Both CJRP and JRFC ask facilities to report on the number of juveniles in residential placement. Although the most recent aggregate data on the number of juveniles in placement are from the 2002 JRFC, more detailed data are available from the 2001 CJRP, which asks facilities to report individual-level information on each resident.

This chapter summarizes data derived mainly from CJRP and JRFC. It also discusses a recent OJJDP survey of youth in residential placement and an upcoming study on juveniles on probation and the offices that supervise them.

Census of Juveniles in Residential Placement

CJRP has been conducted four times, in 1997, 1999, 2001, and 2003. The 2003 CJRP was recently completed, and findings are expected to be available in early 2005. The following information on juveniles in custody is from the 2001 CJRP.

An estimated 104,413 juvenile offenders were in residential placement in 2001, a 4-percent decrease from 1999 and the lowest count since CJRP data collection began in 1997. Although the numbers have decreased, the offense profile of juveniles in custody remains similar to the 1999 and 1997 profiles.

The offense profile of youth in residential placement was similar in 1997, 1999, and 2001

Offense	1997	1999	2001
Person	33%	35%	33%
Property	30	29	28
Drug	9	9	9
Public Order	9	10	10
Technical Violation	12	13	15
Status Offense	7	4	5

Source: *Census of Juveniles in Residential Placement Databook* (ojjdp.ncjrs.org/ojstatbb/cjrp/asp/State_Offense.asp).

In 2001, juvenile offenders were held in 2,980 facilities: 1,197 public facilities, 1,774 private facilities, and 9 tribal facilities. Public facilities held 70 percent of all juvenile offenders in residential placement, private facilities held 30 percent, and tribal facilities held less than 1 percent.

As a resource for those who want to learn more about youth in custody, OJJDP makes CJRP data available online in the “Statistical Briefing Book” section of the OJJDP Web site.

Juvenile Residential Facility Census

JRFC collects information about facilities (rather than residents) and includes questions about available beds, security, and services (education, mental health, medical, and substance abuse). JRFC also asks about deaths of residents in custody. JRFC was conducted in 2000 and 2002 and will be conducted again in October 2004. The following information is from the 2002 JRFC.

Facility Size

Facility size varied widely in the 2002 JRFC. Although more than half of all facilities were small (fewer than 20 residents), nearly half of all juvenile offenders in custody were held in large facilities (more than 100 residents). The largest facilities (more than 200 residents) accounted for only 3 percent of all facilities but held 27 percent of all juveniles in custody. The smallest facilities (10 or fewer residents) accounted for 34 percent of all facilities but held only 5 percent of all offenders.

Crowding

Facilities reported the number of standard beds and the number of occupied makeshift beds as of the census date. Six percent of facilities indicated that they did not have enough standard beds for all of their residents. These “crowded” facilities held about 14 percent of all youth in custody.

Crowding occurs when the number of residents occupying all or part of a facility exceeds a predetermined limit based on square footage, utility use, or even fire codes. Comparing the number of residents to the number of standard beds—although

Six percent of facilities reported not having enough beds for residents

	Facilities under capacity (%)	Facilities at capacity (%)	Facilities over capacity (%)
Total	64	30	6
Public	69	16	15
Private	60	39	1

Note: A single bed was counted as one standard bed, a bunk bed as two standard beds. Makeshift beds (e.g., cots, roll-outs, mattresses, sofas) were not counted. Facilities were classified as over capacity if they reported more residents than standard beds or if they reported any occupied makeshift beds.

Source: Sickmund, M. Forthcoming. *Juvenile Residential Facility Census, 2002: Selected Findings*. OJJDP Bulletin.

The number of juvenile offenders held in facilities varied widely

Facility size (number of residents)	Number of facilities	Percent of facilities	Number of offenders	Percent of offenders
All facilities	2,964	100	102,388	100
1–10	1,003	34	4,845	5
11–20	648	22	7,806	8
21–50	704	24	19,819	19
51–100	350	12	20,630	20
101–200	171	6	21,664	21
201–972	88	3	27,624	27

Source: Sickmund, M. Forthcoming. *Juvenile Residential Facility Census, 2002: Selected Findings*. OJJDP Bulletin.

not a perfect measure of crowding—gives a sense of a facility’s crowding situation. However, a facility may be crowded even if it is not relying on make-shift beds. For example, crowding problems may exist in a facility that uses standard beds in the infirmary for youth who are not sick or standard beds in seclusion for youth who have not committed infractions. Thus, in considering crowding, it is important to look at facilities that are at, as well as over, standard bed capacity.

Locked Rooms

According to the 2002 JRFC, 32 percent of facilities that reported security information said they locked youth in their sleeping rooms to confine them at least some of the time. Only 7 percent of private facilities locked youth in sleeping rooms, compared with 66 percent of public facilities. Among facilities that locked youth in sleeping rooms, three-quarters did this when youth were out of control, and one-quarter did it when youth were suicidal.

Deaths in Custody

The 2002 JRFC found that 26 juveniles died while in custody, compared with 30 in 2000 and 45 in 1994. The 26 deaths in 2002 occurred in 24 facilities: 22 facilities reported single deaths, 2 facilities

each reported 2 deaths. Concern has been expressed about the risk of death for juveniles in custody as compared to the risk for youth in the general population. If the death rate for youth in the general population is applied to the population of juveniles in custody, more than 60 deaths per year would be expected—more than double the number actually reported to JRFC in 2002.

More than half of deaths reported in 2002 occurred inside the facility (14 of 26). Public facilities accounted for most deaths that occurred inside the facility, and private facilities accounted for most deaths that occurred outside the facility. Overall, public facilities reported 16 deaths; private facilities reported 10.

Suicide was the most commonly reported cause of death in custody during the 12 months prior to the census. The next most common cause was accidents. All facilities that reported suicides said they evaluate all residents for suicide risk, and all but two said they make that evaluation within 24 hours of a resident’s arrival. One facility said it evaluated by the end of the first week, and another said it screened for suicide risk at detention intake or if a youth is referred for screening by a counselor. A total of 122 facilities reported transporting at least one juvenile to a hospital emergency room because of a suicide attempt; none of these facilities reported a suicide death.

Suicide was the most commonly reported cause of death in custody during the 12 months prior to the census

Cause of death	Total	Inside the facility			Outside the facility		
		All	Public	Private	All	Public	Private
Total	26	14	11	3	12	5	7
Suicide	10	8	7	1	2	1	1
Accident	6	1	1		5	2	3
Illness/natural	6	4	2	2	2	1	1
Homicide by nonresident	2	0			2	1	1
Other	2	1	1	0	1	0	1

Note: Data are reported deaths of youth in custody from 10/1/2001 through 9/30/2002.

Source: Sickmund, M. Forthcoming. *Juvenile Residential Facility Census, 2002: Selected Findings*. OJJDP Bulletin.

Survey of Youth in Residential Placement

In addition to supporting the collection of important information through CJRP and JRFC, OJJDP has long recognized the value of surveying youth in juvenile justice system facilities. Such surveys can provide a wealth of information on past offending behavior, pathways to delinquency, family and social environments, and experiences in custody. In 1998, OJJDP awarded a cooperative agreement to Westat, Inc., Rockville, MD, to develop the Survey of Youth in Residential Placement (SYRP), which collects self-report data from a national sample of juveniles in residential placement.

SYRP encompasses youth with long-term placements in training schools and residential treatment facilities and those with short-term placements in detention centers, shelters, and group homes. The purpose is to obtain individual-level information on the background and custody experience of these youth. Among questions SYRP addresses are the following:

- ◆ Who are the youth in custody? What are their needs?
- ◆ Are these youth in settings that are healthy, safe, secure?
- ◆ Are they being appropriately held accountable for offenses?
- ◆ What are their expectations for the future?

The survey instrument—the Audio-Computer-Assisted Self-Interview (ACASI)—uses a desktop computer screen, headphones, and stylus to collect information. The instrument underwent extensive testing in 2000. A representative sample of more than 7,000 youth ages 10–20 in 204 facilities nationwide completed the survey in 2003. Findings are being analyzed, and a final report is expected in early 2005. OJJDP also plans to disseminate findings through a series of bulletins and at conferences.

Census and Survey of Juvenile Probation

To help determine the number of juveniles under community supervision and the nature of that supervision, OJJDP funds the Census and Survey of Juvenile Probation (CSJP), which is being conducted jointly by George Mason University, Fairfax, VA, and the U.S. Bureau of the Census. CSJP consists of two surveys: the Census of Juvenile Probation Supervision Offices, which gathers information on juvenile probation counts, processing, and programming; and the Census of Juveniles on Probation, which collects aggregate counts of juveniles on probation by geographic area and information about their demographic characteristics and offenses. Both surveys will be field tested in 2005 and administered in 2005 and 2006.

Chapter 9: Getting the Word Out

During the past 2 years, OJJDP continued its effort to provide information to the field in a more timely manner by shifting its focus from printed to electronic documents. The move toward electronic publication is especially beneficial for statistical information, which often becomes outdated shortly after publication. Electronic publishing allows the Office to release updated statistical publications soon after new data become available. In addition, readers benefit from being able to electronically incorporate information from OJJDP documents into their own materials and from using electronic links to Web sites referenced in OJJDP documents. Although the Office is moving away from printed documents, its electronic documents undergo the same rigorous editing and review process used for printed documents, ensuring that OJJDP continues to provide consistently reliable information to the field.

The Office had many accomplishments in information dissemination during FY 2003 and 2004. Topping the list is the redesign of the OJJDP Web site and the development of two new online series of publications. The Office's popular bimonthly newsletter continued to keep the field abreast of OJJDP programs and activities.

These and the other activities discussed in this chapter make it clear that getting the word out remains an OJJDP priority.

Web Site Redesign

OJJDP remains committed to providing accurate, timely information that supports efforts to make a real difference in the lives of America's youth, and its Web site (www.ojp.usdoj.gov/ojjdp) is a cornerstone of that commitment. The Office has redesigned the Web site, giving it a fresh, contemporary look

and helping users find information faster, with fewer clicks. New navigational elements make using the site more intuitive. Information on the Web pages is more focused and easier to read. A new FAQ (Frequently Asked Questions) section provides answers about OJJDP and its activities. The revised calendar of events makes it possible to find conferences or workshops instantly.

The heart of the redesigned Web site is its database-driven capability, which gives users quick access to comprehensive information. By visiting the Topics page and selecting a specific topic (or subtopic), users can access all items related to that topic, such as funding opportunities, programs, events, and publications. Users also can search for OJJDP publications alphabetically, chronologically, and by topic, subtopic, and series. In addition, the new database dramatically simplifies the process of updating the site's content, ensuring that visitors to the Web site find the most current information. The Web site received more than 46 million visits in FY 2003 and an estimated 55 million visits in FY 2004.

OJJDP's redesigned Web site won a 2004 Award for Publication Excellence (APEX) in the category Most Improved Web and Intranet Sites. This was the 16th annual APEX competition, which is open to communicators in corporate, nonprofit, and government settings. The competition drew nearly 5,500 entries.

Statistical Briefing Book

The Statistical Briefing Book (SBB) section of OJJDP's Web site, which presents user-friendly statistical answers to frequently asked questions about juvenile crime and victimization, is a popular resource for practitioners, policymakers, the media, and the general public. Visitors to the SBB site can

quickly find reliable answers to a variety of questions, such as: Are juveniles responsible for as much violent crime as adults? Are youth safer at school or away from school? How often are guns involved in crimes by and against juveniles? How do juvenile arrest rates vary by state?

Developed for OJJDP by the National Center for Juvenile Justice (NCJJ), Pittsburgh, PA, SBB was recently redesigned to include new features that make the section even more useful and easier to navigate. SBB users now have more ways to find information, new links to national data sets and other resources, and better access to online statistical publications from OJJDP. New topical sections answer questions about juvenile probation, juvenile reentry and aftercare, and juvenile justice system structure and processes. NCJJ and OJJDP continually update SBB, ensuring that users will find the latest available information.

Bimonthly Newsletter



OJJDP News @ a Glance, a bimonthly newsletter now in its third year, continues to grow in popularity. The newsletter had 1,096 subscribers at the end of FY 2002; as of September 2004, it had more than 7,000 subscribers. The newsletter provides up-to-date notices of OJJDP activities, recent publica-

tions, funding opportunities, and upcoming events. Topics covered in recent editions include gang reduction programs, mentoring activities, truancy, substance abuse, programs for American Indian youth, and training and technical assistance opportunities. A cornerstone in the Office's growing emphasis on electronic dissemination, the newsletter will convert to electronic-only dissemination by the end of 2004. In addition to making the newsletter more cost efficient, the change will mean that subscribers have faster access to its content.

Subscription information and past issues of the newsletter are available on the OJJDP Web page.

Juvenile Justice Clearinghouse

OJJDP's Juvenile Justice Clearinghouse (JJC) continues to provide accessible, reliable information about juvenile justice, delinquency prevention, and child protection to the public and to juvenile justice practitioners. Operated through a contract with Aspen Systems Corporation, Rockville, MD, JJC produces many of OJJDP's publications, maintains a toll-free number, responds to information requests, and manages the OJJDP Web site. JJC is a component of the National Criminal Justice Reference Service, which maintains a database of approximately 180,000 titles, 55,000 of which are devoted to juvenile justice topics.

During the past 2 years, JJC distributed more than 900,000 documents and responded to more than 40,000 requests for information. Because OJJDP has placed a greater emphasis on electronic dissemination, JJC has seen a decrease in the number of documents ordered, indicating that its promotion of online dissemination is working. In addition, JJC has noticed an overall drop in requests for information and increased use of its Web resources, attesting to the quality and quantity of information available on the OJJDP Web site.

Major JJC accomplishments in FY 2003 and 2004 included redesigning OJJDP's Web site and SBB page and promoting the "Coach a Kid in the Game of Life" mentoring Web page (discussed in chapter 3). JJC also coordinates JUVJUST, OJJDP's popular electronic mailing list that provides short notices about news from OJJDP and other youth-related organizations. By the close of FY 2004, the number of JUVJUST subscribers had grown to more than 12,000. Working with OJJDP, JJC posted almost 200 JUVJUST messages during the past 2 years.

For information on how to contact JJC, see page viii.

New Publications

During FY 2003 and 2004, OJJDP developed and produced a number of new electronic and printed Fact Sheets, Bulletins, and Reports (see appendix). These documents, many of which have been noted throughout this Report, address a wide range of issues, including missing children, delinquency prevention, youth gangs, and tribal youth. The publications highlighted below illustrate some of OJJDP's major accomplishments in this area during the past 2 years. Unless otherwise noted, all publications are available on OJJDP's Web site.

Online Fact Sheets on Juvenile Court Statistics

OJJDP publishes a series of annual Fact Sheets presenting statistical information about juvenile court cases. Beginning in 2003, the Office switched from print to electronic dissemination of these Fact Sheets to make the information available in a more timely fashion. The series includes an overview of delinquency cases and Fact Sheets on specific topics such as person offenses, cases waived to criminal court, placement of adjudicated youth, probation, detention, and drug offenses.

Juvenile Justice Practices Series

As noted in chapter 6, OJJDP launched another important new online resource in 2003 for juvenile justice policymakers, decisionmakers, and professionals who develop and administer programs for youth. The Juvenile Justice Practices Series of Bulletins distills the latest information—research findings, lessons learned, promising practices, useful tools, and organizational resources—about specific juvenile justice program areas. The first Bulletin in the series examines aftercare services for youth released from the juvenile justice system. The second Bulletin addresses access to legal counsel for juveniles. Future Bulletins in the series will discuss state ombudsman programs, basic system services, community-based alternatives, gender-specific policies and programs, and alternatives to suspension and expulsion from school.

I believe [electronic publication] is a better way to save on publishing costs. I have the opportunity to read your publication, and then if it relates to an issue that is important to my community or program, I can save it for future reference. Also, if I need to incorporate some of your information or documentation, I can cut and paste your information into my research. Thanks for your electronic email, it truly saves on time and paper.

Department of Juvenile Justice, Florida

Child Delinquency Bulletin Series

OJJDP initiated a new series of Bulletins in FY 2003 based on findings from the OJJDP-supported Study Group on Very Young Offenders. The Child Delinquency Series offers the latest information about child delinquency, including analyses of child delinquency statistics, insights into the origins of offending by children, and descriptions of early intervention programs and approaches to preventing the development of delinquent behavior by focusing on risk and protective factors. The four Bulletins released in FY 2003 are described in chapter 3.

Updates of Missing Children Publications

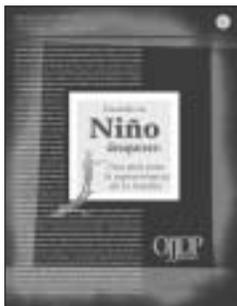
OJJDP recently updated three publications widely used in the recovery of missing and exploited children. The updated publications were distributed at the National Missing Children's Day ceremony in May 2004 (see chapter 2).

- ◆ *Investigative Checklist for First Responders* lists actions to be taken by law enforcement in the initial stages of a missing child investigation. This publication is available on the National Center for Missing and Exploited Children Web site (www.missingkids.org).
- ◆ *Federal Resources for Missing and Exploited Children: A Directory for Law Enforcement and Other Public and*

Private Agencies describes the federal services, programs, publications, and training sessions that address child sexual exploitation issues, child pornography, child abduction, Internet crime, and missing children cases.

- ◆ *When Your Child Is Missing: A Family Survival Guide* provides parents with the most current information on, and helpful insights into, what families should do when a child is missing. This third edition of the guide includes expanded information about AMBER Alert (discussed in chapter 2).

Spanish Translations



Committed to making its resources more readily accessible to the nation's growing Hispanic population, OJJDP released Spanish-language editions of two publications in 2003 that provide guidance for parents of missing children: *Cuando Su Niño Desaparece: Una Guía Para la Supervivencia de la Familia* (*When Your Child Is Missing: A Family Survival Guide*) and *Guía de Recursos de la Familia Contra el Secuestro Parental Internacional* (*A Family Resource Guide on International Parental Kidnapping*).

Satellite Videoconferencing

Sharing information with practitioners, policymakers, and researchers via satellite videoconferencing saves both time and money because it allows viewers to participate in discussions, learn about new programs, and gather information without traveling to a conference site. OJJDP has sponsored satellite videoconferences since 1995 through a grant to Eastern Kentucky University (EKU), Richmond, KY. The videoconferences usually include a panel discussion, a question and answer session, and taped documentaries. During FY 2003 and 2004, as noted throughout this Report, OJJDP sponsored several videoconferences. Topics included child prostitution, mentoring, tribal youth issues, and truancy.

In addition, OJJDP helped Big Brothers Big Sisters celebrate a century of youth mentoring by broadcasting the organization's anniversary events in June 2004 via satellite and cybercast from New York City. The broadcasts demonstrated the impact of effective mentoring programs and strategies. (For information about Big Brothers Big Sisters and the centennial celebration, see the May/June 2004 issue of *OJJDP News @ a Glance* or visit www.bbbsa.org.)

Videotapes of past OJJDP satellite videoconferences can be viewed on the Juvenile Justice Telecommunications Assistance Project Web site (www.trc.eku.edu/jj/archive.html). The tapes are available for purchase from JJC for \$15.

Appendix: OJJDP Publications Produced in FY 2003 and FY 2004

The following publications are available on OJJDP's Web site and many are also available in print. Additional information on accessing publications appears at the beginning of this Report.

Access to Counsel (Juvenile Justice Practices Series online Bulletin), NCJ 204063

Aftercare Services (Juvenile Justice Practices Series online Bulletin), NCJ 201800

Assessing the Mental Health Status of Youth in Juvenile Justice Settings (Bulletin), NCJ 202713

Best Practices in Juvenile Accountability: Overview (JAIBG Series Bulletin), NCJ 184745

Blueprints for Violence Prevention (online Report), NCJ 204274

Changes to OJJDP's Juvenile Accountability Program (Bulletin), NCJ 200200

Child Delinquency: Early Intervention and Prevention (Child Delinquency Series Bulletin), NCJ 186162

Community Correlates of Rural Youth Violence (Bulletin), NCJ 193591

Cuando Su Niño Desaparece: Una Guía Para la Supervivencia de la Familia [Spanish translation of *When Your Child Is Missing: A Family Survival Guide*, 2d edition] (Report), NCJ 178902

Delinquency Cases in Juvenile Courts, 1999 (online Fact Sheet), FS-200302

Delinquency Cases Waived to Criminal Court, 1990-1999 (online Fact Sheet), FS-200304

Detection and Prevalence of Substance Use Among Juvenile Detainees (Bulletin), NCJ 203934

Detention in Delinquency Cases, 1990-1999 (online Fact Sheet), FS-200307

Disproportionate Minority Confinement: 2002 Update (Summary), NCJ 201240

Drug Offense Cases in Juvenile Courts, 1990-1999 (online Fact Sheet), FS-200308

Explanations for the Decline in Child Sexual Abuse Cases (Crimes Against Children Series Bulletin), NCJ 199298

Guía de Recursos de la Familia Contra el Secuestro Parental Internacional [Spanish translation of *A Family Resource Guide on International Parental Kidnapping*] (Report), NCJ 199832

Highlights of the 2001 National Youth Gang Survey (Fact Sheet), FS-200301

Highlights of the 2002 National Youth Gang Survey (Fact Sheet), FS-200401

How Families and Communities Influence Youth Victimization (Bulletin), NCJ 201629

Juvenile Arrests 2000 (Bulletin), NCJ 191729

Juvenile Arrests 2001 (Bulletin), NCJ 201370

Juvenile Arrests 2002 (Bulletin), NCJ 204608

Juvenile Court Placement of Adjudicated Youth, 1990-1999 (online Fact Sheet), FS-200305

Juvenile Court Statistics 1998 (Report), NCJ 193696

Juvenile Court Statistics 1999 (online Report), NCJ 201241

Juvenile Delinquency Probation Caseload, 1990-1999 (online Fact Sheet), FS-200306

Juvenile Justice, Volume IX, Number 1 (Journal), NCJ 203555

Juvenile Residential Facility Census, 2000: Selected Findings (National Report Series Bulletin), NCJ 196595

Juvenile Suicides, 1981–1998 (Youth Violence Research Series Bulletin), NCJ 196978

Juveniles in Corrections (National Report Series Bulletin), NCJ 202885

Juveniles in Court (National Report Series Bulletin), NCJ 195420

Latest Resources From OJJDP (Catalog), BC 000115

OJJDP Annual Report 2001 (Report), NCJ 194819

OJJDP Annual Report 2002 (Report), NCJ 202038

OJJDP Formula Grants Program Overview (Fact Sheet), FS–200402

OJJDP News @ a Glance (Newsletter)

November/December 2002, Vol. I, No. 6,
NCJ 197613

January/February 2003, Vol. II, No. 1,
NCJ 198473

March/April 2003, Vol. II, No. 2, NCJ 199269

May/June 2003, Vol. II, No. 3, NCJ 199996

July/August 2003, Vol. II, No. 4, NCJ 201242

September/October 2003, Vol. II, No. 5,
NCJ 201826

November/December 2003, Vol. II, No. 6,
NCJ 202802

January/February 2004, Vol. III, No. 1,
NCJ 203557

March/April 2004, Vol. III, No. 2, NCJ 204171

May/June 2004, Vol. III, No. 3, NCJ 205365

July/August 2004, Vol. III, No. 4, NCJ 205976

September/October 2004, Vol. III, No. 5,
NCJ 206629

OJJDP's Tribal Youth Initiatives (Bulletin),
NCJ 193763

Person Offenses in Juvenile Court, 1990–1999 (online Fact Sheet), FS–200303

Prevalence and Development of Child Delinquency (Child Delinquency Series Bulletin), NCJ 193411

Prostitution of Juveniles: Patterns From NIBRS (Crimes Against Children Series Bulletin), NCJ 203946

Race as a Factor in Juvenile Arrests (Bulletin),
NCJ 189180

Risk and Protective Factors of Child Delinquency (Child Delinquency Series Bulletin), NCJ 193409

Successful Program Implementation: Lessons From Blueprints (Bulletin), NCJ 204273

Title V Community Prevention Grants Program: 2001 Report to Congress (Report), NCJ 198482

Title V Community Prevention Grants Program: 2002 Report to Congress (Report), NCJ 202019

Treatment, Services, and Intervention Programs for Child Delinquents (Child Delinquency Series Bulletin),
NCJ 193410

Trends in Juvenile Violent Offending: An Analysis of Victim Survey Data (Bulletin), NCJ 191052

Victims of Violent Juvenile Crime (Bulletin),
NCJ 201628

Violent Victimization as a Risk Factor for Violent Offending Among Juveniles (Bulletin), NCJ 195737

When Your Child Is Missing: A Family Survival Guide [3d edition] (Report), NCJ 204958

Youth Gangs in Indian Country (Youth Gang Series Bulletin), NCJ 202714