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Combating Violence and Delinquency:

The National Juvenile Justice Action Plan

Summary



Office of the Attorney General
Washington, D. C. 20530

March 16, 1999

The President
The White House
Washington, DC 20500

Dear Mr. President:

I am pleased to report to you on the work of the Coordinating Council on Juvenile Justice and Delinquency Prevention (the Council) as established by Section 206 of the Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5616 et seq., as amended). The Council is dedicated to coordinating the overall policy and development of objectives and priorities for all federal juvenile delinquency and missing and exploited children's programs and activities. As Chair of the Council, I present in this letter specific recommendations for enhancing the efforts of the Council in 1999 as we continue our work into the next millennium.

This past year, the Council continued to support the implementation of a national juvenile justice action plan as set forth in the Council's publication, *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*. This plan provides a foundation for and focus on juvenile violence and delinquency prevention. Through the supportive efforts of the Council's federal agency and practitioner members, the *Action Plan's* eight-point statement of objectives and strategies is being implemented. The objectives are to (1) provide immediate intervention and appropriate sanctions and treatment for delinquent juveniles; (2) prosecute certain serious, violent, and chronic juvenile offenders in criminal court; (3) reduce youth involvement with guns, drugs, and gangs; (4) provide opportunities for children and youth; (5) break the cycle of violence by addressing youth victimization, abuse, and neglect; (6) strengthen and mobilize communities; (7) support the development of innovative approaches to research and evaluation; and (8) implement an aggressive public outreach campaign on

effective strategies to combat juvenile violence. The *Action Plan's* objectives are designed to strengthen state and local initiatives to reduce juvenile violence and increase the capacity of the juvenile justice system to respond to and prevent delinquency.

One of the Council's highlights for FY 1997-1998 included convening a focus group to discuss with experts the link between learning disabilities, related disabilities, and juvenile delinquency. The focus group members reviewed current practices in the juvenile justice system and made recommendations for further action to the Council. Another priority area of the Council was to review the status of youth who are held in federal custody. Findings and recommendations from both activities are outlined in the enclosed report. The Council's work in the area of missing and exploited children's programs and activities and its role in multiagency youth substance abuse prevention efforts are also featured.

Federal agencies have implemented a variety of activities in support of the *Action Plan's* objectives, many of which involve interagency collaboration. Examples of each participating federal agency's activities related to the goals in the *Action Plan* are provided in the enclosure.

To ensure that federal agencies develop a comprehensive approach for tackling current and future issues related to juvenile delinquency and victimization, the Council recommends the following actions.

- (1) The Coordinating Council should continue to emphasize interagency planning and program development that uses the best available information, research, knowledge, and experience from all federal agencies. Continued emphasis should be placed on collaborative planning, program development, and research and evaluation efforts among federal agencies to increase impact and benefits and maximize federal resources.
- (2) Forums for sharing information, data, evaluation results, and research among federal agencies should be developed and maintained in order to eliminate duplication of effort and increase information sharing and dissemination. Coordinating Council working groups and task forces, such as the Federal Agency Task Force on Missing and Exploited Children, should continue to focus their efforts on sharing information,

disseminating research results, and coordinating programs and activities to further enhance efforts to address juvenile crime, violence, exploitation, and victimization. Where possible, joint funding arrangements should be explored to enhance knowledge, information, and resources.

- (3) Youth involvement should be an essential component in community crime and violence prevention strategies. Programs that involve youth in the identification of problems and the development of community-based solutions (such as the Department of Justice's Youth Focused Community Policing Initiative, which is a collaborative effort between the Office of Juvenile Justice and Delinquency Prevention, Office of Community Oriented Policing Services, and Community Relations Service), should continue to play an important role in the fight against juvenile crime and victimization.
- (4) Federal support to communities must be tailored so the coordination and dissemination of information about existing programs and technical assistance and training resources are easily accessible. Continued emphasis should be placed on developing and disseminating information that is current, useful, and comprehensive in nature. The use of written tools (e.g., Matrix of Community-Based Initiatives and Partnerships Against Violence Network (PAVNET) materials), as well as electronic media (e.g., Federally Assisted Community Efforts (FACE), the comprehensive database and management information system that is being developed by the Coordinating Council) that are comprehensive in nature, span multiple agencies, and are easily disseminated to the field should continue to be utilized and expanded.
- (5) Public and private partnerships to improve youth employability and self-sufficiency should receive increased emphasis. This includes federal, state, and local public and private partnerships (e.g., Task Force for Employment and Training for Juvenile Offenders and High Risk Youth) that create long-term job opportunities for youth and provide important linkages between education, employment preparation, skill development, and personal growth.
- (6) Programs that provide for remedial education, special education, literacy training, and transition services

should be supported and strengthened. Youth with learning disabilities, including adjudicated youth and youth in community programs and correctional institutions, should receive additional attention and services.

- (7) The Coordinating Council should continue to concentrate on the links between child maltreatment and juvenile delinquency. An interagency working group, formed earlier this year, is studying ways to address this issue and will make recommendations to the Coordinating Council.
- (8) Missing and exploited children's programming should focus on programs that are national in scope, promote awareness, and enhance the Nation's response to missing and exploited children and their families. Continued emphasis should be placed on improving knowledge, skills, and capabilities of practitioners to effectively prevent and handle cases involving missing and exploited children; providing ongoing assistance to families of missing children by developing tools (e.g., the newly released document *When Your Child Is Missing: A Family Survival Guide*); and providing ongoing comprehensive support and resources (through the National Center for Missing and Exploited Children, state missing children clearinghouses and nonprofit organizations, and the family support network, which provides immediate assistance to families of missing children through the use of trained, victim-parent volunteers).
- (9) The Coordinating Council should continue to serve as a conduit for sharing information on effective prevention and intervention strategies. It should also facilitate networking and communications among federal, state, tribal, national, and local jurisdictions related to juvenile justice and delinquency prevention. Continued emphasis should be placed on identifying strategies and approaches that are collaborative and comprehensive in nature and on identifying issues among the various constituent groups that require further attention and intervention.

The President

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As the Council Chair, I am committed to working closely with Council members to monitor our progress on these recommendations as we all work to develop a comprehensive approach to strengthen the juvenile justice system, reduce the incidence of child maltreatment and victimization, and encourage efforts to prevent juvenile delinquency.

Respectfully,

A handwritten signature in cursive script, appearing to read "Janet Reno".

Janet Reno

Enclosures (2)

1997-98 Progress Report and Summary of Activities

The following is a brief summary of the work of the Coordinating Council on Juvenile Justice and Delinquency Prevention (Coordinating Council) and its efforts in coordinating overall policy and development of objectives and priorities for all Federal juvenile delinquency programs and activities.

The Coordinating Council has embarked on a major endeavor to develop a foundation and focus on juvenile violence and delinquency prevention. The Coordinating Council has facilitated a dialog involving several working groups, representing Federal agencies and juvenile justice practitioners, to discuss the urgent need for action.

A result of these discussions was the report *Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Action Plan)*. Through the supportive efforts of many Federal agencies, the *Action Plan* presents an eight-point statement of objectives and strategies designed to strengthen State and local initiatives to reduce juvenile violence, increase the capacity of the juvenile justice system to respond, and prevent delinquency.

Many agencies have forged ahead to formulate or enhance programs and activities to support the recommendations in the *Action Plan*. For example, the State of California passed legislation that created the Juvenile Crime Enforcement and Accountability Challenge Grant Program (Senate Bill No. 1760), which is based on the *Action Plan* objectives and suggestions for State and local action. California is investing more than \$60 million in demonstration projects related to juvenile crime prevention over the next 3 years. A major goal of this effort is to identify interventions that work and document the outcomes.

Another example is the development of a management information system that is the cornerstone to implementing effective, comprehensive, and collaborative prevention initiatives within the Federal Government. While the *Action Plan* recognizes the role of providing support and a national perspective to State and local agencies, it is essential that Federal agencies share their prevention goals and policies in an integrated automated information system. The Coordinating Council will assume a leadership role in this area in partnership with the National Performance Review. A series of meetings will be held with Federal agencies to coordinate objectives in developing Web sites and data bases around the *Action Plan* objectives.

The Coordinating Council has additional statutory responsibilities. Following is a brief progress report on each activity.

Juveniles in Federal Custody

The Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, Section 206(c), requires the Coordinating Council to review programs and practices of Federal agencies, review the reasons why Federal agencies take juveniles into custody, make recommendations regarding how to improve Federal practices and facilities for holding juveniles in custody, and report on the degree to which Federal agency funds are used for purposes that are consistent or

inconsistent with the JJDP Act. The 1992 amendments to the JJDP Act added the following functions of the Coordinating Council: to coordinate, in cooperation with State and local programs, all Federal programs and activities that detain or care for unaccompanied juveniles; and to include recommendations on this subject in its annual report to the President and to Congress.

Previous surveys conducted by the Coordinating Council found that the resources and energy directed toward programs for handling juveniles in Federal custody were minimal and often inadequate. In addition, the surveys found that agencies were not well informed about juvenile custody requirements and procedures. In prior years, the Coordinating Council reviewed these survey findings and established the Policy Committee on Youth in Federal Custody to continue work in this area. The Committee includes representatives from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Office for Victims of Crime, Bureau of Justice Statistics, Community Relations Service, Immigration and Naturalization Service, Federal Bureau of Investigation, Executive Office of U.S. Attorneys, Office of Tribal Justice, Marshals Service, Bureau of Prisons, and Criminal Division within the U.S. Department of Justice; the Bureau of Indian Affairs and National Park Service within the U.S. Department of the Interior; the U.S. Department of the Treasury; the U.S. Capitol Police; and the Administrative Office for U.S. Courts.

The Policy Committee on Youth in Federal Custody was directed to:

- Provide guidance and assistance to agencies, such as the Bureau of Indian Affairs and the Immigration and Naturalization Service, that address juvenile custody issues.
- Establish a process for reporting annually on the number of juveniles taken into Federal custody.
- Assess the training and technical assistance needs of enforcement agencies that handle juveniles in Federal custody.
- Review standards for inspecting and certifying detention facilities in light of the core requirements of the JJDP Act.
- Advise the Coordinating Council on ways to coordinate Federal programs and activities that detain or care for unaccompanied juveniles.

The committee discussed a variety of critical issues and concerns relating to juveniles in Federal custody that drove their workplan, guided discussions, and helped to frame the recommendations, which the Council adopted. Issues, recommendations, and actions to date are as follows:

ISSUES	RECOMMENDATIONS	ACTION TO DATE
■ Inconsistent policies, practices, and programs of Federal agencies for juveniles taken into custody	■ Promote and support changes in legislation that allow for prerelease and postrelease transition services and supervisory authority. ■ Conduct a survey of Federal agencies to determine consistency with the core requirements of the OJJDP Act.	■ The Administration has proposed legislation that would allow juveniles to be included in transition services.
■ Lack of resources for juveniles in custody. ■ Lack of analysis of treatment needs and program and resource availability, including postconviction supervision options or aftercare provisions, and resources that are geographically dispersed, culturally appropriate, and gender specific.	■ Maximize funding opportunities and resources to address juveniles in Federal custody. ■ Educate State and local governments, tribal entities, and Federal agencies on the 1996 revisions to the OJJDP Formula Grants Regulation.	■ OJJDP studied the demand for and supply of detention and corrections space nationally and in ten selected States and is expanding the study to all States. The study will analyze methods used to determine the demand for space, how the demand is met, and develop a model that can guide national and State decisions concerning this issue. The model will be applied nationally in all States. ■ OJJDP provides ongoing training and technical assistance on the OJJDP Formula Grants Regulations. Efforts are underway to insure that Federal agencies and tribal entities understand the new provisions.
■ Inability to identify with certainty the number of juveniles in Federal custody.	■ Revise Federal agency data collection systems. ■ Describe current data sources and gaps, develop recommendations for improving data collection, and advocate acceptance of a standard reporting system.	■ The Bureau of Justice Statistics is piloting the National Incident-Based Reporting System and is improving its collection of data on juveniles in Federal custody.

■ Unclear definition for juveniles in Federal custody.	■ Determine inconsistencies in the definition. Support a more accurate definition of juveniles in Federal custody.	■ OJJDP is continuing to work with Federal law enforcement agencies to better understand the distinctions used when defining juveniles in Federal custody and to enhance communication between Federal and State officials to further the goals of the JJDP Act.
■ Lack of rights for the victims of juvenile offenders, including notification of the release or escape of juvenile offenders from custody and inclusion of victim impact statements in juvenile proceedings.	■ Protect victims' rights and improve victim awareness in handling juveniles in Federal custody.	■ The Administration, through the Department of Justice, continues to stress the need for legislation to protect victims' rights.

■ Concern for addressing American Indian/Alaskan Native issues. Identify issues and concerns as they relate to systems improvement, victim assistance, and funding limitations.	■ Promote greater coordination and collaboration among Federal, State, tribal, and local agencies.	■ Coordination and collaboration is the primary objective of the Council; all activities relate directly to this purpose. The Office of Tribal Justice and the American Indian/Alaska Native Office are working closely with the Department of Justice components and other relevant agencies to respond to the increased need to better coordinate and address the needs of Indian youth. Recently, the Department sponsored an experienced interdepartmental Executive Committee for Indian Country Law Enforcement Improvement, which prepared a report for the Attorney General and Secretary Babbitt. The Committee's report identified law enforcement's failure to meet basic public safety needs on Indian country, the significant rise of serious and violent crime on Indian country, and a lack of adequate resources in Indian country. Options for improvement require significant investment and restructuring. Budget discussions with the Office of Management and Budget, DOJ, the Department of Interior and the White House are on-going.
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The full report, *Juveniles in Federal Custody-Recommendations and Prospects for Change*, is available online through the Juvenile Justice Clearinghouse.

Delinquency Development Statements

Under the JJDP Act, Section 204(I), Federal agencies that administer juvenile delinquency programs are required to submit, on an annual basis, juvenile delinquency development statements. Delinquency development statements describe the extent to which Federal agency programs, practices, policies, and funds relate to and support Federal juvenile delinquency prevention and treatment policies and goals.

The Coordinating Council and other Federal agencies have completed delinquency development statements through fiscal year 1995–96. Current discussions are under way to update for fiscal year 97–98. These statements also describe the agency mission, activities and priorities, collaborative efforts, future directions, funding, and legislative citations that relate to juvenile justice and delinquency prevention. Agency submissions have been incorporated into a single document that offers a comprehensive look at how Federal agencies are working together to prevent, treat, and control juvenile delinquency. The *Juvenile Delinquency Development Statement—A Report on Federal Programs* does the following:

- Provides policy makers with a comprehensive look at how Federal agencies are working in tandem to address issues, problems, and concerns relating to juvenile delinquency.
- Serves as a useful tool to foster interagency collaboration, enhance program planning, and promote effective resource allocation at the Federal level.
- Increases knowledge about Federal programs and priorities and enables practitioners at the State and local levels to access information that is useful to the field.

To ensure that Federal agencies develop a comprehensive approach for tackling current and future issues related to juvenile delinquency and victimization, the following recommendations are offered on behalf of the Coordinating Council:

- (1) Emphasize interagency planning, coordination, and program development that uses the best available information, research, knowledge, and experience from all agencies.
- (2) Rely on forums (such as the Coordinating Council) to share information, data, evaluation results, and research to eliminate duplication of effort and increase information sharing and dissemination.
- (3) Use evaluation results and research findings to form the basis for program development among Federal agencies.

A Fact Sheet, *Delinquency Development Statement for Fiscal Year 1995*, was released to promote the Report to State and local communities. The final report is available online through the Juvenile Justice Clearinghouse.

Missing and Exploited Children's Program

The JJDP Act of 1974, Section 206(c), requires the Coordinating Council to coordinate all Federal programs relating to missing and exploited children. In 1995, the Coordinating Council established the Federal Agency Task Force on Missing and Exploited Children (task force) to address this important issue.

The task force serves as an advocate for children and families, coordinates Federal services and resources for missing and exploited children and their families, and fosters greater cooperation and communication among Federal agencies. It includes representatives from the U.S. Departments of Defense, Education, Health and Human Services, Justice, State, and Treasury; the U.S. Postal Service; and the National Center for Missing and Exploited Children.

The task force currently has three subcommittees:

- The subcommittee on international child abductions identifies issues that require greater attention and focus by task force member agencies. Issues identified include the need for greater involvement and coordination of multiple agencies in cases involving international abductions, the need for legislative reform, particularly as it relates to the treatment of parental kidnapping as an offense, and the need for increased education and prevention materials, particularly for parents, law enforcement, and the judiciary. In addition, the subcommittee will focus on improving and enhancing service delivery and coordination as it relates to the international abduction of children by non-custodial parents. Agency protocols regarding international parental abductions have been collected and a matrix has been prepared outlining agency roles, requirements, mandates, and responsibilities.
- The legislative subcommittee reviews legal concerns and problems, staying abreast of pending legislation, and makes recommendations for legislative changes and enhancements to better serve missing and exploited children and their families.
- The subcommittee on international child sexual exploitation addresses issues relating to international child exploitation.

The task force meets quarterly in Washington, DC and reports directly to the Coordinating Council. During the past year, task force members updated a document titled *Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies*. The directory serves as a tool for law enforcement officers, prosecutors, and other youth service professionals who work with missing and exploited children. It describes the

role of each Task Force member agency relative to missing and exploited children's issues, identifies available services, publications, training, technical assistance, and resources, and provides agency contact information. More than 20,000 copies of the directory are expected to be disseminated through JJC this year.

Additional Activities

In addition to statutory responsibilities, the Coordinating Council has identified the following areas of interest and priorities for this year:

Learning Disabilities and Related Disabilities

The Coordinating Council has expressed an interest in further exploring the link between learning disabilities (LD) and juvenile delinquency. The initial focus will be to learn about what is currently taking place to address this issue and how to best provide public education and training on the impact of LD and related disabilities (RD) on the juvenile justice system.

OJJDP, in conjunction with the U.S. Department of Education's Office of Special Education and Rehabilitative Services (OSERS) and Office of Vocational and Adult Education (OVAE), the National Institute for Literacy (cofunded by the U.S. Departments of Education, Health and Human Services, and Labor), and a nongovernmental agency, the National Recreation and Park Association, sponsored a 1½-day (March 5-6, 1997) focus group to further discuss LD and RD and their impact on the juvenile justice system.

The primary purpose of the focus group meeting was to facilitate a discussion with experts on these issues; further explore the link between LD, RD, and juvenile delinquency; raise the issue of the impact of LD and RD on the juvenile justice system; and learn more about what is currently taking place to address this concern. The expected outcome of the meeting was a written summary of the discussion along with consensus that included specific short-term and long-term recommendations to present to the Coordinating Council.

The Coordinating Council will initiate a revitalized interagency effort to reverse the tide of children who are failing in school, engaging in delinquency and violence, and increasingly spending the final years of their youth incarcerated. The diverse agencies that work with these youth have increasingly recognized the relationship between delinquency and failure, and LD and RD, that were not treated effectively.

The focus of these rejuvenated efforts will be twofold:

- Prevent delinquency and provide effective and appropriate early interventions of youth with, or at risk of, LD and RD through early assessment and intervention coordinated across school, police, court, probationary, and other community-based services.

- Prevent recidivism by ensuring that students with LD and RD in correctional settings receive appropriate, specially designed instructional services that address their individual needs.

A key to the success of these efforts will be the increased collaboration and coordination of services at Federal, State, and local levels among all the agencies that work with these youth. To be successful, further collaborative efforts should broaden this partnership to additional agencies in the Federal government and to additional strategic non-Federal organizations (e.g., the Correctional Education Association, the Council for Exceptional Children).

The focus group discussion, along with subsequent review of the recommendations by Federal partners, captured a number of key target areas for Federal action that the Coordinating Council has endorsed:

- Initiate a jointly funded demonstration program to appropriately identify and assess juveniles entering the juvenile court system and to develop appropriate interventions in relation to each youth's disability.
- Create a model that illustrates collaboration at the Federal level, which will demonstrate its importance and effectiveness, and that will assist in the removal of interagency barriers that are often cited as impediments to effective local practices.
- Identify and disseminate information on effective practices based on research. This would include a synthesis of information exchange, developing coordinated training and technical assistance activities sponsored by our agencies.
- Enhance public awareness efforts in order to educate and reorient the thinking of policymakers, service providers, and the public—to recognize the common sense logic (and cost benefits) of early intervention and prevention efforts.

The final report to the Coordinating Council contained a broad range of short-term, midrange, and long-term actions that addressed these targeted areas. In the recent review of these recommendations, the Federal partners have selected some immediate **first steps** upon which the Coordinating Council will act:

- A joint communique from the Secretaries of the most directly U.S. Cabinet involved Departments (i.e., Justice, Education, Health and Human Services), highlighting the themes of increased collaboration, communication of best practices, and public awareness of the relationship between delinquency, LD, and RD—and the efficacy of early intervention and prevention.
- Inclusion of information about this new initiative in Bulletins, Fact Sheets, and other publications sponsored by the various Cabinet Departments (including joint development of these information products).

- Review of existing centers currently funded by the U.S. Cabinet involved Departments and projects that can synthesize and disseminate information, and incorporation of these issues and solutions in training and technical assistance efforts.
- Immediate planning of a national conference and related activities (e.g., teleconference, information packets), cosponsored by the collaborating Federal agencies, to focus attention on these issues and stimulate State and local collaborative efforts.
- Development of the capacity (in either new or existing centers or research/information development projects) to quickly interpret and synthesize changes in key Federal laws (e.g., reauthorization of the Individuals with Disabilities and Education Act) that relate to these issues, and preparation of information materials for policymakers and service providers, including police, teachers, social service workers, and families.

Youth Substance Abuse Prevention

Violent crime and the use of illegal drugs are problems that threaten the foundations of our communities and States. A timely and important topic for the Coordinating Council, the *Action Plan* has identified “reducing youth involvement with guns, drugs, and gangs” as a priority objective.

The Secretary of the U.S. Department of Health and Human Services has launched a national Youth Substance Abuse Prevention Initiative. Its primary focus is to reverse the upward trend of marijuana use among America’s teenagers. This initiative reflects the primary goal of the *National Drug Control Strategy*, which is to “educate and enable America’s youth to reject illegal drugs as well as the use of alcohol and tobacco.” The initiative will specifically address four objectives of the *National Drug Control Strategy*:

- Encourage and assist in the development of community coalitions and programs in preventing and treating drug abuse and underage alcohol and tobacco use.
- Promote zero-tolerance policies for the use of illegal drugs, alcohol, and tobacco by youth within the family, school, workplace, and community.
- Pursue a vigorous advertising and public communications program dealing with the dangers of drug, alcohol, and tobacco use by youth.
- Support and highlight research, including the development of scientific information, to inform drug, alcohol, and tobacco prevention and treatment programs targeting young Americans.

The initiative, a multiyear, phased national project, consists of three integrated components:

1. Mobilizing and leveraging resources.
2. Raising public awareness.
3. Measuring outcomes.

These three components are linked to the following goals: national public education and mobilization of citizens, more effective leveraging of all Federal and State prevention resources for State and community prevention services, application of scientifically defensible prevention research and evaluation findings, increased technical support and assistance for States and communities, increased collaboration with national organizations serving youth, and greater accountability of prevention services through effective data collection systems.

Taken together, these integrated efforts are aimed at involving all segments of society in a comprehensive approach to educate and motivate youth, to increase their perception of the harm and risks of drugs, and to reduce the incidence of drug use.

The Honorable Donna E. Shalala, Ph.D., Secretary of the U.S. Department of Health and Human Services, has briefed the Coordinating Council on the Youth Substance Abuse Prevention Initiative. The Coordinating Council is identifying current efforts and opportunities to support the Secretarial Initiative.

Coordinating Council Membership

Members of the Coordinating Council are statutory and consist of the Attorney General (Chair); the Administrator of the Office of Juvenile Justice and Delinquency Prevention (Vice Chair); the Commissioner of the Immigration and Naturalization Service; the Secretaries of the U.S. Departments of Education, Health and Human Services, Housing and Urban Development and Labor; the Director of the Office of National Drug Control Policy, and the Chief Executive Officer of the Corporation for National Service. Other nonstatutory Federal agencies that participate on the Coordinating Council include the Chair of the National Endowment for the Arts; the U.S. Departments of Agriculture, Treasury, and Transportation; and the Executive Director of the President's Crime Prevention Council. Nine practitioners from the field of juvenile justice are appointed to the Coordinating Council, without regard to affiliation, by the Speaker of the House of Representatives, the Majority Leader of the Senate, and the President of the United States.

Examples of Federal Agency 1997-98 Activities Supporting the *Action Plan*

The *Action Plan* is a blueprint for community action designed to address and reduce the impact of juvenile violence and delinquency. To support this goal, Federal agencies implemented the following program activities in 1997-98 related to the *Action Plan*'s eight objectives.

- Agriculture — The 4-H program, with 6 million youth and 625,000 volunteers, creates a vast array of positive opportunities for youth in all 3,150 counties across America, 6 territories, and the District of Columbia. Over the decades, 4-H has changed to meet the needs of young people living in urban as well as rural areas with thrusts in new areas such as afterschool programs, technology, and job training and mentoring in today's job markets. (Objective 4)
- The Corporation for National Service — Last year, 3,100 Foster Grandparents worked with abused and/or neglected children. Another 1,000 Foster Grandparents worked with juvenile delinquents last year, while an additional 1,300 Retired Senior Volunteer Program participants served youth in juvenile corrections facilities. (Objectives 1 and 5)
- Education — The Department of Education has released a series of five reports on school safety and violence prevention efforts that represent "the first hard look at recent statistics telling us how much violence occurs in our nation's schools," according to Secretary Richard W. Riley. The survey was conducted with a nationally representative sample of 1,234 public elementary, middle and secondary schools in the 50 states and the District of Columbia. In addition, the Department's model demonstration grant program is designed to address the critical need for information concerning exemplary projects that promote safety and discipline for students through the creation of healthy, orderly learning environments. (Objective 7)

Through the 21st Century Community Learning Centers Program, the Department awards grants to rural and inner-city public schools that provide safe and educational afterschool opportunities for children. Increasing positive learning opportunities will help keep more youth off the streets during the afterschool hours when most violent juvenile crime occurs. (Objective 4)

- Health and Human Services — The Community Services Block Grant (CSBG) program funds the operations of a State-administered Community Services Network of local agencies that create, coordinate, and deliver programs and services to low-income Americans. The local agencies leverage funds to mobilize additional resources from local businesses and foundations and other public sources in order to combat the central causes of poverty in their communities and to assist low-income individuals in achieving self-sufficiency. One of the many examples of Community Services Network activities funded by the CSBG program is New Community Corporation (NCC) in New Jersey. NCC provides numerous activities and services, including youth activities and development programs, such as an at-risk early

intervention program, a youth mentoring program, and a summer day camp.
(Objectives 4 and 6)

- **Housing and Urban Development** — The Public and Indian Housing Drug Elimination Program awards competitive annual grants to public housing authorities, tribes, and Tribally Designated Housing Entities to combat drugs and drug-related crime in the communities and to build relationships with other community organizations. Funds can be used for drug prevention, intervention and treatment programs, and public youth services such as sports, cultural, and education programs related to drug abuse prevention. (Objectives 3 and 6)
- **Justice** — Through Formula Grants, Title V Community Prevention Grants, and State Challenge Grants, the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides States with funds to plan and implement comprehensive State and local programs to prevent and control delinquency and enhance the effective operation of the juvenile justice system. (Objective 1)

OJJDP is collaborating with other bureaus in the Office of Justice Programs to support Safe Kids/Safe Streets: Community Approaches to Reducing Abuse and Neglect and Preventing Delinquency. This initiative is designed to help youth at risk for abuse and neglect and their families, to encourage communities to strengthen the response of their criminal and juvenile justice systems to child abuse and neglect, and to enhance system coordination with child and family service agencies.
(Objectives 2, 3, 4, 5, 6)

- **Labor** — Working jointly with the Department of Justice, the Department of Labor is launching special youth initiatives to address the employment needs in up to five Empowerment Zones/Empowerment Communities (EZ/EC) zones. The objective is to lower the unemployment rate for youth who live in those zones. (Objectives 4 and 6)
- **Office of National Drug Control Policy** — The National Youth Anti-Drug Media Campaign is implementing a multifaceted communications campaign involving parents, mass media, corporate America, and antidrug coalitions. Youth ages 9–17 and the adults who influence them will be targeted by the campaign, which is designed to accurately depict drug use and its consequences and encourage parents to discuss drug abuse with their children. (Objective 8)
- **National Endowment for the Arts** — The National Endowment for the Arts annually awards grants to nonprofit organizations to support arts programs that involve youth in creative activities both during and after school. In addition, through a Federal interagency partnership with the U.S. Department of Education, the Arts Endowment funded seven programs to participate in Creative Partnerships for Prevention: Using the Arts and Humanities to Build Resiliency in Youth. This national drug and violence prevention initiative provided funding to these programs to expand their

existing activities or to create a new project, a 1-day training workshop on drug and violence prevention strategies, ongoing technical assistance, and participation in a Web site. The Endowment also maintains partnerships with the Department of Justice for the purpose of supporting arts-based programs for at-risk youth. (Objective 4)

- Transportation — The Department of Transportation's National Highway Traffic Safety Administration provided funding in two fiscal years to the Corrective Behavior Institute (CBI) in San Diego, CA, to replicate the Youth Visitation Program in various sites throughout the country. This program has had remarkable success in California, reducing recidivism of juvenile alcohol and impaired driving offenders. The program requires offenders to participate in an alcohol education program, a coroner's presentation, and a one-on-one hospital visit. The American Trauma Society is partnering with CBI to replicate this program with medical and criminal justice personnel throughout the country. (Objectives 1 and 3)
- Treasury — The Department of Treasury's Project Outreach encourages employees to volunteer time to help local schools and communities. Hundreds of the Department's employees are active tutors, mentors, coaches, and resource persons in Boys and Girls Clubs and schools. The Department's Gang Resistance Education and Training program teaches third and seventh grade students about the dangers of drug and gang involvement. (Objectives 3, 4, and 8)



Council Background and Overview

The Juvenile Justice and Delinquency Prevention (JJDP) Act establishes the Coordinating Council on Juvenile Justice and Delinquency Prevention as an independent body within the Executive branch of the Federal Government. The Council's primary functions are to coordinate all Federal juvenile delinquency prevention programs, all Federal programs and activities that detain or care for unaccompanied juveniles, and all Federal programs relating to missing and exploited children.

The Council, which is chaired by the Attorney General, meets quarterly and at the call of its Chair. The Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) serves as the Council's Vice-Chair.

The Council, as restructured by the 1992 amendments to the JJDP Act, is comprised of nine ex-officio members and nine non-Federal members who are juvenile justice practitioners. The ex-officio members are the Attorney General, the Secretaries of Health and Human Services, Labor, Education, and Housing and Urban Development, the Administrator of the Office of Juvenile Justice and Delinquency Prevention, the Director of the Office of National Drug Control Policy, the Chief Executive Officer of the Corporation for National Service, and the Commissioner of the Immigration and Naturalization Service. The President may designate other key Federal officials with significant decision-making authority to serve on the Council.

The Council's Responsibilities:

1. Coordinate all Federal juvenile delinquency programs, programs and activities that detain or care for unaccompanied juveniles, and programs relating to missing and exploited children.
2. Examine how programs can be coordinated among Federal, State, and local governments to better serve at-risk youth.
3. Make annual recommendations to the Congress with respect to "coordination of overall policy and development of objectives and priorities for all Federal programs and activities that detain or care for unaccompanied juveniles."
4. Review the programs and practices of Federal agencies and report on the degree to which Federal agency funds are used for purposes consistent with the requirements of the JJDP Act.
5. Review and make recommendations with respect to joint funding proposals undertaken between the Office of Juvenile Justice and Delinquency Prevention and any agency represented on the Council.
6. Review the reasons why Federal agencies take juveniles into custody and make recommendations to improve Federal practices and facilities for holding juveniles in custody.

Profile of Major Activities

Historically, the Coordinating Council has focused on a variety of special initiatives such as proposing a Weed and Seed Youth Component Program,

supporting the Ida B. Wells Community Initiative in conjunction with the Chicago Housing Authority, encouraging amendments to the JJDP Act to mandate research on how youth are being handled on Indian reservations and in Alaskan Native communities, and providing financial support to the Cities in Schools dropout prevention program.

Some of the publications produced by the Coordinating Council include: Federal Agency Juvenile Delinquency Development Statements; Juvenile Alcohol and Other Drug Abuse: A Guide to Federal Initiatives for Prevention, Treatment and Control; Survey on Federal Practices With Regard to Taking Juveniles Into Custody; and Responding to Sexual Abuse and Exploitation of Youth: A Handbook Based on the Paul and Lisa, Inc., Approach.

The 1992 amendments broadened the Council's responsibilities to include coordination with State and local programs. Recent Council discussions reflect a desire to address critical program issues between Federal programs and State and local communities and to build funding partnerships with national organizations concerned with juvenile justice and delinquency prevention.

National Juvenile Justice Action Plan

During the initial meeting of the reconstituted Coordinating Council, the Attorney General's call for a "national agenda for children" received unanimous support. The development of a National Juvenile Justice Action Plan, supporting State and local efforts to comprehensively address the needs of the nation's children, is the Council's response to her challenge to develop such an agenda.

The Action Plan focuses on critical areas that demand immediate Federal, State, and local attention. It advocates adoption of eight priority objectives designed to prevent and control delinquency and improve the juvenile justice system. The objectives are to ensure immediate and appropriate sanctions and treatment services; enhance public safety by prosecuting certain serious and violent juveniles in criminal court; decrease youth involvement in criminal activity (including gang offenses, illegal firearms, and illicit drug use); break the cycle of domestic violence, victimization, and abuse and neglect; create positive opportunities for children and adolescents; mobilize citizens and communities by providing information about problems and solutions; evaluate programs and practices to determine if they are making a significant difference; and promote public awareness of juvenile justice issues. For each of these priority objectives, targeted approaches and strategies founded upon research are recommended.

Implementing the Plan

The National Juvenile Justice Action Plan is a working document that describes coordinated Federal efforts to support State and local initiatives and establish strengthened linkages between national organizations and state and local communities. The Action Plan supports State and local implementation of OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. The Comprehensive Strategy provides a framework for a continuum of care system designed to break the cycle of juvenile violence and delinquency. A blueprint for implementation of the Comprehensive Strategy has recently become available through OJJDP's Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.

The Guide provides an in depth review of programs, practices, and tools that can be used to support step by step implementation of the system of prevention services and juvenile justice sanctions called for by the Comprehensive Strategy. The Action Plan provides a companion piece for juvenile justice practitioners providing national leadership and Federal resources to support a community's effort to prevent delinquency, intervene in

early delinquent behavior, and respond effectively to serious, violent, and chronic offenders.

The Action Plan includes specific steps Federal agencies will initiate to support the implementation of comprehensive State, local, and tribal efforts to enhance public safety, reduce violence and serious delinquency, and foster positive youth development. These priority activities also facilitate the coordination among key Federal juvenile justice and delinquency prevention policies, programs and activities.

Overall the Action Plan provides guidance for effective action by Federal, State, and local policymakers and juvenile justice professionals. It is the Coordinating Council's hope that the Action Plan will facilitate the development of a national vision of justice for America's youth.

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[Council Members](#) | [Report to Congress](#) | [Council Meetings](#)
[Initiatives & Accomplishments](#) | [Further Information](#) | [Home](#)

Kle: JT bill

January 12, 2000

Jack Lew
Director
Office of Management and Budget
Old Executive Office Building
Washington, D.C. 20502

How and we do on this
request?

Dear Mr. Lew:

As the Administration continues its work on the budget for Fiscal Year 2001, we urge you to consider increasing investment in community-based juvenile crime prevention efforts that positively engage children and youth.

To keep all children safe and out of trouble, additional funds must be provided to continue to support youth development and prevention efforts. Study after study has shown that early investment in prevention programs can dramatically reduce youth crime and violence. Providing children, including children with disabilities or emotional or behavioral problems, with constructive alternatives in and out of school is essential to ensuring that our Nation's at-risk children have every opportunity to grow into responsible, law-abiding adults. To this end, we ask that you maintain and expand the Administration's commitment to keep children safe from harm and to help children realize their full potential by increasing investment in 21st Century Community Learning Centers, the Title V Juvenile Delinquency Prevention program, and the Runaway and Homeless Youth program.

The \$250 million increase in FY2000 for the 21st Century Community Learning Centers Program was a hopeful signal for the millions of children home alone, without adult supervision, each week after school. However, this program is still extremely modest given the number of young children and teens who do not have access to constructive after-school activities. Substantial new investments are still needed given the role that after-school programs can play both in keeping children safe from harm and in helping them stay on track academically. **We strongly urge the Administration to increase the 21st Century Community Learning Centers by \$550 million to a total of \$1 billion to help schools and community-based organizations start, operate, and expand programs for children and youth.**

Currently funded at \$95 million, the Title V, Local Delinquency Prevention Program, represents an effective model of community collaboration in which community stakeholders – including locally elected officials, law enforcement, public recreation, private nonprofit organizations, and youth workers – come together to develop a plan for juvenile delinquency prevention. This program, which is cost effective and keeps children and communities safe, has been slightly increased, but continues to receive a fraction of what new incarceration and punishment initiatives like the Juvenile Accountability Incentive Block Grant receive. **We ask that the Administration expand Title V, Local Delinquency Prevention, from \$95 million to at least \$250 million.**

The Runaway and Homeless Youth Act (RHYA) provides critical assistance to youth in high-risk situations all over the country through three major grant programs. The Basic Center Program provides grants to support temporary shelter for youth under age 18, and counseling for youth and their families in order to assist them in a time of crisis. The Transitional Living Program provides grants to support longer-term (up to 18 months) shelter as well as independent living services to youth ages 16-21 who are unable to return home safely, in order to promote their successful transition to adulthood and self-sufficiency. The Street Outreach Program (formally called the Sexual Abuse Prevention Program) provides grants to support street-based outreach and education to runaway, homeless, and street youth who have been sexually abused or are at risk of sexual abuse, in order to connect these most vulnerable youth with services and a chance for a safe and healthy future. RHYA funds also support a national runaway hot-line, regional training, and technical assistance for youth workers and their agencies. **We urge you to provide maximum funding for these programs, including \$100 million for runaway and homeless youth (which includes Basic Centers, the Transitional Living Program, as well as the National Runaway Switchboard and important training, technical assistance, and informational resources), and \$20 million for the Street Outreach Program.**

Thank you for your consideration in support of significant investments to assist in the productive, healthy development of all our Nation's children.

Sincerely,

Alliance for Children and Families
American Academy of Child and Adolescent Psychiatry
American Civil Liberties Union
American Ethical Union, Washington Ethical Action Office
American Psychological Association
Arbor Circle Corporation
Campaign for an Effective Crime Policy
Child Welfare League of America
Children & Adults with Attention Deficit/Hyperactivity Disorder
Children's Defense Fund
Covenant House
Federation of Families for Children's Mental Health
Friends Committee on National Legislation (Quaker)
General Board of Church and Society of the United Methodist Church
Girl Scouts of the USA
Girls Incorporated
Institute for Community Studies
Justice Policy Institute
Mennonite Central Committee U.S. – Washington Office
Michigan Network for Youth and Families
National Association of School Psychologists
National Council for Community Behavioral Healthcare
National Mental Health Association

National Network for Youth
National PTA
National Recreation and Park Association
Ozone House
Presbyterian Church (USA), Washington Office
Unitarian Universalist Association, Washington Office
Union of American Hebrew Congregations
United Church of Christ, Office for Church in Society
Southwest Organizing Project
YMCA
Youth Law Center



U.S. Department of Justice

Office of Justice Programs

Office of Juvenile Justice and
Delinquency Prevention

file: JJ bill

Office of the Administrator

Washington, D.C. 20531

August 13, 1998

MEMORANDUM

To: Melanne Verveer
Chief of Staff and Assistant to the President
Office of the First Lady

From: Shay Bilchik 
Administrator

Re: Proposed Strategy for the First Lady's Involvement
in Advocating Justice for Children

Purpose

Juvenile justice is at a crossroads. We face a new century and the 100th anniversary of the juvenile court with an opportunity to revitalize the Nation's commitment to justice for children. This moment in time provides a unique occasion to reform how the juvenile court is viewed, supported and utilized, and in consequence, to strengthen families and support the development of healthy children and safe communities. As the Nation's leading advocate for children, a lawyer, and native Chicagoan, the First Lady is in a unique position to lead this charge and to establish a sustained national commitment to youth. I would like to work with you and your staff to develop a strategy for the next two years for the First Lady to assume a leadership role in advocating for justice for children.

Overview: Juvenile Crime and Justice

Recent incidents have placed the changing nature of children's violence in the forefront of the Nation's conscience. The public as well as county commissions, state legislatures, and Congress are questioning the character of American children and the value of the institution of juvenile justice. This state of affairs is one we can either follow with interest or lead -- by actively engaging in a dialogue with the American people about violent juvenile offending, its causes, and the solutions. We also have an opportunity to bring to the fore a greater understanding about the roots of violence and the other half of the juvenile justice system -- the dependency court system -- which first sees so many of our delinquents as abused and neglected children. By pursuing the issue of violent juvenile crime on the anniversary of the children's court, the First Lady can raise the public's awareness about the link between child maltreatment and delinquency, effective prevention and intervention strategies, the value of comprehensive community-based initiatives, and the need to have a strong juvenile justice system in place to support our children and families.

Already, the discussion has been started through the debates surrounding, and ultimate enactment of, the Violent Crime Control Act of 1994 and the process of reauthorizing the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP). These discussions have legitimately focused on juvenile crime rates that are simply too high -- even with the recent downturn in both juvenile homicide and other violent juvenile crime.

Unfortunately, the attention to these issues has also resulted in a crisis mentality which has captured the public's attention and fails to recognize that the vast majority of juveniles are good citizens, and many are struggling to do well in situations which would test the most resilient of us. Last year, only one half of one percent of this country's juveniles age 10 to 17 were arrested for a violent crime. The majority of murderers -- more than 80 percent -- are adults; and it is a core group of approximately 6 to 8 percent of juvenile offenders who are the serious, violent and chronic offenders being arrested for the great majority of juvenile crime in our communities. Most youth are struggling with broken families, deteriorating schools, lost friends, unsafe streets, few playgrounds and unkept promises.

We are confronted, therefore, with a critical challenge: How can we turn the unprecedented level of attention on the juvenile justice system -- resulting in significant reductions in the authority of the system through new and far-reaching legislative proposals¹ -- into a focus on strategies to make the juvenile justice system stronger and more effective, and our children and communities safer?

Bringing Effective Practices to Scale

In taking on the challenge, we are armed with a tremendous body of knowledge on how to treat juveniles in the justice system and how to prevent delinquency in the first place. What we know on this subject has grown dramatically in the past ten years². The Administration is gathering that information and translating it into assistance to communities.

For example, we have adapted the positive results of conflict resolution programs into a national training and technical assistance program to help teachers, youth, and principals prevent bullying and violence in their schools and communities. We have taken the research on the impact of violence on children and, working with Dr. Donald Cohen at the Yale Child Study Center and the New Haven Department of Police Services, forged a critical partnership between community police and mental health providers that meets the needs of children exposed to violence before they become violent themselves. This model is informing replication in other

¹ See *State Responses to Serious and Violent Juvenile Crime*, OJJDP Research Report.

² See attached *Effective Programs*.

communities.³

We have learned from Boston's success in reducing youth gun violence, and are supporting other jurisdictions' implementation of its comprehensive law enforcement, juvenile justice, and crime prevention approach. In communities across the country, we are replicating successful mentoring and after school programs that have demonstrated reductions in juvenile crime and drug and alcohol use, and nurse home visitation programs that have reduced child abuse and neglect and criminality of teen mothers and their children, with cost-savings for government. These programs focus on families, schools, communities and youth who are at-risk, but in each and every instance we are encouraging people to work across disciplines to meet the multiple needs of children and families which were addressed at last week's dinner exploring the roots of violence.

Now -- to significantly reduce this country's levels of youth violence and victimization -- we must take these effective practices to scale. This requires providing technical assistance and support to communities that wish to adopt these successful projects to ensure that they achieve the same beneficial results as the original program demonstrations; and it requires commitment and resources at the local levels to fund the operation of these programs.

The spirit of volunteerism and reinvention this Administration has encouraged will do much good. We will not succeed, however, unless there is a new substantial investment in bringing juvenile justice system reform and quality prevention programs to scale -- unless there is a commitment at the Federal, State and local level, and in the public and private sectors to fully support these efforts.

It is my belief that the public not only supports prevention and early intervention programs, but also is beginning to better understand the need to prioritize investing in them. The "warning signals" we are learning about in the school violence cases, has lead the public to question why we did not intervene with these children early and prevent the harm.

The Administration's Role

Our role must be to provide some answers to the questions the public is raising. We can do this by continuing to send strong messages about the need for investing in justice for children, both through the Administration's initiatives and through pending legislation that reauthorizes the Office of Juvenile Justice and Delinquency Prevention.

I urge the First Lady to continue her leadership on children's issues by championing the cause of justice for children -- whether it be abused children, status offenders or juvenile delinquents. Over the next two years we have the opportunity to mount a sustained effort to raise an even greater level of public awareness about these issues and what we can do to address them.

³ See *Child Development-Community Policing: Partnership in a Climate of Violence*, OJJDP Bulletin.

The following represents a brief sample of the spheres of activity in which she could get engaged -- over and above her ongoing use of the bully pulpit -- that would make the difference:

- Participating in the commemoration of the centennial of the juvenile court, including opening OJJDP's National Conference, *Juvenile Justice: Focus on the Future*, December 1998. This forum kicks off the centennial year and provides an occasion to release the report, *Juvenile Offenders and Victims: 1998 Update on Violence*. Other opportunities include addressing the *American Society of Criminology Annual Meeting* in November, 1998 and the *National Council of Juvenile and Family Court Judges* conference in July, 1999; site visits to effective delinquency prevention and juvenile justice programs including dependency and delinquency courts; public forums with youth who have turned their lives around; involvement in the *Chicago Children's Court Centennial* speaker series along with artists and poets talking about justice for children; the public release of documents on effective justice system practices; and the announcement of technical assistance that supports effective programs.
- Raising public awareness about the link between child maltreatment and delinquency through national and regional forums with organizations such as the Child Welfare League of America; bringing together state agencies dealing with child welfare and delinquency; participating in a national satellite teleconference on children who witness violence; and providing leadership in the implementation of the *Safe Start: Children Exposed to Violence Initiative* which is currently in the President's budget for FY 99 and the Senate's appropriation for \$10 million.
- Fostering and celebrating the successes of an array of comprehensive community-based initiatives that empower communities to take on the challenge of juvenile crime and victimization. This could include a series of site visits, announcements of documents that describe local strategies, and meetings with key leaders in jurisdictions that have undertaken comprehensive approaches to reduce juvenile crime which include both prevention and juvenile justice components, such as the *Comprehensive Strategy* sites this Administration is supporting.⁴ It could also include visits to the *Title V Community Prevention Grant* sites which have reached more than 100,000 youth and parents each year and is now active in over 500 communities through a risk and protective factor approach to delinquency⁵; or to *Safe Kids/Safe Streets* sites -- a program designed to improve community responses to child and adolescent abuse and neglect and to break the cycle of early childhood victimization and later delinquency.

⁴ See *A Juvenile Justice System for the 21st Century*, OJJDP Bulletin.

⁵ See *Mobilizing Communities to Prevent Juvenile Crime*, OJJDP Bulletin.

- Highlighting state-of-the-art research -- and what we have learned from it -- on delinquency prevention and juvenile justice, such as the longitudinal study on the *Causes and Correlates of Delinquency*⁶ which has tracked 4500 youth over a decade and obtained information on a variety of risk and causal factors associated with delinquent behavior; the *Study Group on Serious and Violent Juvenile Offenders*⁷; and the *Project on Human Development in Chicago Neighborhoods*. Specific issues to address might include substance abuse and delinquency, disproportionate minority confinement, the mental health and educational needs of children in the justice system, Native American youth, the growth of youth gang activity, and female juvenile delinquents.

This Administration has advocated for a smarter juvenile justice system and an increase in prevention programs. It is now time to move the public forward on these issues, recognizing that they are fundamentally a state and local problem. We can do much to help the public crystallize its thinking on how to address juvenile violence and victimization; and I believe the First Lady can play a unique and critical role in accomplishing this.

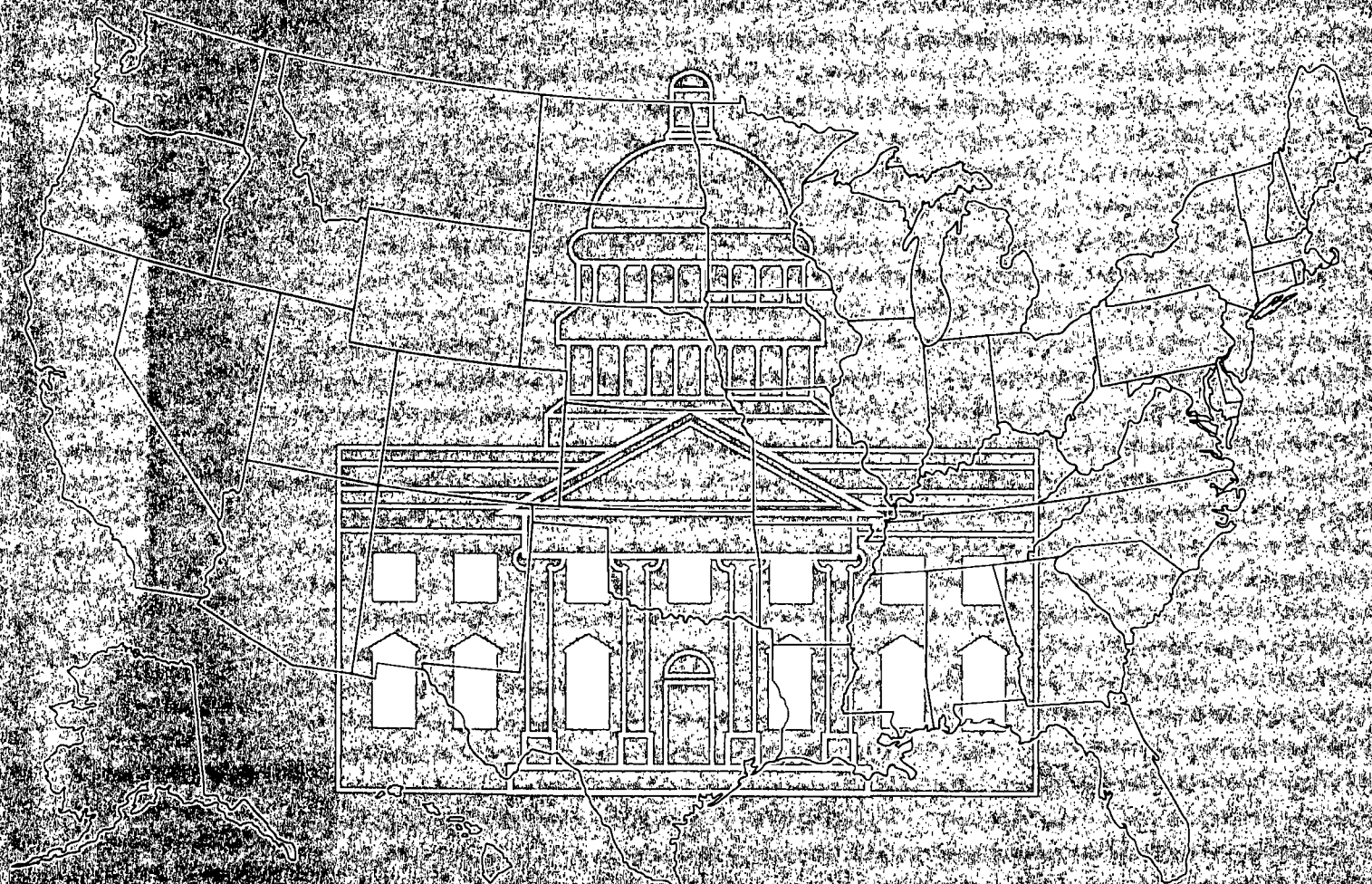
Please advise as to whether you would like to proceed with these recommendations and how OJJDP might be of assistance.

⁶ See *Developmental Pathways in Boys' Disruptive and Delinquent Behavior*; and *Epidemiology of Serious Violence*, OJJDP Bulletins.

⁷ See *Serious and Violent Juvenile Offenders*, OJJDP Bulletin.



STATE RESPONSES TO SERIOUS AND VIOLENT JUVENILE CRIME



OJJDP

RESEARCH REPORT

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EFFECTIVE PROGRAMS

The following sample of evaluated prevention and intervention programs is grouped into two categories, programs of proven effectiveness and programs for which the confidence level is high but not high enough to be considered proof. Listed in the first group are those projects for which positive results have been substantiated by the most rigorous experimental design evaluations. In the second group are those projects for which the evaluations, while meeting high professional standards, do not permit the same high degree of confidence. The evaluations of the programs in this second group may not have been able to use control groups or the control groups were not selected by random assignment. The quality of the evaluation is addressed in the text.

PROGRAMS OF PROVEN EFFECTIVENESS

Prevention

A Program of Prenatal and Early Childhood Home Visitation by Nurses (The Elmira Home Visitation Program). This program helps women improve their health-related behaviors, improve their quality of infant care-giving, and increase their personal development. It was developed by David Olds and studied longitudinally over a 15-year period. The experimental design evaluation is the most extensive of its kind ever conducted on the home visitation approach. Interim results from this study are quite positive. These results are based on data gathered on 4-year-old children and their mothers two years after completing the program. Program participants posted a 75% reduction in State-verified cases of child abuse and neglect, a 32% reduction in emergency room visits during the second year of life, an 80% increase in unmarried women participating in the workforce, and a 43% reduction in subsequent children borne by unmarried women when compared to counterparts assigned to comparable services. In addition, Dr. Olds, who with OJJDP, Weed and Seed, and HHS support is about to replicate this program in up to six Weed and Seed/SafeFutures sites, will announce in both the AMA Journal and in an OJJDP bulletin his 15-year results.

High/Scope Perry Preschool Program. The High/Scope Educational Research Foundation established the High/Scope Perry Preschool Program to foster social and intellectual development in children ages 3 to 4 and strengthen the family unit through parent training and vocational assistance. Teachers conduct early education activities and schedule home visitations in which teachers meet with each mother and child weekly. The Research Foundation reports that by age 19, fourteen years after completing this 2-year program of developmental preschool and weekly home visits, only 31 percent of participants in the High/Scope Perry Preschool program had ever been arrested compared to 51 percent of a control group. In addition, by the time the participants turn 27, one-fifth as many Perry participants as control group members had been arrested five or more times. While this program and evaluation are often cited as evidence of the long-term delinquency and crime prevention benefits of this type of preschool effort, the size of the study group (less than 100) weakens this argument and calls for more longitudinal evaluation of this model.

Big Brothers/Big Sisters' Mentoring Programs. Big Brothers/Big Sisters programs reflect adherence to specific program elements in order to achieve the results they want. Program standards emphasize stringent screening of mentor volunteers to eliminate those who pose a safety risk, are unlikely to honor their time commitment, or are unlikely to form positive relationships with the youth. One-to-one contacts between mentors and mentees are quite intense. The average mentor meets with his

or her mentee approximately three times a month for four hours per meeting over the course of a year. Training is required in regard to program rules and regulations. Many agencies also train volunteers in recognizing and reporting sexual abuse, and some extend the training to include youth development, communication and limit-setting skills, tips on relationship-building, and recommendations on the best way to interact with a Little Brother or Little Sister. Supervision by agency staff is required including telephone contact with the parent, youth, and volunteer within two weeks of the match and monthly contacts thereafter for the first year of the match. A very rigorous experimental design evaluation matched 487 treatment youth with 472 control youth in six outcome areas: antisocial activities; academic performance, attitudes, and behaviors; relationships with family; relationships with friends; self-concept; and social and cultural enrichment. Numerous positive results were documented: participants were 46% less likely to start using illegal drugs, and 27 percent less likely to start drinking alcohol and 32% less likely to hit someone; they were 52% less likely to skip a day of school, and 37% less likely to skip a class; they improved their academic performance slightly; and they improved their relationships with their parents and their peers. These differences between the program and non-program youth were found to exist 18 months after the program youth began their involvement in the program. These evaluation results lead us to believe that properly designed and implemented mentoring programs can have a positive impact.

Quantum Opportunity Program. This program, financed by the Ford Foundation in four American cities, provides sequenced education, service, and development activities over the four years of high school for small groups of disadvantaged teens mentored by caring adults. Modest stipends and completion bonuses encourage responsible participation and an Opportunity Account, like the "GI bill," encourages continuing education and training. The program is delivered in community organizations and schools by community residents. Brandeis University conducted an independent third-party evaluation using random assignment to experimental and control groups. Sustained group and one-on-one interaction, "high-tech" education, social enrichment experiences, plus needed financial support resulted in increased high school graduation and post-secondary enrollment, reduced child-bearing, and less criminal involvement. Two years after leaving the program, 88% of participants had a high school diploma or GED compared to 54% of the control group. The arrest rate for participants was half that of the control group. Two years after their participation in the program, the number of participants enrolled in college was more than double that of the control group and the number on welfare was less than half that of the control group. In a separate analysis, Peter Greenwood of the Rand Corporation found this program to be the most cost effective of four crime prevention alternatives he studied. These evaluation results are strong evidence of program effectiveness. The program is presently being replicated in several other jurisdictions.

Intervention

Multisystemic Therapy (MST). MST is a non-residential delinquency treatment program developed by Dr. Scott Henggeler of the Medical University of South Carolina which views individuals as being "nested" within a complex of interconnected systems including the family, community, school, and peers. An individual's problems in any one of these systems or combinations of them could be the cause of delinquent behavior. The MST treatment team, therefore, may target problems in any of these systems for change and use the individual's strengths in these systems to effect that change. Treatment is provided in the youths' natural environment with family sessions early in the treatment identifying strengths and weaknesses in the youth and his environment. Treatment teams, usually consisting of three counselors, provide services over a four month period for about 50 families per year. Although treatment

is provided through scheduled sessions during this time period, the treatment team is available seven days a week, 24 hours a day to assist the child and family. Dr. Henggeler and his colleagues have conducted several experimental design evaluations demonstrating positive results. In one study, the rearrest rate for the MST group was found to be about half that of the group receiving traditional services. In another study, the recidivism rate four years after treatment was 22% for MST youths, 72% for youths receiving individual counseling, and 87% for youths who refused either treatment. We believe these evaluation results are a strong indicator of program effectiveness.

PROGRAMS WITH NON-EXPERIMENTAL EVALUATIONS

Prevention

Conflict Resolution Education. A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings has recently been published through the joint efforts of the Departments of Justice and Education. It will assist schools in replicating programs which teach children alternatives to violence, to act responsibly in social settings and to understand and accept the consequences of their behavior. Several such conflict resolution programs have been implemented and evaluated. An evaluation of the "Resolving Conflict Creatively Program" (RCCP) in four multi-racial, multi-ethnic school districts in New York City showed that 84% of teachers who responded to a survey reported positive changes in classroom climate; 71 % reported moderate or significant decreases in physical violence in the classroom; and 66% observed less name-calling and fewer verbal insults. More than 98% of respondents said that the mediation component gave children an important tool for handling conflicts. There are many other evaluations reporting similar results. We believe these evaluation results are a good indicator of program effectiveness. The Centers for Disease Control and Prevention will be releasing additional evaluation results of RCCP this Spring.

Communities in Schools (formerly Cities in Schools) (CIS). This is a dropout prevention program, funded by OJJDP in collaboration with the U.S. Departments of Health and Human Services, Commerce and Defense. It is operated in 665 sites in 197 communities nationwide. It places community services providers in schools to help children and adolescents cope with problems caused by the breakdown of the family, the physical decline of neighborhoods, and the decrease of job opportunities. Services provided might include tutoring, mentoring, conflict resolution, violence abatement, community service activities, transition to work, and pregnancy or teen parenting programs. The final report found that 80% of the CIS students who had participated during the 1989-90 or 1990-91 school year were still in school or had graduated three years later. In addition 70% of students with high absenteeism prior to participation in CIS improved their attendance, and 60% with low initial grades improved. While this longitudinal study of individuals participating is sound, it is not as strong as an experimental design study would have been. Therefore, a more rigorous evaluation of CIS is necessary to increase our confidence level in this program design.

(Cities in Schools in the United Kingdom. The Cities in Schools (U.K.) is an independent organization based upon the American model but adapted to the political, social welfare and educational structures of the United Kingdom. It was started in 1993 and, by the end of 1994, had some 40 projects in place.)

Intervention

Utah Juvenile Court Restitution Program. Throughout the state of Utah, restitution is ordered in virtually every case in which it is appropriate. In most such cases, juveniles make restitution in the form of direct financial payments. Others are ordered to participate in community service programs to earn money to pay restitution or to “work off” their debt. Probation officers are authorized to develop restitution/community service plans. In 1995 the program collected \$1,108,103 in restitution and logged 502,400 hours of community service. A study conducted by the National Center for Juvenile Justice shows that in the types of cases where restitution is commonly ordered, recidivism is lower for juveniles placed on formal probation and ordered to make restitution (32%) as opposed to juveniles placed on probation alone (38%). The same held true for informal restitution (11%) as opposed to other informal dispositions (18%). Both these comparisons are statistically significant. The evaluation was a retrospective analysis and therefore the control group was not randomly selected. However, due to the large sample and the care taken with the analysis we consider this evaluation to be good evidence of program impact.

Gang Violence Reduction Project (Little Village). The goal of the Gang Violence Reduction Project is the reduction of gang-related violence in the Chicago Police Department’s 10th District, which includes the neighborhood known as “Little Village,” the project’s target area. The core program team consists of two full time police officers, a unit of probation officers, and a unit of community youth workers. They work closely with a community collaborative known as Neighbors Against Gang Violence (NAGV). The project has targeted approximately 200 gang-involved youth, ages 17 to 24, from the two violent gangs in the area, the Latin Kings and the Two-Six. The youth are primarily identified and located by community youth workers working in conjunction with other team members. The youth receive a range of services, including individual and family counseling, conflict mediation, school and job referral, GED classes, job training, and referrals to agencies for other services. Police, probation officers, community youth workers, and the NAGV, as a result of local interagency meetings and resource development provide social support, opportunities, and social controls to these youth. A key element of the program is close coordination, enhanced through information sharing about target youth. Together, the two target gangs have accounted for 75 percent of the “heavy” gang violence in the area in recent years, including gang homicides, aggravated batteries, and aggravated assaults. This project is being evaluated by the University of Chicago. The initial findings show positive results. Based on official police incident reports of gang homicides, aggravated batteries, and aggravated assaults during the intervention period, the Little Village area showed the smallest rise in gang violence compared to six other similar high gang violence areas over a three year period. Also, based on police arrest data, youth involved in the program showed a reduction or leveling off of total crime, including all types of violent crime, in the first two years of the program, compared to “comparison” youth from the same gangs. There were increases in police arrests for the two comparison groups but not for the program group. Additionally, community perceptions of gang crime have been positively impacted, a significant number of youth became employed and the number of high school graduates among the program group had doubled. While comparison groups were utilized for this evaluation analysis they were not created using random assignment and therefore it is not an experimental design evaluation.

U.S. Department of Justice

Office of Justice Programs

Office of Juvenile Justice and Delinquency Prevention

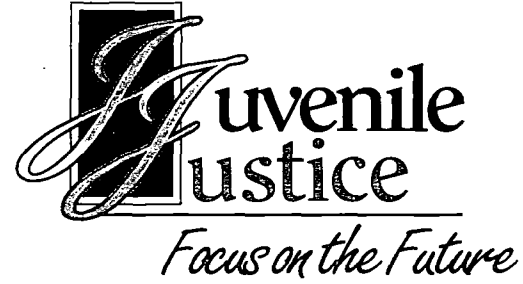
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Mark Your Calendar!



OJJDP
National Conference

December 10-12, 1998

Washington, DC

Start planning for your attendance at OJJDP's National Conference, Juvenile Justice: Focus on the Future. OJJDP is sponsoring this national conference, which will be held for 2 1/2 days (plus 1 day of preconference workshops) to address critical issues in juvenile justice and delinquency and showcase responses and strategies for the future. Join hundreds of the Nation's leaders who, like you, face the challenge of meeting the needs of today's youth while planning for the youth of tomorrow.

Dates:

December 10-12, 1998 (*national conference*)

December 9, 1998 (*preconference workshops*)

Location:

Grand Hyatt Washington

1000 H Street NW.

Washington, DC 20001

202-582-1234

Internet: www.hyatt.com/pages/w/wasgha.html

Additional Information:

If you would like to submit ideas or recommendations for workshop topics and possible speakers, visit our Web site at www.ncjrs.org/nconf98.htm. All suggestions are welcome. Be sure to visit the site often to learn the latest conference news. You will be able to use the site to register for the conference online. For those of you who wish to participate in the conference but cannot attend, stay tuned to the site for details on how you can view conference segments via satellite teleconference.

For additional information and to get on the mailing list for registration, you can also contact the Juvenile Justice Clearinghouse at 800-638-8736 or send an e-mail to askncjrs@ncjrs.org.

Keep on the lookout for future conference information that will be sent to you soon.

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Office of Justice Programs ♦ U.S. Department of Justice
