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Chapter 11: Juvenile Justice and Youth Crime

Introduction

The concept of a separate system of justice for youth began in earnest in 1899 with the introduction of the Illinois Juvenile Court Act of 1899.¹ The act formally recognized a system of justice for youth that was different than the adult criminal justice system, as it based its ideals on the concept that young people were developmentally different than adults and therefore should be treated differently.² This concept quickly caught on across the United States and by 1925, all but two states created independent juvenile justice systems.³ Throughout the balance of the twentieth century, there were many changes to the concept of juvenile court. From *parens patriae* to the get-tough practices of the late 1990s, the juvenile justice system continued to develop over the years and is still developing today.⁴ Through the years, the concept that young people are different has remained a constant, as had the understanding that they require a unique court to handle their matters effectively and efficiently.

The juvenile justice system presents a range of challenges to law enforcement officers, judges, and juvenile justice professionals. Approaching these challenges with an open mind, creativity, and innovation could transform how the nation treats youth in the criminal justice system. The number of juveniles entering the system has fallen in the past several years,⁵ and an increasing number of stakeholders are embracing ideas and methods that are less of a financial burden, less punitive, and more focused on the well-being of the adolescent.

The juvenile justice system is uniquely situated and vital to creating safe, secure, and successful communities; however, to achieve these goals, the system must be vigorous in its ideals and true to the purpose of its creation. That intentionally designed juvenile justice system will allow key stakeholders to understand the needs of their community, collaborate on their intervention, and advance the goals of justice through rehabilitation and accountability. To support our nation's youth, it is essential that we have an effective, efficient, and balanced juvenile justice system that prevents juvenile crime and delinquency, examines the causes of youth crime and violence, and supports law enforcement's role in both the apprehension of serious juvenile offenders and the appropriate use of diversion and community-based resources. To be successful, our nation must continue to develop qualified juvenile justice professionals, which will enhance awareness, knowledge, and collaboration amongst stakeholders vital to crime prevention and community safety.

The juvenile justice system includes the court and must hold young people accountable when they commit serious and violent crimes in our communities.⁶ Despite the many iterations of the juvenile court, states should adopt the mission statement of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and create systems that are based on a balanced approach to justice that enhances public safety, ensures that youth are held appropriately accountable to both crime victims and communities, and empowers youth to live productive, law-abiding lives.⁷ This includes creating, enhancing, and using diversionary programs for

¹ 1999 National Report Series, Juvenile Justice Bulletin, U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention

² Ibid.

³ Ibid.

⁴ The National Juvenile Justice Prosecution Center, Juvenile Prosecution Policy Positions and Guidelines, 2015

⁵ Hockenberry, Sarah, and Puzanchera, Charles. 2019. Juvenile Court Statistics 2017. Pittsburgh, PA: National Center for Juvenile Justice.

⁶ The Prosecutor, Volume 54 No.2, April 2020. The Proper Intersection of Restorative Justice and Public Safety in Juvenile Cases, JAMES C. BACKSTROM, Dakota County Attorney, Hastings (MN)

⁷ Office of Juvenile Justice and Delinquency Prevention Mission Statement

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youth who commit low-level offenses that can be handled swiftly and consistently.⁸ As the officers of the juvenile court, probation officers act as the linchpin of the juvenile justice system and must be supported appropriately at both the state and local levels. As Gregory Stuber notes, "The arrest and sentencing of a youth are usually completed within a few months, depending upon the alleged crime, but a youth may be placed on probation supervision for three to five years. Thus, the vast majority of interaction a youth has with the juvenile justice system is through their probation officer."⁹ Therefore, probation officers have been vested with the unique powers of both a social worker and law enforcement officer. Through these dual roles, probation officers have the opportunity to be highly effective in producing positive outcomes for youth and their families.

States should also collect data as part of the formal court process, which can be used to explore what works and help intelligently and intentionally guide reform.¹⁰ Placing a juvenile in a well-designed treatment plan that is focused on changing the juvenile's individual behavior and learning core skills may prevent future delinquency and encourage successful reentry into the community.¹¹

Juvenile justice is a specialty area of jurisprudence. It is a unique court system that has independent rules and requirements that are much different than its adult counterpart. However, many jurisdictions around the country have yet to evolve.

According to 2018 data, arrests of juveniles reached their lowest levels in nearly four decades.¹² In highlighting trends in juvenile arrests, based on data from the FBI's Uniform Crime Reporting Program, the decline in arrests since 1996 was greater for juveniles than adults. As a result, juveniles accounted for 7 percent of arrests in 2018.¹³ Similarly, the number of adjudicated delinquency cases ordered to formal probation declined for person, property, drug, and public order offense in recent years.¹⁴ The number of petitioned status offense cases involving detention decreased for all offenses (including runaway, truancy, curfew, ungovernability, and liquor law violations) since 2005.¹⁵ Nationally, 45,567 juvenile offenders were held in 1,772 residential placement facilities on October 26, 2016.¹⁶ For cases in calendar year 2015, an estimated 75,900 youth younger than 18 were prosecuted in criminal court.¹⁷

Different types of youth assessments should be applied at different points in the juvenile justice system, including diversion, pre-adjudication, adjudication, and reentry. Instruments and measurements need to be

⁸ OJJDP Juvenile Accountability Incentive Block Grants Program Bulletin, Best Practices in Juvenile Accountability: Overview, April 2003, <https://www.ncjrs.gov/pdffiles1/ojjdp/184745.pdf>

⁹ Gregory Stuber quote

¹⁰ From Theory to Practice, What Works in Reducing Recidivism? Edward J. Latessa, Ph.D., State of Crime and Justice in Ohio

¹¹ Ibid.

¹² OJJDP Statistical Briefing Books "Law Enforcement & Juvenile Crime" section, Charles Puzzanchera, National Center for Juvenile Justice, Analysis of Federal Bureau of Investigation arrest data from the Bureau of Justice Statistics (data years 1980–2014) and the National Center for Juvenile Justice (data years 2015–2018). Statistical Briefing Book found at ojjdp.gov/ojstatbb.

Publication found at https://www.ojjdp.gov/ojstatbb/snapshots/DataSnapshot_UCR2018.pdf

¹³ Ibid.

¹⁴ OJJDP Statistical Briefing Book. Online. Available:

<https://www.ojjdp.gov/ojstatbb/probation/qa07104.asp?qaDate=2018>. Released on March 31, 2020.

¹⁵ Ibid.

¹⁶ OJJDP National Report Series Bulletin, Juvenile Justice Statistics, December 2018.

<https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/pubs/251785.pdf>

¹⁷ Charles Puzzanchera, Melissa Sickmund, Anthony Sladky, National Center for Juvenile Justice, Pittsburgh, Pennsylvania, 2018

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in place and encouraged so that every state studies, tests, and implements standardized assessment tools that will help determine risk and needs for the young people entering the juvenile justice system. The end result—sought and identified through research and best practices—is to reduce recidivism and ensure public safety.

Earlier in his career, Attorney General Barr stated, “society’s concern over how we deal with juveniles should not start after the juvenile has already gone astray.”¹⁸ This remains an undeniable truth in a system of justice that does not start at the courthouse. Instead, it starts with a “constellation of private and public institutions that socialize the child and shape his or her moral character.”¹⁹ That constellation includes families, schools, religious leaders, and community-serving agencies, and it requires communication and collaboration across each group. This engagement of key community stakeholders is a critical component to any effective juvenile justice system, and it must be incorporated nationwide so that young people who are in need can access these services in their communities. In addition, this system must have consistent assessments that address and decipher the risks and needs of the young people that enter juvenile justice system.²⁰ The system, which admittedly does not always promote a united vision, must intentionally adopt the “what works”²¹ philosophy to treat underlying issues and address delinquency in a consistent, data-informed environment.²² When young people do become involved in delinquency, states must adopt a “balanced approach to justice that enhances public safety, ensures that youth are held appropriately accountable to both crime victims and communities, and empowers youth to live productive, law-abiding lives.”²³

Lawmakers, communities, and policymakers must fully support the various roles that make up in the juvenile justice system, as many of the struggles facing this system are related to staff retention and turnover. It is difficult to develop relationships to create and preserve a successful juvenile justice system when the professionals are not there long enough. This system will finally achieve its mission of building strong children, families, and communities when it identifies the critical role played by law enforcement, holds youth who commit serious crimes and endanger the public accountable, uses appropriate risk and needs assessments to inform supervision levels and programming type and dosage, and engages key stakeholders in our efforts at prevention and early intervention.

PULL QUOTE: “It is easier to build strong children than to repair broken men.” Frederick Douglass

Finally, we must recognize that because juvenile courts are unique, the discipline of juvenile justice must be professionalized and should include specific training for law enforcement, prosecutors, and defenders. It should also include training for judges. Because of its unique position, OJJDP should lead this charge. OJJDP helps state and local governments understand and address different aspects of juvenile crime, helps reduce and seeks to eliminate juvenile crime, and improves the system using technical assistance, research, training, evaluation, and effective programs.²⁴ As a result, the nation will have a juvenile justice system that enhances public safety and empowers youth to live productive, law-abiding lives.

¹⁸ Written Remarks of Attorney General William P. Barr to the Governor’s Conference on Juvenile Crime, Drugs and Gangs, April 1, 1992, Milwaukee, Wisconsin, at Page 5.

¹⁹ Ibid, p.4.

²⁰ Technology Transfer-A Case Study in Implementing the Principles of Effective Cognitive and Behavioral Interventions for At-risk Juveniles. Jennifer Pealer, PhD. And Ed Latessa, PhD.

²¹ From Theory to Practice, What Works in Reducing Recidivism? Edward J. Latessa, Ph.D., State of Crime and Justice in Ohio

²² Ibid.

²³ Office of Juvenile Justice and Delinquency Prevention Mission Statement

²⁴ Juvenile Justice and Delinquency Prevention Act (JJDP) (Pub. L. No. 93-415, 42 U.S.C. § 5601 et seq.)

11.1 The Role of Law Enforcement

Background

Approximately 25 percent of the U.S. population is age 17 or younger, the age group commonly referred to as juveniles.²⁵ This percentage has grown since the mid-1980s and is projected to continue its growth for the next 40 years.²⁶ Juvenile justice systems will need to change as the juvenile population changes, and it will require the leadership of law enforcement in order to be truly transformative.

Juveniles enter the juvenile justice system most often through contact with law enforcement, such as an arrest.

Figure 2:a Juvenile Justice System



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“Often, law enforcement statistics are used as a proxy for examining trends in juvenile crime and offending. Law enforcement provides “input” for the rest of the juvenile justice system, and thus understanding these inputs is critical for examining how the system responds to juvenile crime.” Over the past few decades, arrest statistics have been used as the main barometer of juvenile delinquent activity, yet juvenile offenses often go unreported.²⁸ In recent years, juvenile justice advocates have had increasing, but varying, amounts of success with convincing lawmakers and other stakeholders to decriminalize some adolescent behavior (e.g., skipping classes, running away, and acting out).²⁹ This allows children to not end up in the juvenile justice system and saves billions of dollars.

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Children Exposed to Violence Toolkit for Law Enforcement

When given the tools to provide trauma-informed, developmentally appropriate responses to children exposed to violence, law enforcement officers can

- Provide a safe environment to assist youth in re-establishing a sense of security and stability

²⁵ From OJJDP’s Statistical Briefing Book <https://www.ojjdp.gov/ojstatbb/> (Check with Shelley to see if more update information is available)

²⁶ Ibid.

²⁷ Crowe, Ann H. 2000. Report. *Jurisdictional Technical Assistance Package for Juvenile Corrections*. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. Link found at https://www.ncjrs.gov/hTml/ojjdp/juris_Tap_report/ch2_02.html

²⁸ <https://www.ojjdp.gov/ojstatbb/offenders/overview.html>

²⁹ <https://www.npr.org/2019/08/05/740555026/running-away-or-skipping-school-could-get-a-kid-locked-up-now-thats-changing>

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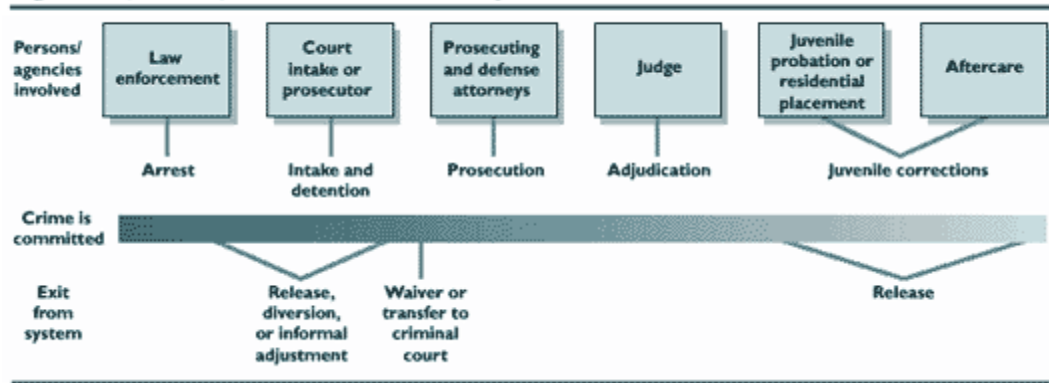
- Assist youth and their families begin to heal
- Support and reshape attitudes towards law enforcement³⁰

Whether addressing the needs of youth at scenes of domestic violence, interacting with youth of different ages that experienced traumatic stress, or providing death notification to children, specific protocols and training will greatly assist a law enforcement officer's ability to be effective.

Law enforcement agencies should enhance their capacity to respond to children exposed to violence by completing an organizational self-assessment.³¹

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Figure 2:b Juvenile Justice Process and Components



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Congress enacted the Juvenile Justice and Delinquency Prevention Act (JJDP) (P.L. 93-415, 42 U.S.C. § 5601 et seq.) in 1974. This landmark legislation established OJJDP to support local and state efforts to prevent delinquency and improve the juvenile justice system. It also created requirements, often referred to as core protections for juveniles, including

- the mandate of sight and sound separation of juveniles from adults in confinement
- the establishment of deinstitutionalization of status offenders (DSO), which prohibits an offender from being held for a status offense (e.g., truancy)

In 1980, the jail removal requirement was added, which protects youth who are under the jurisdiction of the juvenile justice system and prohibits them from being held in adult jails and lock-ups except in limited circumstances (e.g., while waiting for transport to appropriate juvenile facilities).³³

In 1988, the disproportionate minority confinement (DMC) was added as a requirement to address “reducing and eliminating the over-representation of minority youth in detention and corrections facilities.”³⁴ In 2002, the scope of the DMC core requirement was broadened from disproportionate minority confinement to

³⁰ International Association of Chiefs of Police and Yale Child Study Center, 2017, Enhancing Police Responses to Children Exposed to Violence: A Toolkit for Law Enforcement. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.

³¹ Ibid.

³² Crowe, Ann H. 2000. Report. *Jurisdictional Technical Assistance Package for Juvenile Corrections*. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. Link found at https://www.ncjrs.gov/hTml/ojjdp/juris_Tap_reporT/ch2_02.html

³³ 42 U.S.C. 5633(a)(13)

³⁴ <http://www.juvjustice.org/sites/default/files/ckfinder/files/DMC%20factsheet%20draft%20--%20Final%20for%20Print.pdf>

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disproportionate minority contact, which refers to rates of contact with the juvenile justice system among juveniles of a specific minority group that are significantly different from rates of contact for white non-Hispanic juveniles.

Finally, in December 2018, the Juvenile Justice Reform Act (JJRA) of 2018 was signed into law, which reauthorized and substantially amended JJDPA. JJRA requires states to identify and reduce racial and ethnic disparities (RED) among youth who come into contact with the juvenile justice system.³⁵ Yet, these racial and ethnic disparities still exist, which leads to a disproportionate number of black and Latino children entering the juvenile justice system. Subsequently, youth of color are incarcerated at rates disproportional to their representation in the U.S. population.³⁶ These disparities typically begins at the community level, with youth of color being arrested and incarcerated at higher rates, for lesser crimes, and with longer sentences. Youth in families with a low income are also disproportionately represented.³⁷

11.1.1 Law enforcement agencies should engage with their designated state agency and their state advisory group to identify funding opportunities, and better understand the current juvenile justice priorities identified within their state.

The JJDPA creates a federal–state partnership to administer juvenile justice and delinquency prevention in the United States. Under the JJDPA, the governor or chief executive of all states, territories, and the District of Columbia who choose to participate in the act are required to designate an agency to administer OJJDP funds that are awarded to each jurisdiction based on their juvenile population.

The JJDPA requires that state advisory groups (SAGs) are established in all 50 states and U.S. territories, though they may be known by an alternative title, such as a commission or council. Under JJDPA, the governor or chief executive of all states, territories, and the District of Columbia that choose to participate in the act are required to appoint individuals who are knowledgeable about juvenile justice and delinquency prevention to the SAG. The SAG provides input into their state’s use of JJDPA funds and ensures the state complies with JJDPA’s core requirements.³⁸

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Required members of a state advisory group

- at least one locally elected official
- representatives of law enforcement
- juvenile and family court judges
- prosecutors and defense attorneys
- probation workers
- representatives of public agencies concerned with delinquency prevention (e.g., welfare, social services, mental health, or education)
- representatives of private non-profit organizations with a focus on delinquency prevention
- volunteers who work with youth that have been charged with delinquent offenses
- youth workers in alternative to incarceration programs

³⁵ Pub. L. No. 93-415, 34 U.S.C. § 11101 et seq.

³⁶ https://www.ojjdp.gov/mpg/litreviews/Disproportionate_Minority_Contact.pdf

³⁷ <https://suitcasesix.com/usa-juvenile-justice/>

³⁸ Juvenile Justice Reform Act of 2018 (Scott to pull cite from Thomas and talk w/ Julie re citing which Act as amended?)

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- persons with experience in school violence, learning disabilities, and child abuse and neglect
- licensed or certified persons with expertise in preventing and addressing mental health and substance abuse needs in delinquent youth and at-risk youth
- representatives of victim or witness advocacy groups, including at least one individual who can address the challenges of sexual abuse, exploitation, and trauma
- if applicable, a tribal representative or another individual with significant expertise in tribal law enforcement and juvenile justice in tribal communities
- at least 20 percent of the members who are age 27 or younger at the time of appointment
- at least three members who have been or currently are under juvenile justice system jurisdiction³⁹

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Law enforcement is a required element of an appropriately constituted SAG. Engaging as a SAG member could further promote interface with the resources available to law enforcement in supporting local youth programming efforts.

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The Federal Advisory Committee on Juvenile Justice (FACJJ) recommends fostering relationships, such as with law enforcement. OJJDP fosters relationships among federal staff, the FACJJ, and juvenile justice professionals. The FACJJ also recommends that OJJDP should be “more clearly and deliberately engaging the SAGs in the work of the office. This includes specific trainings on the role of the SAG, its relationship to the community, and its obligation and commitment to the ideals of the JJDPA act. This type of engagement will encourage SAG members to endorse OJJDP as a training mechanism and will build awareness of existing resources among SAG members and therefore the larger field of professionals.”⁴⁰

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11.1.2 Law enforcement should be trained on the core protections of the Juvenile Justice and Delinquency Prevention Act.

Law enforcement agencies should become familiar with their impact on ensuring their state remains compliant with the core protections of JJDPA. Fundamental to the core protections is the need to appropriately handle youth in a manner that minimizes harm. Non-compliance can have pecuniary impacts to states as well. One non-compliant facility could reduce the amount of juvenile justice formula funding a state receives by 20 percent or more, depending on the number of core protections affected.⁴¹ Reduced funding equates to less money available to support community-based initiatives, including partnerships with law enforcement agencies. Law enforcement executives and other stakeholders should decide who will train the personnel, how much is the estimated cost, how will it be apportioned, and who will shoulder the financial burden.

OJJDP program managers oversee a portfolio of states⁴², and each state has a compliance monitor that works with law enforcement and detention personnel to ensure that our nation’s youth are cared for appropriately.

³⁹ OJJDP FY 2020 Title II Sample State Advisory Group Membership Roster, JJRA of 2018 (get correct citing from Julie)

⁴⁰ Recommendation of the Federal Advisory Committee on Juvenile Justice (FACJJ), February 2020, Full report can be found at https://facjj.ojp.gov/sites/g/files/xyckuh291/files/media/document/facjj-subcommittee-recommendations-final-2-4-20_0.pdf

⁴¹ <https://ojjdp.ojp.gov/states/state-compliance-jjdp-act-core-requirements>

⁴² <https://ojjdp.ojp.gov/about/staff>

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⁴³ These resources will assist with a law enforcement agency's understanding of their critical role in ensuring the well-being of youth in secure custody. As a result of compliance monitoring, an agency becomes familiar with the policies, procedures, and physical construct necessary to maintain compliance with the various provision of the JJDP.

11.2 The Need for Accountability

Background

Youth who violate the law need to be held accountable to improve the quality of life in communities. The traditional juvenile justice system defined accountability as punishment or adherence to rules laid down by the system, a similar approach taken for adults. However, youth often see life through a different lens than adults, and this approach does not facilitate moral development at a level achieved by taking full responsibility for one's own behavior.⁴⁴ Youth "think differently than adults, are emotionally immature, and do not have fully formed moral values."⁴⁵

Given the way in which adolescent brains develop,⁴⁶ sometimes a juvenile that committed an offense may feel that their behavior, although illegal, is an appropriate response. For juvenile offenders to take responsibility for their actions, they "must be helped to think beyond their first response to the perceived or real unfairness of adults, lack of opportunity, or rivalry with another group and assisted in understanding consequences."⁴⁷

The Balanced and Restorative Justice (BARJ) Model was created to address this. It defines accountability as an obligation or willingness to accept responsibility for one's actions and taking certain steps to repair the harm, which also includes a combination of skills building, repair the harm done to victims, and community protection. By following this approach, this encourages a positive development of our youth so they can become productive members of our communities.

PULL QUOTE: "The glue that makes community-based programming work is accountability. Through accountability . . . trust is earned. These trusting relationships are achieved by fostering an informed and communicative environment that promotes clear follow-through. And, with trust, comes freedom." – Juvenile Court Judge Timothy E. Irwin, Knox County, Tennessee⁴⁸

PULL QUOTE: "Young people who break the law must be held accountable for the consequences of their illegal behavior . . . by a legal system that balances the protection of the community, the developmentally appropriate correction of juveniles who violate the law, and the protection of the legitimate rights of the victims of juvenile crime." Juvenile Justice 1998 report to Congress⁴⁹

The juvenile justice system must hold young people accountable when they commit serious and violent

⁴³ <https://ojjdp.ojp.gov/states>

⁴⁴ OJJDP Report: Guide for Implementing the Balanced and Restorative Justice Model NCJ 167887

⁴⁵ OJJDP Juvenile Accountability Incentive Block Grants Program Bulletin, Best Practices in Juvenile Accountability: Overview, April 2003, <https://www.ncjrs.gov/pdffiles1/ojjdp/184745.pdf>

⁴⁶ <https://www.pbs.org/wgbh/pages/frontline/shows/teenbrain/work/adolescent.html>

⁴⁷ OJJDP Juvenile Accountability Incentive Block Grants Program Bulletin, Best Practices in Juvenile Accountability: Overview, April 2003, <https://www.ncjrs.gov/pdffiles1/ojjdp/184745.pdf>

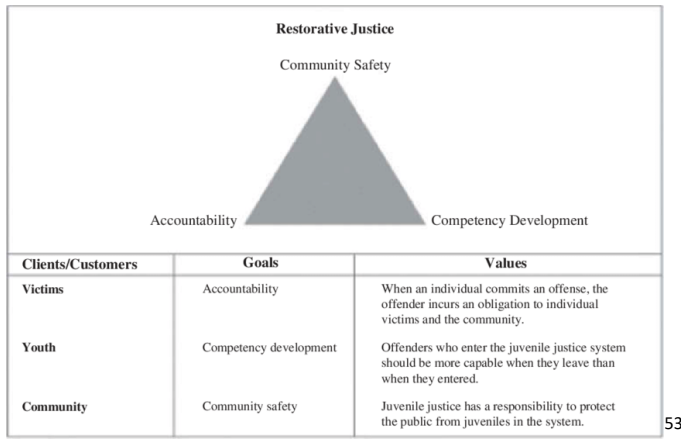
⁴⁸ Juvenile Justice and Youth Crime Working Group member Judge Timothy E. Irwin, during Working Group meeting held on May 29, 2020

⁴⁹ A Celebration or a Wake? The Juvenile Court After 100 Years, Washington, DC: Coalition for Juvenile Justice, 1998, pp. 43–44.

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crimes in our communities.⁵⁰ One of the strongest tools available to the court in holding a youth accountable is through the use of probation. Probation officers are responsible for the community supervision of youth assigned to them and provide an immediate law enforcement response when necessary. Probation officers hold youth accountable through graduated sanctions up to and including violations of probation and arrest if a youth violates their court-ordered conditions of probation, is not engaging in the rehabilitative process in a meaningful way, or commits a new offence. Probation officers also act as the rehabilitative conduit by assessing the risk and needs of a youth and their families and then implementing a strategic plan for them, which includes referrals into county-provided programs or community-based organizations.

Despite the many iterations of the juvenile court, states should adopt OJJDP’s mission statement.⁵¹ This includes creating, enhancing, and using diversionary programs for youth that commit low-level offenses which can be handled swiftly and consistently.⁵²



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11.2.1 Congress should reinstitute funding for the Juvenile Accountability Block Grants program.

The Juvenile Accountability Block Grants (JABG) program was authorized under the Omnibus Crime Control and Safe Streets Act of 2002.⁵⁴ With a goal of “reducing juvenile offending through accountability-based programs focused on both the juvenile offender and the juvenile justice system, the JABG program supported states and territories in implementing graduated sanctions that were proportionate to the offenses, both as a matter of basic justice and as a way to combat juvenile delinquency and improve the quality of life in the nation's communities.”⁵⁵

The purpose areas focused on four types of activities: hiring staff, training staff, building infrastructure (e.g., expanding or renovating the physical plant or developing information-sharing mechanisms such as partnerships), and implementing direct service programs (e.g., specialty courts, restorative justice programs, programs that use graduated sanctions, and assessment services).⁵⁶

In 2002, JABG had an initial authorization for \$249 million dollars, and was funded at decreasing amounts

⁵⁰ The Prosecutor, Volume 54 No.2, April 2020. The Proper Intersection of Restorative Justice and Public Safety in Juvenile Cases, JAMES C. BACKSTROM, Dakota County Attorney, Hastings (MN)

⁵¹ Office of Juvenile Justice and Delinquency Prevention Mission Statement

⁵² OJJDP Juvenile Accountability Incentive Block Grants Program Bulletin, Best Practices in Juvenile Accountability: Overview, April 2003, <https://www.ncjrs.gov/pdffiles1/ojjdp/184745.pdf>

⁵³ Balanced and Restorative Justice (BARJ) model. Adapted from Maloney, D., Romig, D., & Armstrong, T. (1988). Juvenile probation: The balance approach. *Juvenile and Family Court Journal*, 39(3), 1-62.

⁵⁴ 42 U.S.C. 3796ee et. seq.

⁵⁵ 2013 JABG Award language for recipients

⁵⁶ OJJDP In Focus, October 2009, <https://www.ncjrs.gov/pdffiles1/ojjdp/226357.pdf>

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in subsequent years. No federal funding has been allocated to JABG since 2014.⁵⁷

Purpose Areas for the Juvenile Accountability Block Grants Program

Purpose Area	Description of Purpose Area
1. Graduated sanctions	Developing, implementing, and administering graduated sanctions for juvenile offenders
2. Corrections/detention facilities	Building, expanding, renovating, or operating temporary or permanent juvenile corrections or detention facilities, including training of personnel
3. Court staffing and pretrial services	Hiring juvenile court judges, probation officers, and court-appointed defenders and special advocates, and funding pretrial services (including mental health screening and assessment) for juvenile offenders to promote the effective and expeditious administration of the juvenile justice system
4. Prosecutors (staffing)	Hiring additional prosecutors to prosecute more cases involving violent juvenile offenders and thereby reduce backlogs
5. Prosecutors (funding)	Providing funding to enable prosecutors to address drug, gang, and youth violence problems more effectively and for technology, equipment, and training to help prosecutors identify and expedite the prosecution of violent juvenile offenders
6. Training for law enforcement and court personnel	Establishing and maintaining training programs to help law enforcement and other court personnel prevent and control juvenile crime
7. Juvenile gun courts	Establishing juvenile gun courts for the prosecution and adjudication of juvenile firearms offenders
8. Juvenile drug courts	Establishing drug court programs to provide continuing judicial supervision of juvenile offenders with substance abuse problems and to integrate the administration of other sanctions and services for such offenders
9. Juvenile records systems	Establishing and maintaining a system of juvenile records designed to promote public safety
10. Information sharing	Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social service agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts
11. Accountability	Establishing and maintaining accountability-based programs designed to reduce recidivism among juveniles who are referred by law enforcement personnel or agencies
12. Risk and needs assessment	Establishing and maintaining programs to conduct risk and needs assessments of juvenile offenders that facilitate effective early interventions and the provision of comprehensive services, including mental health screening and treatment and substance abuse testing and treatment
13. School safety	Establishing and maintaining accountability-based programs designed to make schools

⁵⁷ For more information, see Coalition for Juvenile Justice, *Protecting Our Children and Communities: The Essential Role of Funding Under the Juvenile Justice and Delinquency Prevention Act* (2017), at 6, 10 <http://www.juvjustice.org/sites/default/files/resource-files/JJDPF%20Funding%20Final.pdf>.

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	safe
14. Restorative justice	Establishing and maintaining restorative justice programs
15. Juvenile courts and probation	Establishing and maintaining programs to enable juvenile courts and juvenile probation officers to more effectively and efficiently hold juvenile offenders accountable and reduce recidivism
16. Corrections/detention personnel	Hiring detention and corrections personnel and establishing and maintaining training programs for them to improve facility practices and programming
17. Reentry	Establishing, improving, and coordinating pre-release and post-release systems and programs to facilitate the successful reentry of juvenile offenders from state or local custody in the community
18. Court-appointed defenders	Hiring court-appointed defenders and providing training, coordination, and innovative strategies for indigent defense services ⁵⁸

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11.2.2 States should require juvenile justice courts to engage in data collection.

[CROSS-REFERENCE DATA AND REPORTING]

States should collect data as part of the formal court process, and the data should be used to explore the success of service interventions, to guide reform, and to standardize the juvenile justice system. Placing a juvenile in a well-designed treatment plan that focuses on changing the juvenile's behavior and teaching them core skills may prevent future delinquency and promote a successful reentry into the community.⁶⁰

11.2.3 All states should ensure that their Victims' Bill of Rights provides the same protection to victims of juvenile crime and adult crime. Victims of crime, regardless of the age of the offender, should have the same rights available to them.

[CROSS-REFERENCE VICTIM SERVICES]

All states have some form of victim protection, ranging from being notified of court hearings to having the opportunity to be present and be heard in court. However, to secure those rights in an ever-changing juvenile environment, states should incorporate victims' rights into law that provides victims of juvenile crime legal protections that are similar to those of defendants in the juvenile justice system.^{61 62}

11.2.4 The Department of Justice should increase funding for training and technical assistance to implement a balanced approach to juvenile justice. Data that have been collected from juvenile justice courts should be used to create and guide that training.

Accountability does not exclusively mean incarceration. Community service, restitution, and other services can be imposed as sanctions. A combination of public safety, the effects of victimization, and competency

⁵⁸ This purpose area falls within the statutory purpose areas set forth at 42 U.S.C. Section 3796ee(b) and is separately identified, beginning with FY 2013 funding, to allow for the separate documentation of indigent defense services.

⁵⁹ OJJDP FY 2013 Juvenile Accountability Block Grants Program Solicitation

<https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/media/document/OJJDP-2013-3432.PDF>

⁶⁰ Effectiveness of Cognitive Behavioral Interventions for Youthful Offenders-Review of the Research, Ed Latessa, PhD.

⁶¹ New Jersey Crime Victims Bill of Rights (NJS 52:4B-36)

⁶² Crime Victims' Rights: A Guide for Practitioners and Service Providers, Richard Pompelio 2009

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development should be incorporated to ensure juveniles are held accountable for their actions.

[BEGIN TEXT BOX]

The balanced approach puts forth a mission for juvenile justice with three equally important goals:⁶³

- enable offenders to make amends to their victims and community (accountability)
- increase offender competencies (competency development)
- protect the public through processes in which [victims, the community, and offenders are active participants (public safety)]⁶⁴

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Victim–offender programs can offer substantial value for both adult and juvenile offenders, including an understanding of the impact their crimes have on their victims and communities. Victim–offender programs also offer incentives to offenders who have been held personally accountable through apologies, financial restitution, and community service. They also facilitate a positive learning experience and competency development that can provide positive alternatives to criminal and delinquent activities.

Communities also benefit from the implementation of victim–offender programs. Crime and delinquency have both direct and indirect victims. The domino effect of any crime—regardless of its severity—increases communities' fears and feelings of vulnerability.⁶⁵ In many victim–offender programs, the active involvement of community representatives sends a strong message that crime will not be tolerated, and that the community prioritizes individual and public safety. In addition, victim–offender programs often provide cost-effective alternatives to more retributive forms of justice. When victims are provided with positive tools to reconstruct their lives, they are able to function better as contributing members of a community.

Supporting a training and technical assistance center to advance this concept could help bridge the gap.

11.2.5 Law enforcement agencies should implement the Office of Juvenile Justice and Delinquency Prevention's Comprehensive Gang Model.

A 2015 study that appeared in the *Journal of Adolescent Health* estimates that there are more than one million juvenile gang members in the United States, which is more than three times the number estimated by law enforcement.⁶⁶ Gang membership between youth ages 5 and 17 challenges many popular demographic stereotypes about gangs in the nation. The study found that an average of 2 percent of youth are gang members, and youth age 14 have the highest gang involvement (5 percent).⁶⁷ Additionally, the study found that youth in gangs come from all types of backgrounds.

Law enforcement severely undercounts juvenile gang members. National estimates place the number of youth in gangs at 300,000, which is less than a third of what the study found. Author David Pyrooz says, "law enforcement uses a top-down strategy, recording older and more criminally-involved youth as gang members, which ignores younger and more peripherally gang-involved youth, all of whom are captured in the bottom-up strategy we use in this study."

While law enforcement plays a critical role in addressing gang problems, it alone will not stem the flow of youth gang involvement. A community simply cannot arrest its way out of serious, violent, and entrenched

⁶³ (Bazemore and Day, 1996)

⁶⁴ Crowe, Ann H. 2000. Report. Jurisdictional Technical Assistance Package for Juvenile Corrections. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention

⁶⁵ <https://www.ovc.gov/publications/infores/probparole/chap4.htm>

⁶⁶ David C. Pyrooz, Gary Sweeten. Gang Membership Between Ages 5 and 17 Years in the United States. *Journal of Adolescent Health*, 2015; DOI: 10.1016/j.jadohealth.2014.11.018

⁶⁷ <https://www.sciencedaily.com/releases/2015/02/150212131817.htm>

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youth gang problems. Law enforcement agencies must collaborate with citizens and organizations to implement strategies that address both the immediate threat of youth gangs and the conditions that allow them to exist. Many probation departments have created specialized units in the juvenile field to address the specific needs of certain youth offenders. These units include but are not limited to home supervision and electronic monitoring, juvenile justice diversion programs, commercially sexually exploited children, sex offender, arson, and gang suppression. Probation is involved in the community supervision of convicted juvenile gang members and can be an incredible asset in addressing the suppression of gangs in any community.

OJJDP's Comprehensive Gang Model provides a structure to guide this process.⁶⁸ The model combines prevention, intervention, and suppression strategies that incorporate community supports to address the root causes of criminal gang activity within a community. It provides a roadmap to pull together siloed supports into a cohesive and actionable plan. By having law enforcement take the lead in embracing the Comprehensive Gang Model, law enforcement executives will be on the forefront of efforts to devise and implement solutions for youth gang problems that have an impact on their communities, while also sharing the burden for implementation with community partners. With funding and leadership from OJJDP, the model has been tested in various forms in more than 20 sites, and essential findings from evaluations of several programs demonstrate the success of the model in a variety of environments.⁶⁹

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Initial steps to expand law enforcement efforts to address gang issues:

- visit the National Gang Center's website at <https://www.nationalgangcenter.gov/Comprehensive-Gang-Model> to access OJJDP's Comprehensive Gang Model Online Overview
 - online overview
 - assessment guide
 - implementation manual
- form a preliminary steering committee consisting of local agency heads and decision makers to review and evaluate the model
- begin an assessment of the youth gang problem following the assessment guide⁷⁰

[END TEXT BOX]

⁶⁸ A *Law Enforcement Officials Guide to the OJJDP Comprehensive Gang Model* can be found at <https://www.nationalgangcenter.gov/Content/Documents/LE-Officials-Guide-to-OJJDP-Comprehensive-Gang-Model.pdf>

⁶⁹ Department of Justice (US), Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. *Best practices to address community gang problems: OJJDP's comprehensive gang model* [Internet]. 2nd ed. [Washington]: Department of Justice (US); 2010 Oct [cited 2013 Jan 17]. Available from: <https://www.ncjrs.gov/pdffiles1/ojjdp/231200.pdf>

⁷⁰ Ibid.

<https://www.ovc.gov/publications/infores/probparole/chap4.htm>

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11.2.6 States should delay the automatic expungement of juvenile arrest and court records until adulthood. Instead, states should implement limited access relief, which allows criminal justice system stakeholders access to offender history while maintaining confidentiality.

Automatic expungement does not address any victimization that has occurred. If the offender is still behaving in the same way, the automatic expungement blinds the system by taking away the law enforcement’s ability to see the inherent risks.⁷¹

Unless a juvenile delinquency matter has been dismissed for failing to establish probable cause or guilt, or expungement is based upon a change in the substantive criminal law of that jurisdiction, automatic expungement for juveniles goes against the goals of the juvenile justice system. Those in favor of expunging juvenile records raise valid concerns. There are records that if carried through adulthood could have a negative impact on a youth. In addition, confidentiality must be a part of the juvenile records system. However, as Thomas Lemmer states, “expunging these records while youth are still youth is problematic, as it leaves police and social service workers blinded, as they seek to identify the intervention approaches appropriate for those youth.”⁷²

Juvenile justice is a system that requires knowledge and information about young people so as to properly assess and ultimately provide effective intervention. That cannot be accomplished if the system is not aware of the underlying challenges facing that young person, including prior arrests and dispositions. In a system based upon a balanced approach to justice, the system would be designed to enhance public safety, ensure that youth are held appropriately accountable to both crime victims and communities, and empower youth to live productive, law-abiding lives.⁷³ Immediate expungement undermines the juvenile justice systems’ ability to accomplish any of these goals. In terms of public safety, once a record is expunged, law enforcement, prosecutors, and judges may be unable to appropriately consider a juveniles prior involvement in the system. These young offenders may commit several crimes without the escalating consequences necessary. Crime victims may suffer the consequences as well, as orders designed for their protection may disappear or become inaccessible. The youth will also suffer because of the inability to match services with needs. As discussed at length the “what works” theory is based upon matching criminogenic factors with

⁷¹ Testimony of Deputy Chief Thomas Lemmer, Member, Chicago Lodge #7, at the President’s Commission on Law Enforcement and the Administration of Justice’s Juvenile Justice and Youth Crime Hearing, held on 5/7/20

⁷² How Law Enforcement Addresses Juveniles Involved in Crime, Written testimony of Thomas J. Lemmer, Fraternal Order of Police, Chicago Lodge 7, May 6th, 2020

⁷³ Office of Juvenile Justice and Delinquency Prevention Mission Statement

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interventions.⁷⁴ To that end, “Expunging juvenile arrest records does nothing to lower the victimization risk for the involved youth; it only conceals that risk from police and others seeking to identify the need for intervention approaches. An expungement process that leaves youth vulnerable to victimization is not in their best interests.”⁷⁵ This may be impossible when records are expunged prior to the juvenile reaching adulthood. Providers—those most expected to have information on the services needed to provide appropriate intervention—will be unable to do so. While the automatic expungement provisions do not typically result in very serious crimes being expunged, everything counts when trying to determine appropriate intervention. Escalating behaviors and repetitive lower-level offenses are relevant and should be considered.

Delaying automatic expungement until the juvenile has reached adulthood does not diminish the benefits. In fact, it is consistent with their policy position that “after holding a youth accountable for his conduct, society benefits from ensuring that individuals can move on from early mistakes, stay out of the costly justice system, work, pay taxes, and otherwise productively contribute. Keeping juvenile court and law enforcement records confidential is one important way that the juvenile system has aimed to help young people avoid the stigma of a criminal background as they enter adulthood.”⁷⁶ That can be accomplished by expungement upon reaching adulthood and not before.

Until the juvenile reaches the age of adulthood and completed all disposition requirements, states should implement another form of relief for juveniles called limited access. This relief would seal the juvenile’s record allowing only the stakeholders in the juvenile justice system to have access to their entire history of adjudication. It would not be available to the public to prevent any unnecessary collateral consequences. Therefore, if the juvenile reoffends, it is possible to see the entire picture in order to assess and treat the juvenile appropriately.

11.3 Risk and Needs Assessment and Treatment

Background

Once charges are filed against a juvenile, a proper assessment of the risk and needs of that person should be conducted when deciding if detaining the youth is appropriate.⁷⁷ Quality implementation has been shown to reduce reliance on formal system involvement and decrease recidivism.⁷⁸

To improve the juvenile justice system, many state and local governments are looking for ways to manage their juvenile offender population while taking into consideration public safety and the availability of effective treatment and services.⁷⁹ Many different assessment instruments are used throughout the nation, ranging from brief screening tools to make a quick and early decision on the chance of the youth re-offending (e.g., decision to place the youth in pre-adjudication detention) to more comprehensive assessment

⁷⁴ From Theory to Practice, What Works in Reducing Recidivism? Edward J. Latessa, Ph.D., State of Crime and Justice in Ohio

⁷⁵ How Law Enforcement Addresses Juveniles Involved in Crime, Written testimony of Thomas J. Lemmer, Fraternal Order of Police, Chicago Lodge 7, May 6th, 2020

⁷⁶ Burdened for Life: The Myth of Juvenile Record Confidentiality and Expungement in Illinois, April 2016; at <http://ijjc.illinois.gov/sites/ijjc.illinois.gov/files/assets/Burdened%20for%20Life.pdf>

⁷⁷ <http://nysap.us/How%20to%20get%20the%20Most%20Out%20of%20Risk%20Assessment%20in%20JJ%20-%20Vincent%20&%20Guy.pdf>

⁷⁸ OJJDP Juvenile Justice Bulletin, Studying Drivers of Risk and Needs Assessment Instrument Implementation in Juvenile Justice, December 2018

⁷⁹ Ibid.

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instruments.⁸⁰

Comprehensive assessment instruments generally cover a risk/needs approach. These are “standardized tools that help practitioners collect and synthesize information about a youth to estimate that youth’s risks of recidivism and identify other factors that, if treated and changed, can reduce the youth’s likelihood of reoffending.”⁸¹

Once the youth’s risk of re-offending has been identified as well as their criminological needs—such as family issues, competency, level of education, and self-esteem issues—then the appropriate treatment can be identified.⁸² As noted in a 2018 OJJDP bulletin, “Researchers have found that matching appropriate treatment and services to address a youth’s identified risk factors and needs is associated with greater reductions in reoffending and the promotion of prosocial behavior.”⁸³

PULL QUOTE: “Smart punishments are those which seek to instill in a young offender the values, the discipline, and the responsibility that are necessary for self-control.” – Attorney General William Barr⁸⁴

11.3.1 States should study, test, and implement a standardized assessment tool at both the state and local levels to determine risk and needs for juveniles entering the juvenile justice system.

A range of assessment instruments are used by researchers, juvenile justice professionals, experts, and others. These assessments may include a brief screening for early determination of the juvenile’s risk factors for reoffending to a comprehensive assessment covering both the level of risk and the needs of the juvenile.

Risk and needs assessments are not only designed to inform and guide decisions about estimating a juvenile’s likelihood to recidivate.⁸⁵ These measures are also helpful when creating plans for appropriate treatment or services. They allow juvenile justice professionals and practitioners to classify offenders and target limited resources to juveniles who may need intensive supervision and services.⁸⁶

The risk factors are generally strongly associated with the likelihood that an individual will recidivate or continue to exhibit problem behavior.⁸⁷ Risk and needs assessments can be used at various stages in the juvenile justice system, including diversion, adjudication, and disposition. However, the categorization of risk will depend on the stage in the system. For example, a risk and needs assessment administered when the youth first enters the justice system (at arrest or intake) can gauge whether the youth is appropriate for diversion programming, whereas an assessment administered at disposition may guide a judge’s decision about sentencing the youth to out-of-home placement or a community-based alternative.⁸⁸

In addition, not only are there different types applied, they are also being implemented at different points in the juvenile justice system, including diversion, pre-adjudication, adjudication, and reentry. Therefore, each state should study, test, and implement a standardized assessment tool that will help determine the risk and needs for the juveniles entering the juvenile justice system. To reduce recidivism and ensure public safety, this standardized assessment should be well designed, validated, reliable, and based on principles identified

⁸⁰ Ibid.

⁸¹ OJJDP Literature Review, A Product of the Model Programs Guide, January 2015.

⁸² Subject Matter Expert Call with Dr. Ed. Latessa to Juvenile Justice and Youth Crime Working Group on April 14, 2020.

⁸³ OJJDP Juvenile Justice Bulletin, Studying Drivers of Risk and Needs Assessment Instrument Implementation in Juvenile Justice, December 2018

⁸⁴ Written Remarks of Attorney General William P. Barr to the Governor’s Conference on Juvenile Crime, Drugs and Gangs, April 1, 1992, Milwaukee, Wisconsin, at Page 16.

⁸⁵ <https://www.ojjdp.gov/mpg/litreviews/RiskandNeeds.pdf>

⁸⁶ Pew Center on the States 2011

⁸⁷ Ibid.

⁸⁸ Watcher 2014

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through research. It should also make sure that all juveniles are treated equally within that state's juvenile justice system.

States should require a comprehensive training on the use and implementation of the selected assessment tool to ensure accuracy and consistency.

11.3.2 The Office of Justice Programs should conduct additional research on the efficacy of youth courts for low-risk juvenile offenders, including researching recidivism rates and identifying what works.

Youth courts (i.e., peer or teen courts) are alternative opportunities for community engagement that incorporate components of restorative justice into programs. These programs are designed to divert young, low-level offenders from formal juvenile court proceedings to an informal process that incorporates accountability for their offenses with the goal of preventing future delinquency.⁸⁹ Teen courts determine sentencing through peers who serve as prosecutor, defense attorney, offenders, victims, judge, and jury. This role playing model promotes accountability to both the victim and the community. Unlike other problem-solving court models, "teen court programs do not operate as a court within the judicial branch of government, but rather as part of a diversion process that works to keep youth from formal court proceedings in the juvenile justice system."⁹⁰

Although teen court diversion programs have been adopted in various jurisdictions as part of their juvenile justice system, few studies have examined the effects on program participants.⁹¹

11.3.3 States should increase accessibility to juvenile treatment options, specifically for mental health and substance use disorder treatment.

[CROSS REFERENCE SOCIAL PROBLEMS]

To reduce a juvenile's chance of reoffending, their behavioral health issues must be properly diagnosed. The risk and needs assessment provides information needed to make appropriate treatment and placement needs for the juvenile. If a juvenile is appropriately matched with services to their criminogenic needs, the use of a risk and needs assessment instrument should reduce recidivism and promote prosocial behavior.⁹² The failure rate of the juvenile increases dramatically when a juvenile is placed in the wrong level of treatment (e.g., a low-risk juvenile in a high-risk level of intervention with intensive programs).⁹³ However, a juvenile who may be at extreme risk for violence could be identified early and then provided with the appropriate level of need. Successful implementation involves "standardized operating procedures and written policies in state and local agencies and the ability to share information across multiple stakeholders."⁹⁴ A youth's housing stability should also be assessed, as it has significant ramifications pertaining to success after reentry.

11.3.4 Facilities housing juveniles in out-of-home placements should focus on treatment and interventions that promote successful reentry.

Out-of-home placements must be an available option for high-risk offenders; however, their focus should not be on punishment. Instead, these facilities should identify and provide the proper treatment when a juvenile is placed. A focus on effective intervention entails program integrity through promoting the training of all

⁸⁹ Stickle, Wendy Povitsky, Nadine M. Connell, Denise M. Wilson, and Denise C. Gottfredson. 2008. "An Experimental Evaluation of Teen Courts." *Journal of Experimental Criminology* 4:137–63.

⁹⁰ Teen Youth Court." Literature review. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention. https://www.ojjdp.gov/mpg/litreviews/Teen_Youth_Court.pdf

⁹¹ Ibid.

⁹² <https://www.nap.edu/read/9747/chapter/7#176>

⁹³ <https://www.ncbi.nlm.nih.gov/books/NBK44295/>

⁹⁴ Refer to Ohio Youth Assessment System as an example of a statewide initiative (add link)

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staff at the centers to institute core correctional practices with the juveniles. At the county level, probation departments are responsible for supervision of youth within the county's juvenile detention facilities. The ideology of the juvenile detention facilities must be based upon rehabilitation and not the punishment of youth. Probation must provide a safe and secure environment for youth in order to implement effective rehabilitation programs. The youth detention facility allows probation the unique opportunity to create and implement individual plans to address a youths educational, recreational, vocational, medical, and mental health needs. Probation employees act as role models teaching prosocial and law-abiding behavior as well as promoting individual accountability for youth under their supervision.⁹⁵

PULL QUOTE: "We want our juveniles to leave better than when they came in. This is achieved through proper training of qualified staff who will sustain program integrity over time."⁹⁶ Dr. Edward Latessa.

Under JJRA, OJJDP is required to report annually on state data regarding the uses of isolation and restraints in juvenile detention and corrections facilities. In addition, OJJDP must encourage the training of facility staff to eliminate dangerous practices. The bill also calls for states to develop policies and procedures that use alternative behavior management techniques to eliminate the use of dangerous practices, including the unreasonable use of restraints and isolation.⁹⁷

11.3.5 Facilities that provide out-of-home placements for youth should develop risk assessment teams to identify youth who show signs of high risk for violence.

Individual case plans are necessary to determine motive and to manage the risk or threat presented by the juvenile. If it is determined that the juvenile may be a high-risk offender who shows signs of extreme risk for violence, states should have a state or local plan in place to develop risk assessment teams. This team should identify these juveniles and develop individual case plans to determine motive and to manage the risk or threat the juvenile presents. Juvenile extreme violence is becoming a serious national issue within schools, homes, and communities. The signs that present such extreme violence should be identified and properly handled.

11.3.6 States should fund local initiatives for a continuity-of-care approach for the reentry of juveniles into the community.

PULL QUOTE: "Reentry or transition planning is about starting on the day that you enter placement to prepare for the day that you leave the facility."⁹⁸

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Reentry Starts Here: A Guide for Youth in Long-Term Juvenile Corrections and Treatment Programs provides transition assistance to youth in a long-term placement, with support from a parent, guardian, mentor, supportive friend, teacher, facility staff, or community agency staff. The guide is divided into two sections: one to help youth prepare for reentry while they are still in placement, and another to help them transition back into the community once they are released.⁹⁹

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The needs of a juvenile identified in the assessment tool do not go away once they are released from custody. Without a reentry plan in place, the chance of the juvenile reoffending increases. Therefore, a

⁹⁵ <https://saccoprobatation.saccounty.net/Pages/default.aspx>

⁹⁶ Subject Matter Expert Call with Dr. Ed. Latessa to Juvenile Justice and Youth Crime Working Group on April 14, 2020.

⁹⁷ Key Amendments to the Juvenile Justice and Delinquency Prevention Act Made by the Juvenile Justice Reform Act of 2018, OJJDP Fact Sheet, June 2019 <https://ojjdp.ojp.gov/sites/g/files/xyckuh176/files/pubs/252961.pdf>

⁹⁸ OJJDP *Reentry Starts Here: A Guide for Youth in Long-Term Juvenile Corrections and Treatment Programs*

⁹⁹ Ibid.

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reentry transition plan is critical to continue to provide the juvenile the services they need while under community supervision by probation or parole or while in a community-based aftercare program.

[CROSS REFERENCE REENTRY]

11.3.7 Juvenile justice residential facilities should have an emergency plan.

The COVID-19 response reminded the commission how important it is to plan for emergencies. In 2007, Congress and President George W. Bush established a National Commission on Children and Disasters, an independent, bipartisan body tasked with identifying gaps in disaster preparedness, response, and recovery for children and to make recommendations to close the gaps. The report included recommendations related to child physical and mental health, traumatic exposure, housing, transportation, evacuation, emergency management, and specific needs related to child-serving settings, such as schools, juvenile justice, and child welfare.¹⁰⁰

The report noted a significant weakness with juvenile justice's ability to prepare and respond in the wake of a disaster. One identified weakness was the development of an emergency planning for juvenile justice residential facilities, which provides information about how facilities should make sure that youth receive the supports and services that they require as they experience the disruptions that emergencies inevitably cause.¹⁰¹ This document emphasizes the importance of ongoing communication and collaboration with community partners in the emergency planning process. In addition, facilities should prepare for all emergencies that may affect their geographical area, including, but not limited to a fire in a building, major flood, earthquake, or hurricane.

11.4 Enhancing Engagement in Support of Prevention and Early Intervention

Background

A balanced approach to juvenile justice requires that the juvenile justice system partners with the community to achieve the desired results. Too often, the systems of justice never engage with the community that they are designed to protect and serve. Collaboration should occur that recognizes how a youth might best be able to access services. What a youth might need may not be available in-house, requiring the engagement of community partners.

Considering the many intersections that juveniles have within the justice system, schools, and community, these groups should openly communicate to keep children safe and healthy. Courts and law enforcement cannot meet the balanced approach to juvenile justice. Instead, families and communities must be engaged and activated to break down barriers in these systems. Often, coordination between community service-based agencies and the juvenile justice system has been difficult because of agency barriers that impede communication.¹⁰²

Internet safety and victimization also needs to be addressed through the lens of bullying and cyber harassment. While bullying has always been an issue amongst young people, the rise in social media has allowed new, anonymous bullying to occur. This recognition and the resulting trauma needs to be address

¹⁰⁰National Commission on Children and Disasters: 2010 Report to the President and Congress can be found at <https://archive.ahrq.gov/prep/nccdreport/nccdreport.pdf>

¹⁰¹ Emergency Planning for Juvenile Justice Residential Facilities, October 2011. The document can be found at <https://www.ncjrs.gov/pdffiles1/ojdp/234936.pdf>

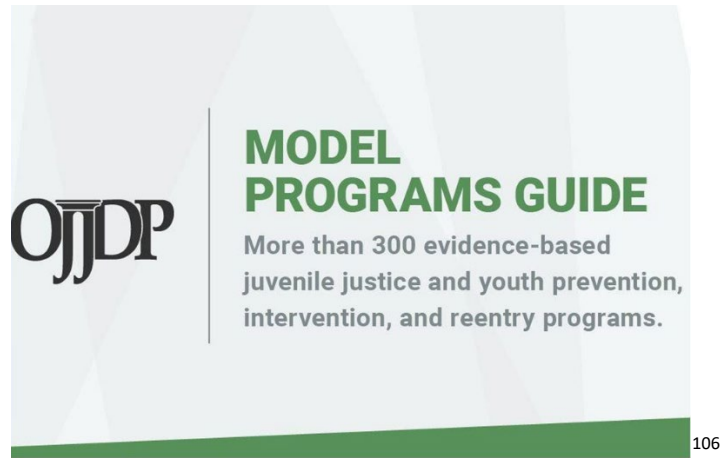
¹⁰² Juvenile justice systems of care: results of a national survey of community supervision agencies and behavioral health providers on services provision and cross-system interactions Christy K. Scott, Michael L. Dennis, Christine E. Grella, Rodney R. Funk and Arthur J. Lurigio

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through a detailed internet safety agenda.

Many justice-involved youth also present with co-occurring issues that require multiple service communication.¹⁰³ To address this, local agencies and communities across the nation have developed multi-discipline coalitions that help plan and create solutions for sound juvenile development. These open communication systems includes a team of stakeholders that cross over multiple systems (e.g., mental health, substance use disorder, law enforcement, pretrial services, courts, detention, social services, and families) to improve cross-system collaborations. This system helps reduce the juvenile involvement in the justice system, and these defined coalitions enhance treatment outside detention centers. Focusing on community engagement through a coalition of stakeholders that openly communicate and that develop community partners helps provide opportunities and resources to juveniles for their future health, development, and safety.¹⁰⁴

A critical partnership must exist between the school and law enforcement. Around the nation, these types of partnerships are only beginning to exist, despite youth spending a significant amount of their day inside a school. Due to time spent with children during the school day, school resource officers (SROs) are in the unique position to positively influence, protect, and aid them during this vulnerable and formative time in their lives. SROs help create a safe learning environment which allows the children to thrive and school officials to concentrate on the education process.¹⁰⁵



11.4.1 States should create and implement a uniform memorandum of agreement between education and law enforcement, so that law enforcement officers, school resource officers, and school administrators train, learn, and react together on issues that their student population faces.

SROs play an integral role in contemporary school settings. Not only do they provide the first line of defense against threats, they are often part a school's culture because of their everyday presence on campus. SROs cultivate and strengthen relationships with students, staff, administrators, and parents. Their relationship building is key to resolving conflict, creative problem solving, and creating a positive, safe environment for students to learn and grow.¹⁰⁷ The National Association of School Resource Officers (NASRO) has developed

¹⁰³ Ibid.

¹⁰⁴ Ibid.

¹⁰⁵ <https://protect2.fireeye.com/v1/url?k=8e3c08dd-d252270a-8e3b2c38-ac1f6b01751a-ca36f0d0857ac88f&q=1&e=708f3681-5773-4586-bd05-dd239d9460a7&u=https%3A%2F%2Fwww.nasro.org%2Fclientuploads%2Fresources%2FNASRO-Protect-and-Educate.pdf>

¹⁰⁶ OJJDP Model Programs Guide website can be found at <https://www.ojjdp.gov/mpg>

¹⁰⁷ <https://www.lexipol.com/resources/blog/succeeding-as-a-school-resource-officer-in-a-changing-world/>

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the Standards and Best Practices for School Resource Officer Programs, which are separated into two classifications (mandatory and recommended) to identify the importance of each standard and best practice.¹⁰⁸

PULL QUOTE: “The School Resource Officer is going to become one of the most well-known law enforcement officers in your community, for better or for worse.” – Mo Canady, Executive Director, National Association of School Resource Officers.¹⁰⁹

For both educators and law enforcement to be successful, they should implement a statewide memorandum of agreement. The agreement should include the appropriate response to mandatory and permissive referrals and document, with certainty, when a law enforcement response is required. Additionally, it should outline mandatory joint training between school and law enforcement. Ideally, this school–justice partnership should require data collection to inform and guide future action and response from both the school and law enforcement agencies.

[CROSS REFERENCE RECRUITMENT AND TRAINING AND/OR DATA AND REPORTING]

11.4.2 Law enforcement agencies and school administrators should plan for a minimum four-year term for any school resource officer placement.

SRO assignments are handled differently from one jurisdiction to another and vary by state.¹¹⁰ Some municipal police departments provide SROs, while sheriff’s offices provide others. Some jurisdictions consider SRO positions a promotional assignment, while others are assigned by either attrition or seniority. Their terms vary, but most often they are rotated out every two years. Sometimes, where union contracts govern shift bidding and assignments, they rotate out every year after shift bids and assignments are submitted. In these scenarios, continuity is nonexistent. The lack of continuity makes it difficult to cultivate the necessary relationships and renders the SRO less effective.

Police officers who are assigned as an SRO because they lack the seniority to bid other assignments are, in effect, stuck in an assignment they did not necessarily want. In this scenario, officer performance suffers, relationships go unnurtured, and opportunities to help students stay out of trouble are lost. Additionally, some school administrators think that the SRO is more school staff member than police officer, and that school district policy supersedes the authority granted a police officer by state statute. This makes for confusion, conflicting orders and sometimes tension where the officer may feel they are caught between the orders and policy of their respective departments and the wants and needs of the school administration. A well written memorandum of understanding (MOU) will stop this confusion. MOU’s should be reviewed by school administration and SRO’s before the start of every school year.¹¹¹ Still, other school administrators take the opposite approach and want to use the SRO to make arrests and charge students. Often enough, some administrators do not use the SRO or involve them in proactive approaches to preventing situations from escalating. In addition, some administrators do not want an SRO on campus at all because the presence of the SRO is a reminder to staff and students they are constantly in danger. The proper selection of an SRO is vital to the program and the safety of the learning environment, and it bridges the gap between law enforcement, youth, and the community. The safety of the students and creating a safe learning environment needs to be put ahead of the seniority shift assignments, which can be addressed through the adoption of an MOU, coupled with the use of selection criterion.

11.4.3 Law enforcement agencies should create selection panels that include school administrators and a

¹⁰⁸National Association of School Resource Officers, *The Standards and Best Practices for School Resource Officer Programs*, 2018, <https://www.nasro.org/clientuploads/About-Mission/NASRO-Standards-and-Best-Practices.pdf>

¹⁰⁹ SME presentation

¹¹⁰ https://cops.usdoj.gov/html/dispatch/05-2015/sros_and_students.asp

¹¹¹ <https://cops.usdoj.gov/html/dispatch/08-2019/mou.html>

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representative from the district attorney's office to select school resource officers.

The parties identified in the SRO partnership that is in the memorandum of agreement should be involved in the screening process for suitability. Not all law enforcement officers have the attributes that maximize interface within a school setting. Accordingly, organizations such as schools and juvenile justice agencies should partner with law enforcement in the screening process. Using this approach not only results in a better match for the critical partnership, but it also reinforces the shared responsibility of all parties.

11.4.4 States should require training for school districts, law enforcement agencies, and other appropriate authorities on school-based policing and school law.

Training on school-based policing and school law should be required of all school district personnel, law enforcement officers, and other appropriate authorities. Through national organizations such as the NASRO, basic and advanced training courses promote the role of an SRO as a teacher, informal counselor, and law enforcement officer, and stress the importance of active partner organization involvement.

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Training should include

- continuing education on ever evolving school law
- social media (to include monitoring techniques)
- de-escalation techniques
- adolescent brain development¹¹²

[END TEXT BOX]

Given the complex issues that teachers and school administrators face with their student populations (e.g., special education needs, physical and mental health issues, and child welfare) law enforcement officers who are assigned to schools should receive specialized training. As such, law enforcement agencies should identify and make specialized training available to those officers assigned to schools. This training can be done through the state Peace Officers Standards and Training (POST), at the local academy level, or through the NASRO.

[CROSS REFERENCE RECRUITMENT AND TRAINING]

Training should focus on key issues like

- child and adolescent development, with an emphasis on the impact of trauma on student behavior, health, and learning
- subconscious (or implicit) bias that can disproportionately impact youth of color and youth with disabilities or mental health issues
- crisis intervention for youth
- alternatives to detention and incarceration, such as peer courts or restorative justice
- legal issues, such as special protections for learning-disabled students

This specialized training will better equip officers to engage with youth. As part of the school–police

¹¹² https://protect2.fireeye.com/v1/url?k=32fb21b3-6e950e64-32fc0556-ac1f6b01751a-be002e54f26ae9fa&q=1&e=708f3681-5773-4586-bd05-dd239d9460a7&u=https%3A%2F%2Fwww.nasro.org%2Fclientuploads%2FCourse%2520Agendas%2FAMHT-SRO_Course_Outline_and_Objectives.pdf

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partnership, chief executives from law enforcement and schools should provide cross-training for officers and teachers on subjects like the roles of teachers and officers, enforcement of school rules, child development (including identifying and addressing trauma and mental health issues), classroom management, and conflict resolution strategies.¹¹³

11.4.5 Counties that are responsible for the prosecution of juvenile delinquency should form a youth service commission as part of their juvenile justice continuum.

[CROSS REFERENCE RESPECT FOR LAW ENFORCEMENT]

Key stakeholders should consolidate to plan, implement, and evaluate the juvenile justice service system in their community. That agency should serve as the primary advisory board related to youth who are at risk, are involved with the family court or the child welfare system, or are on probation or parole. Further, it should mobilize the community to advance child, youth, and family well-being through planned, intentional collaboration.¹¹⁴ This coordination and integration of services will achieve the appropriate knowledge base needed to coordinate and integrate the existing services in the community available for juveniles and their families who are in the formal juvenile justice system. It should also serve those at risk of entering the system. The collaboration of these youth serving organizations will allow for the system to understand the breadth of juvenile offenses and close any identifiable gaps in the system, including prior to adjudication and delinquency.¹¹⁵

These juvenile justice commissions can help reduce youth crime in local communities and increase the accountability, effectiveness, and efficiency of the youth justice system.¹¹⁶ Local commission membership “should represent a broad coalition of government, non-profit agencies, youth and parent advocates, sheriff’s department, prosecutor’s office, education, the family court, public defender, and probation with the purpose of bringing together key leaders of the local juvenile justice continuum.”¹¹⁷ The commission encourages members who have an in-depth knowledge of their local needs and resources to create a system of policies and practices that discourage youth from entering the juvenile justice system through prevention and intervention. It should also help provide services for those that require formal court involvement and ensure successful re-entry when those youth return to their community.

The commission should meet monthly and discuss issues relating to juvenile delinquency in their community. Membership should include community serving agencies, such as law enforcement, prosecutors, mental health providers, substance use disorder treatment providers, family service organizations, and community leaders, as selected by the county.

If a juvenile court does not fully engage law enforcement, it should consider serving as a community convener to establish a memorandum of agreement in support of multidisciplinary teams supporting community youth. If a memorandum of agreement is not currently in place, law enforcement should model from other jurisdictions and adapt it to meet their specific needs.

11.4.6 Law enforcement agencies and community partners should implement agency-wide mentoring initiatives that engage youth and promote law enforcement-youth interactions.

[CROSS REFERENCE RESPECT FOR LAW ENFORCEMENT]

¹¹³ http://www.policefoundation.org/wp-content/uploads/2016/10/PF_IssueBriefs_Defining-the-Role-of-School-Based-Police-Officers_FINAL.pdf

¹¹⁴ New Jersey Association of County Youth Services Commission Administrators; *See also N.J.S.A. 52:17B-169 et seq.*

¹¹⁵ *Ibid.*

¹¹⁶ *Ibid.*

¹¹⁷ *Ibid.*

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Mentoring is an excellent tool to engage the community and increase respect for law enforcement within it. The National Mentoring Resource Center, a training and technical assistance center of OJJDP, serves to improve the quality and effectiveness of youth mentoring across the country through increased use of evidence-based practices and sharing practitioner innovations.¹¹⁸ The Elements of Effective Practice for Mentoring™ represent the research- and practitioner-informed recommended practices for implementing a quality youth mentoring program.¹¹⁹ As such, they can be used as a starting point for designing new programs and ensuring the quality of programs as they grow and mature over time. Law enforcement executives should encourage their officers—especially those in urban areas struggling with high crime rates—to engage as role models and mentors in youth development programs.¹²⁰ Through this support, an officer will help at-risk youth make healthy behavioral decisions, which in turn promotes trust building between law enforcement and youth. Probation officers serve as mentors to the youth assigned to them and are able to build rapport with them and provide guidance and counseling to them in their everyday activities.

[BEGIN TEXT BOX]

Mentoring in Action: Bigs in Blue¹²¹

Christy Chamberlain, a police officer in Dallas, Texas, sees young people caught in the grip of delinquency nearly every day. Christy saw a need, so she became a mentor through Bigs in Blue, a program of Big Brothers Big Sisters of America that is funded by OJJDP. Bigs in Blue matches police officers ("bigs") with children ("littles") who come largely from poor or single-parent homes or who have an incarcerated parent. Nationwide, there are 82 Bigs in Blue initiatives that have matched 1,090 police officers with children in the communities they patrol.



Christy and her "little," 8-year-old Nyla, meet weekly. They visit museums, amusement parks, and the ice

¹¹⁸ National Mentoring Resource Center can be found at <https://nationalmentoringresourcecenter.org/index.php>

¹¹⁹ The Elements of Effective Practice for Mentoring™ can be found at <https://www.mentoring.org/program-resources/elements-of-effective-practice-for-mentoring/>

¹²⁰ Testimony of Steve Salem, President & CEO, Cal Ripken Senior Foundation, at the President's Commission on Law Enforcement and the Administration of Justice's Juvenile Justice and Youth Crime Hearing, held on 5/7/20.

¹²¹FY 2019 OJJDP Annual Report (in draft still)

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skating rink. Nyla, who lives in a high-crime area of Dallas, was skeptical when she first learned Christy was a police officer, but Christy has noticed a shift in Nyla's perceptions. "She stopped asking if I shoot all the black people," Christy said, "and wrote a story about an officer who saved a puppy."

Christy and Nyla have fun together, but the aim of their relationship is much more. Christy supports Nyla's interest in reading through trips to the library and introduced her to a friend who works in the fashion industry when Nyla expressed an interest in fashion. Now Nyla says she wants to be a fashion designer and a teacher because "I'm smart and I love to learn!"

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11.4.7 Law enforcement agencies and community partners should establish policies and procedures that are specifically related to safeguarding minors across all programs that involve youth to include special requirements or specific guidance related to background checks.

When a department or community initiative involves or serves at-risk youth participants who come into direct contact with staff and volunteers who support the project, implementing agencies should have consistent policies and procedures to mitigate the risk of harm to minors who participate in these programs. Partners should leverage and coordinate existing law enforcement tools, to the extent permissible by law, to facilitate screening that effectively mitigates the risk of improper individuals interacting with youth through department-sponsored programs.

During fiscal year 2017, The DOJ Office of the Inspector General (OIG) identified a number of issues pertaining to DOJ's lack of consistent policies and procedures to mitigate the risk of harm to minors participating in youth-centered programs.¹²²

11.4.8 Law enforcement and juvenile justice-serving agencies should include child internet safety education as a primary prevention tool.

Juveniles may come into the juvenile justice system as offenders or as victims. OJJDP has written that public perception of juvenile victimization tends to be incomplete, reflecting the latest headlines rather than day-to-day realities. In fact, many youth are subject to victimization through what might be called normal child activities: fights on the playground, pushing, and shoving in the halls. However, many children experience serious victimization from many sources including their family, peers, and strangers. Violence does not leave its young victims unscathed. Society must deal with the results of such violence for some time to come. Often, the child victims themselves do not understand how their experiences affect their behavior, including being the catalyst for potential future delinquency.¹²³

OJJDP has also noted that it is "important to have a consistent and accurate view of such victimization to develop programs and policy that are based on facts rather than a generalized perception of the problem or a response to severe but relatively rare acts of violence."¹²⁴ One of the most significant areas to address with youth victims is internet safety. Teens easily share information with others as part of the information age, where social media and networking allows young people to share experiences, try new identities, explore interests, and communicate outside of adult supervision.

In fact, acceptance and identity is often associated with the number of "likes" and "followers" one can obtain. This digital globalization has resulted in teens sending and receiving approximately 3,000 texts per

¹²² DOJ OIG Releases Report on Efforts to Safeguard Minors in DOJ Youth-Centered Programs on 3/14/19. The report can be found at <https://oig.justice.gov/press/2019/2019-03-14.pdf>

¹²³ OJJDP Statistical Briefing Book

¹²⁴ Ibid.

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month,¹²⁵¹²⁶ which may include photographs that are sexually suggestive. According to the Pew Internet and American Life Project, “[1 in 6] teens (ages 12–17) with a cell phone have received a sexually suggestive image or video of someone they know.”¹²⁷ Unfortunately, as is often discovered, the internet is completely uncontrollable. File-sharing can be accomplished in seconds and images are often stolen from their original uploaded location. This results in victimization that can be prolonged and repeated as the photograph continues to be shared. According to the National Center for Missing and Exploited Children (NCMEC), “in 2018, they received over 18 million reports containing 45 million suspected child sexual exploitation images, videos, and related content. In 2019, NCMEC received slightly fewer reports—just under 17 million—but these reports contained over 69 million images, videos, and related content.”¹²⁸

Education and prevention are critical to this initiative, and key stakeholders must be part of that solution. School justice partnerships should prioritize education and training to both students and their guardians of the dangers of internet safety and the ease with which it occurs.

Young people are often sought after by perpetrators on the internet. As John F. Clark, President and Chief Executive Officer of the National Center for Missing and Exploited Children (NCMEC) testified, “after the Internet became more accessible to the general public in the 1990s, NCMEC started to see a growing threat to children being sexually exploited, enticed, and groomed into abusive situations by online predators.”¹²⁹ Mr. Clarke explained in his testimony that “NCMEC utilizes the expertise it gains from these two core programs to create and provide prevention and educational programs to families, children, educators, law enforcement, and other child-serving professionals.”¹³⁰

Both young people and their guardians must understand the dangers that lurk beyond their keyboard. One such danger is sextortion, which “occurs when someone threatens to distribute your private and sensitive material if you don’t provide them images of a sexual nature, sexual favors, or money.”¹³¹ When an offender’s goal is to obtain sexually explicit content from a child, the blackmail that happens after occurs almost immediately.¹³² This trend highlights the urgency in detecting and reporting this victimization so that appropriate intervention can remove the child from the situation and safeguard them from continuing harm.

[BEGIN TEXT BOX]

NCMEC has a NetSmartz initiative that provides age-appropriate safety and prevention resources that offer multiple ways to engage students, parents, and communities in important lessons in digital citizenship and online safety.

<https://www.missingkids.org/netsmartz/resources>

¹²⁵ The Nielsen Company

¹²⁶ <https://mashable.com/2010/10/14/nielsen-texting-stats/> By Ben Parr

¹²⁷ Pew Internet & American Life Project

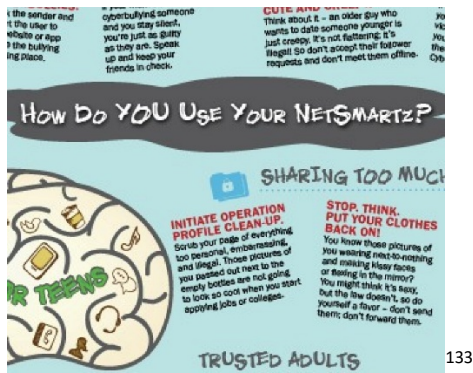
¹²⁸ Written testimony of John F. Clarke, President and Chief Executive Officer of the National Center for Missing & Exploited Children (NCMEC), to the Commissioners of the President’s Commission on Law Enforcement and the Administration of Justice, May 5, 2020.

¹²⁹ Ibid.

¹³⁰ Ibid.

¹³¹ [Fbi.gov](https://www.fbi.gov)

¹³² Ibid.



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11.4.9 All law enforcement agencies should be engaged with their Internet Crimes Against Children task force to further protect youth from exploitation.

Internet Crimes Against Children (ICAC) is a national network of 61 coordinated task forces that represent more than 4,500 federal, state, and local law enforcement and prosecutorial agencies throughout all 50 states. OJJDP launched the program in 1998 to help federal, state, and local law enforcement agencies enhance their investigative responses to offenders who use the internet, online communication systems, or computer technology to exploit children. These agencies focus on proactive and reactive investigations, forensic examinations, and criminal prosecutions. By supporting state and local agencies in addressing online child victimization, including responses to child sexual abuse images, the ICAC program has resulted in additional supports for law enforcement to combat technology-facilitated crimes against children at every level.

ICAC was developed in response to the increasing number of children and teenagers using the internet and other technology, the proliferation of child sexual abuse images available electronically, and the increased online activity by predators seeking unsupervised contact with potential underage victims. Understanding that arrests are only one component of a coordinated strategy to address technology-facilitated child sexual exploitation, the ICAC program provides training to law enforcement officers and prosecutors and educates parents and youth about the potential dangers of online activity.

To date, ICAC task forces have reviewed more than 973,000 reports of online child exploitation, resulting in the arrest of more than 100,500 individuals. Since the program's inception, nearly 742,000 law enforcement officers, prosecutors, and other professionals have been trained on techniques to investigate and prosecute ICAC-related cases. In fiscal year 2019, the task forces conducted more than 82,000 investigations of technology-facilitated crimes against children. The task forces also continued to focus on public awareness and education, making more than 12,500 presentations on internet safety in 2019 that reached an estimated 1.3 million people.¹³⁴

Law enforcement agencies should access the resources on the ICAC Training and Technical Assistance website where they can create a login and, once verified, begin accessing the resources available.¹³⁵

11.4.10 Congress should increase funding to support the expansion of survivor services for child victims and their families.

[CROSS REFERENCE VICTIM SERVICES]

¹³³ <https://www.missingkids.org/netsmartz/resources>.

¹³⁴ OJJDP 2019 Annual Report (in draft still)

¹³⁵ ICAC Training and Technical Assistance website is accessible to verified law enforcement agencies. The website can be found at <https://www.icactaskforce.org/Pages/Home.aspx>

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As NCMEC continues to expand its survivor services, the DOJ and federal, state, and local law enforcement and social service agencies should join together to provide a uniform approach that creates consistent, increased support services for victims and their families. These services (e.g., crisis intervention, emotional support, referrals to appropriate community agencies and mental health professionals, and enhanced opportunities to seek restitution) will greatly enhance the current disparate resources available to survivors.

11.4.11 Juvenile serving agencies, to include law enforcement, should incorporate youth perspectives in the planning and implementation of youth programming.

Including youth who have lived experiences in the design of programming and services, offers a unique perspective from those who have been directly impacted by the justice system. This voice can identify specific areas not otherwise considered and can result in better interactions between youth and law enforcement. Incorporating youth who have had experiences across multiple juvenile justice systems can help law enforcement improve its ability to address juvenile victimization, delinquency, and crime, and build trust between law enforcement agencies and the people they protect and serve.

In working with community partners, law enforcement agencies should intentionally engage communities to have a role in programs and procedures that reintegrate juvenile offenders as they leave the justice system. Recognizing the importance of youth voice, agencies should facilitate youth-led problem solving and fund youth leadership training.¹³⁶

11.5 Training, Retention, and Education

Background

[CROSS REFERENCE RECRUITMENT AND TRAINING]

Juvenile justice has long been considered a training ground for the adult criminal justice system. It can be compared to a mini criminal justice system where failures are expected but veiled in confidentiality. Judges are rotated quickly from family court to criminal court, prosecutors hone their skills on juvenile cases before being reassigned to operate in front of a jury, and defenders learn negotiation in family court before criminal court.

This practice has directly affected the retention of juvenile justice professionals. Without the support from supervisors that juvenile justice is an aspirational assignment, many move on from juvenile court because that is what they are supposed to do. This has also led to the misuse of other professionals who are assigned to a division or assignment for which they are not well suited. This is most apparent in law enforcement and in SRO position and has resulted in the inability to effectively train those who remain because a lack of interest in the juvenile court system. A juvenile justice assignment is seen as a pass-through or a rite of passage instead of the serious professional career that it should be. These recommendations alleviate these issues and allow those making the decisions to be trained in the art of juvenile justice.

Juvenile justice is a specialty area of jurisprudence. It is a unique court system that has independent rules and requirements that are different than its adult counterpart, and inexperienced professionals are no match for the work that is required in juvenile courts. For example, probation officers play an integral part in all juvenile court matters. First, probation officers must conduct a detention risk assessment at the time a youth is booked into a juvenile facility to determine if a minor is suitable to be released home or if they pose a risk to the community and need to be detained.

Probation officers are responsible for investigating and drafting intake reports before any arraignment or settlement hearing is conducted in order to provide the judge, district attorney, and public defender all

¹³⁶ International Association of Chiefs of Police. 2018. Police-Youth Engagement. Practices in Modern Policing. Alexandria, VA: International Association of Chiefs of Police.

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necessary background information regarding a minor's home life, schooling, and prior criminal history. This information is critical in assisting all stakeholders in determining the outcome of a case. Probation officers are also responsible for making sentencing recommendations to the court based on the youth's needs and public safety concerns.

Probation officers are responsible for restorative justice of the victims of juvenile crime. By working directly with the victims, probation officers are able to draft social study reports to assist the courts in determining restitution decisions.

Probation officers also actively work as presenters within a juvenile courtroom as proceedings are taking place. They play a vital role in the proceedings, guiding youth and their family into the courtroom, providing all recent case information, and researching case issues upon the request of the Judge. After the hearing, it is the probation officer's responsibility to make sure the youth and their family have all the pertinent information they need regarding the case, including what to expect moving forward in the process.¹³⁷ This important role in the juvenile justice system should not be used as a training ground, as mistakes can result in lifetime negative impacts upon youth.

In addition, the money and effort committed to the criminal justice system far exceeds that dedicated to juvenile justice. This often results in poor retention of juvenile professionals.

To rectify these issues, the community must engage in order to achieve successful outcomes in juvenile court, experience, and retention. The lack of knowledge about the resources often creates the negative outcomes, not the lack of actual resources.

11.5.1 Congress should provide funding to the Office of Juvenile Justice and Delinquency Prevention to address the training needs of juvenile justice professionals.

As President John F. Kennedy stated, "We have the power to make this the best generation of mankind in the history of the world—or to make it the last."¹³⁸ OJJDP is uniquely positioned for this nationwide effort and should have increased funding to continue leading the field of juvenile justice. OJJDP prioritizes training young professionals new to the field, elected leaders new to their respective positions, and court systems throughout the country on the importance and impact juvenile justice has on crime and community safety. Each group should be trained on the tools necessary to succeed, such as adolescent brain development, engagement beyond the courtroom, and motivational interviewing.

PULL QUOTE: "Some staff don't care and they don't hide it. This can complicate reentry for a juvenile that comes out of placement in that they aren't as prepared to enter the real world"¹³⁹ Levi K.

11.5.2 The Office of Juvenile Justice and Delinquency Prevention should provide funding to states to train elected or appointed district attorneys and prosecutors on the importance of juvenile justice, the impact the system has on community safety, and how to prioritize juvenile prosecution in their offices. This training should include online youth victimization technology components.

Prosecutors are the gatekeepers to the courthouse. Everything that happens in a juvenile justice courtroom has occurred with the knowledge of a prosecutor. Therefore, the success of any juvenile justice system requires retaining the most experienced and well-balanced prosecutors. OJJDP can demonstrate the significance of the work to the leaders that make assignment decisions in their respective offices by offering a specific training program to elected and appointed prosecutors.

Stefanie Salavantis, District Attorney of Luzerne County, Pennsylvania says,

¹³⁷ <https://saccoprobatation.saccounty.net/Pages/default.aspx>

¹³⁸ President John F. Kennedy, Address Before the 18th General Assembly of the United Nations, September 20, 1963

¹³⁹ Subject Matter Expert Call with Levi K. to Juvenile Justice and Youth Crime Working Group on May 20, 2020.

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As an elected district attorney for nearly nine years, I have found working with juvenile cases may be one of the most important duties any prosecutor will do in his/her career. We expect juvenile prosecutors to not only serve as advocates for justice, victims and the community, but they must also go beyond the courtroom and act as a community leader and teacher, having more influence over a child's life than any other person – doing all of this in the hopes of preventing a child from committing a crime. But yet a majority of district attorneys' offices nationally assign juvenile court cases to entry-level prosecutors. This must change. Well-trained and experienced prosecutors who are passionate about their jobs is critical because the work they do greatly impacts the lives of our youth.¹⁴⁰

11.5.3 The Office of Juvenile Justice and Delinquency Prevention should provide funding to states to train law enforcement executives on the importance of juvenile justice, the impact the system has on community safety, how to support juvenile investigations with appropriate staffing, and the importance of selecting school resource officers in their department.

Law enforcement leaders should prioritize properly training their officers and making them aware of the impact they have on the lives of the juveniles they encounter daily. The first officer an individual may have contact with is often the one assigned to their school or neighborhood. That encounter can have reverberations that last a lifetime.

While law enforcement officers are often highly trained in many aspects of their interface with society, such as tactics and crime recognition, that same training does not always cover how to deal with young people. In fact, most police are only trained in the basics of juvenile justice, including the laws of arrest to the particular state. Training must inform how to properly interact with juveniles, in addition to how to respond to mental health calls, the impact of trauma and adverse childhood experiences, and the adolescent brain.¹⁴¹

11.5.4 The Office of Juvenile Justice and Delinquency Prevention should provide funding to states to train judges, court personnel, and probation chiefs on the importance of juvenile justice, the impact juvenile justice has on community safety, and the importance of prioritizing juvenile court dockets equally as adult criminal court dockets.

[CROSS REFERENCE INTERSECTION OF CRIMINAL JUSTICE PERSONNEL]

Probation plays a critical and multi-faceted role that touches every aspect of the juvenile justice system. Probation is responsible for stewarding both the youth and their families through the intricacies of the system and back out, hopefully having provided the youth and their families the tools they need for success.

Probation chiefs should acknowledge this vital role by not using the juvenile system as a training ground for new officers. Instead, they should provide probation officers in the juvenile system the specialized training that is necessary for them to succeed. Probation chiefs need to assign seasoned probation officers to their juvenile field divisions, youth detention facilities, and juvenile court divisions.

11.5.5 The Office of Juvenile Justice and Delinquency Prevention should provide funding to states through their respective state advisory groups to create professional certifications for those currently working in the field of juvenile justice.

Juvenile court is often designated as the place to start and train young professionals. The lack of recognition that juvenile justice is a stand-alone specialty has negatively affected the profession in both staff retention and training, and juvenile professionals are often underappreciated in their workplace. Systems must recognize juvenile justice as an independent and unique area of jurisprudence, and training must be provided

¹⁴⁰ President's Commission on Law Enforcement and the Administration of Justice's Juvenile Justice and Youth Crime Working Group Meeting (February 26, 2020) statement from Working Group Co-Chair Stefanie Salavantis, District Attorney for Luzerne County, PA

¹⁴¹ Strategies for Youth, <https://strategiesforyouth.org/>

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to those currently in the field.

11.5.6 The Office of Juvenile Justice and Delinquency Prevention should provide funding to states through their respective state advisory groups to support the creation of advanced degrees in juvenile justice.

Through funding to their SAG, each state should partner with local colleges and universities to develop a major or minor degree in juvenile justice and professional certificate programs for those already in the field. Through training and recognition, juvenile justice practitioners can and will improve many of the issues facing juvenile courts today. The thought process of advancing to or moving up to the adult criminal system must be torn down and rebuilt with the ideals of today's juvenile justice system. To do so will require training beyond that already provided.

The New Jersey Juvenile Justice and Delinquency Prevention Committee has partnered with Rutgers University to bring together "a multidisciplinary program designed to attract, recruit, train, and retain a workforce prepared to address the demands of juvenile justice and to work with young people impacted by the system. This work is organized into two tracks in order to develop both undergraduate and professional education opportunities."¹⁴² In 2019, "Rutgers University hosted 200 professionals to launch pilot courses for the Program in Juvenile Justice and Youth Development (JJYD), a project to create formal educational opportunities dedicated to juvenile justice practitioners. Prosecutors, public defenders, youth workers, judges, educators, social workers, and Rutgers faculty/staff came together to support the ambitious cause of legitimizing juvenile justice as its own unique specialty within the larger legal system and creating a separate educational track that specifically focuses on youth development."¹⁴³ By providing undergraduate and professional education to those already engaged with the population, "intentional career paths for those newly entering careers with court-involved and adjudicated youth" are created.¹⁴⁴

¹⁴² Rutgers, The State University of New Jersey, Program in Juvenile Justice and Youth Development Kenneth M. Karamichael, Director Office of Continuing Professional Education 102 Ryders Lane, New Brunswick, NJ 08901 juvenilejustice.rutgers.edu

¹⁴³ Casey Sky Noon, Rutgers Office of Continuing Professional Education; <https://juvenilejustice.rutgers.edu/news/PilotCourseLaunch2019.html>

¹⁴⁴ Ibid.; <https://juvenilejustice.rutgers.edu/news/PilotCourseLaunch2019.html>

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METHODOLOGY

This group focused on the principles of an effective, efficient, and balanced juvenile justice system which prevents juvenile crime and delinquency, examines the causes of youth crime and violence, and supports law enforcement's role in both the apprehension of serious juvenile offenders and the appropriate utilization of diversion and community based resources. This group also focused on the continued development of qualified juvenile justice professionals which enhances awareness, knowledge and collaboration amongst stakeholders vital to crime prevention and community safety.

Resource, Document, and Recommendation Outreach:

Commission staff members and the working group members conducted outreach to the following organizations and agencies: U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention and Office of Community Oriented Policing Services (COPS), National District Attorney's Association, National Council on Juvenile and Family Court Judges, International Association of Chiefs of Police, National Center for Missing & Exploited Children, National Association of Police Athletic/Activities Leagues, Inc., Fraternal Order of Police, National Association of School Resource Officers, Philadelphia Police Department, Safe and Sound (Milwaukee, WI), Juvenile Court of Clayton County (Georgia), National Gang Center, and the National Mentoring Resource Center. Outreach included providing information about the Commission, discussing recommendations and suggestions the organizations and agencies had for the chapter, testimony, and asking for resources, publications, and information the organizations and agencies could provide to the Commission.

Key Meetings with Federal Partners

Two meetings were attended by the Federal Program Manager (FPM) in support of the Juvenile Justice and Youth Crime Working Group efforts, including

- The Coordinating Council on Juvenile Justice and Delinquency Prevention (the Council) convened on 3/4/20. The Council was established under the federal Juvenile Justice and Delinquency Prevention Act (JJDP), as amended, as an independent body to coordinate federal programs related to delinquency prevention and missing and exploited children. In accordance with the Federal Advisory Committee Act, the Council holds public meetings up to four times a year in which members discuss activities to facilitate and support cross-agency coordination. The Council's chair is the U.S. Attorney General. Its vice-chair is the administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP). In accordance with the JJDP, the Council is currently comprised of nine ex-officio members and their designees, as well as 10 non-federal practitioner members who are named by the President and Congress. The ex-officio members are the Attorney General; the Secretaries of Health and Human Services, Labor, Education, Homeland Security and Housing and Urban Development; the Administrator of OJJDP; the Director of the Office of National Drug Control Policy; and the Chief Executive Officer of the Corporation for National and Community Service. In addition, four affiliate federal agencies are represented on the Council: the Departments of Agriculture, Defense, Interior, through their respective Secretaries and designees, and HHS' Substance Abuse and Mental Health Services Administration (SAMHSA), through its Administrator. The President may also designate other key federal officials with significant decision-making authority to serve on the Council. The President may also designate other key federal officials with significant decision-making authority to serve on the Council.
- The Federal Advisory Committee on Juvenile Justice (FACJJ) convened on 3/6/20. The purpose of the FACJJ is to analyze, review, and examine legislation, research, policies, regulations, practices, and/or operations and to advise the President, Congress, and the OJJDP Administrator about the issues that affect juvenile justice and delinquency prevention throughout the nation. The Juvenile Justice and Delinquency Prevention Act (Section 223) established the committee, and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) supports the committee. The representatives of the

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committee, made up of 14 members from the nation's state advisory groups, meet four times a year to discuss and collaborate on ways to address issues that impact youth within the juvenile justice system. A chairperson and vice-chairperson run the meetings, and they ensure that the whole committee hears and considers all issues. The committee also has subcommittees that focus on well-defined topics and strive to provide the best information and data for the whole committee to consider. One of the Juvenile Justice and Youth Crime Working Group members sits on the FACJJ, and the FPM was able to meet separately and discussed areas of interest for the Commission.

Presentations to the Working Group:

The Working Group heard from subject matter experts on a myriad of topics related to juvenile justice and youth crime. All presentations, with the exception of one, occurred as ad hoc Working Group meetings and included strategies, recommendations, and policies the organization or agency would like the Commission to consider.

- On 4/1/20, Caren Harp, the Administrator for the Office of Juvenile Justice and Delinquency Prevention (OJJDP), provided an overview of OJJDP. As part of this presentation, she overlaid focus areas of OJJDP with the priority areas identified by Working Group Members to identify any potential gaps in areas of focus. The overlay showed a limited discussion in topic areas regarding victims and accountability. The Working Group benefited from the discussion and embraced the highlighted areas for further development
- On 4/09/20, Mo Canady, Executive Director of the National Association of School Resource Officers (NASRO), provided an overview of NASRO to the Juvenile Justice and Youth Crime Working Group and the Rural and Tribal Working Group. He shared essential elements that any community should consider regarding the important role of an SRO. The Working Groups benefited from the discussion and embraced the highlighted areas for further development.
- On 4/14/20, held a Subject Matter Expert Call with Dr. Ed Latessa, Professor and Director at the School of Criminal Justice at the University of Cincinnati. Dr. Latessa focused on the importance of evidence based decision making, supporting good assessments, modeling appropriate behavior, and working with influencers in supporting core actions in support of youth.
- On 4/23/20, held a Subject Matter Expert Call with Al Valdez, PhD, Professor, University of California, Irvine. As a nationally renowned gang expert, Dr. Valdez spoke about his 28 years of law enforcement experience with narcotic and gang investigations, undercover field operations, and multi-agency task forces and prosecutions, with an emphasis on youth.
- On 4/24/20, held a Subject Matter Expert Call with Rhonda McKitten, J.D., Stoneleigh Fellow and Youth Policy and Training Specialist, Philadelphia Police Department (in coordination with the Respect for Law Enforcement Working Group). Ms. McKitten discussed how to improve interactions between youth and police. Through her Fellowship, she is working to reduce the escalation of conflicts and improve interactions between police and young people in Philadelphia. She is also serving as Project Director for the development of Philadelphia's new juvenile justice hub, known as the Juvenile Assessment Center.
- On 4/24/20, held Subject Matter Expert Call with Bree Spencer, Director of Technical Assistance & Evaluation, Safe and Sound, Milwaukee, WI (in coordination with the Respect for Law Enforcement Working Group). Ms. Spencer discussed Safe and Sound's mission to unite residents, youth, law enforcement and community resources to build safe and empowered neighborhoods.
- On 4/28/20, held a Subject Matter Expert Call with Judge Steve Teske, Chief Presiding Judge, Juvenile Court of Clayton County, GA. He focused on school-justice partnerships and the importance of

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responses to school disciplinary issues external to the juvenile justice system.

- On 5/1/20, held a Subject Matter Expert Call with Jeff Hood, Chief Executive Officer for the National Association of Police Athletic/Activities Leagues, Inc. (in coordination with the Respect for Law Enforcement Working Group), to discuss the role of PALs in promoting strong youth- law enforcement partnerships.
- On 5/15/20 held a Subject Matter Expert Call with Melissa Sickmund, Ph.D., Director, National Center for Juvenile Justice (NCJJ). She provided an overview of NCJJ, which is the research division of the National Council of Juvenile and Family Court Judges. Dr. Sickmund spent some time focusing on juvenile assessments.
- On 5/20/20, held a Subject Matter Expert Call with Levi K., a system-involved youth from Iowa. He shared his experiences with the juvenile justice system, which offered an opportunity to incorporate the youth voice into the chapter, and learn from another perspective some of the challenges and issues facing the juvenile justice system.

Field Visit Virtual Briefing:

A field visit was planned for 3/18/20 in conjunction with the Social Problems Hearing that was scheduled for 3/19/20 – 3/20/20 in Orange County, CA. Given the COVID-19 situation, Commission Hearings moved to a virtual platform. Accordingly, the in-person field visits were not realized. However, one of our Working Group members, Mayor Pro-Tem Juan Villegas, who coordinated the initial visit planning, provided an overview of both sites of a standing Working Group call. The goals of the field visits was to showcase some prevention, intervention and reentry efforts taking place in his community that could inform the work of the Working Group. The planned site visits, for which an overview was provided to Working Group Members, included:

Santa Ana's Family Justice Center

The Santa Ana Family Justice Center opened its doors Tuesday, Jan. 28, 2020, offering social services and other support to children and adults who have experienced domestic violence, sexual assault, child abuse, human trafficking, and elder abuse. The center is the county's second such one-stop location with a multi-disciplinary team, joining the Orange County Family Justice Center in Anaheim.

Orange County Youth Leadership Academy

The Youth Leadership Academy (YLA) is a semi-secured camp facility operated by the Orange County Probation Department. The facility consists of two, two-story modular living units that are designed to house up to 64 youth. Each building contains a control center, dayrooms, dining, multi-purpose areas, and an outdoor recreation space. The Youth Leadership Academy utilizes Evidenced Based Programs and activities that have been proven effective through research which includes individual motivators, targeting appropriate intervention, and increasing positive reinforcement. YLA provides two programs, the PRIDE Program and the Youth Leadership Program. The PRIDE Program is a comprehensive program designed for youth who receive extensive local commitments. The program includes a behavioral-based phase advancement program and allows transitional services with the Safe Schools therapists that incorporate furloughs, field trips, and family reunification counseling to aid in a smooth transition to the community.

The Youth Leadership Program focuses on preparing youth with shorter sentences to re-enter and

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transition back into the community. The Youth Leadership Program encourages youth to be leaders in the program and in their communities upon release. There are four levels of leadership for youth to achieve in the program and youth will be given more responsibilities as they promote to each level, which may include furloughs and field trips.

Business Meetings:

Meetings were held as a Working Group (WG) beginning on 2/12/20 and held each Wednesday from 10:30 am – 11:30 am ET. Meetings currently are scheduled through 7/1/20 to allow for full integration of the wealth of knowledge of the WG pertaining to Commission requirements and/or need for input. These meetings were supplemented with aforementioned Subject Matter Expert presentations, regular Co-Chair meetings, and ad hoc meeting to discuss particular areas of interest to the WG.

Hearings:

Members of the WG consistently participated as listeners on the various Commission Hearings and have provided feedback on issues they feel have import to their WG. WG members participated in the following Commission Hearings:

Social Problems Impacting Public Safety

Reduction of Crime

Reentry

Grants

Recruitment, Training and Retention

Rural and Tribal

Community Engagement

During the week of May 4th, the Full Commission heard oral testimony from subject matter experts on juvenile justice and youth crime. The witnesses testified in panels. Each panel focused on a specific area: Framing the Issue and the Need for Accountability, How Law Enforcement Addresses Juveniles Involved in Crime, and Youth Mentorship. Prior to the hearing, the panelists submitted written testimonies, which were provided to the Commissioners in advance of the hearing. Following each panel, the Commissioners asked questions to obtain clarification or additional information. A list of individuals that provided oral testimony for the Juvenile Justice and Youth Crime Hearing include:

Tuesday, May 5th, Juvenile Justice Hearing, 2:00pm to 3:00pm, Eastern Time – Framing the Issue and the Need for Accountability

- Tim Irwin, Juvenile Judge, Knox County, TN
- Brett Kyker, Juvenile Division Chief, Cuyahoga County, OH
- John F. Clark, President & Chief Executive Officer, National Center for Missing & Exploited Children (NCMEC)

Wednesday, May 6th, Juvenile Justice Hearing, 2:00pm to 3:00pm, Eastern Time – How Law Enforcement Addresses Juveniles Involved in Crime

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- Addison Davis, School Superintendent, Hillsborough County Public Schools, FL and John Newman, Chief of Security & Emergency Management, Hillsborough County Public Schools, FL
- Mo Canady, Executive Director, National Association of School Resource Officers
- Bill E. Waybourne, Sheriff, Tarrant County, TX
- Thomas Lemmer, Member, Fraternal Order of Police Lodge #7, Deputy Chief, Chicago Police Department

Thursday, May 7th, Juvenile Justice Hearing, 2:00pm to 3:00pm, Eastern Time – Juvenile Mentorship

- Pam Iorio, President & Chief Executive Officer, Big Brothers Big Sisters of America
- Steve Salem, President & Chief Executive Officer, Cal Ripken Sr. Foundation
- Wintley Phipps, Founder, President & Chief Executive Officer, U.S. Dream Academy, Inc.
- Jim Clark, President & Chief Executive Officer, Boys & Girls Clubs of America

Literature search:

COPS Office, OJJDP, NCJRS, BJA, BJS, IACP and Google.

The Working Group reviewed existing research and promising practices to determine the current state of the topic area. The Working Group also heard testimony at a Commission hearing on Juvenile Justice and Youth Crime. The documented research and commission testimony aided the Working Group in arriving at a consensus on recommendations for programs and practices to improve programs, practices and training relates to juvenile justice and youth crime.

RESOURCES

Research Resource List:

In addition to a section entitled **Overarching Resources**, resources are grouped by the following DOJ Priority Areas:

- Reducing Crime (particularly violent crime)
- Combating Victimization
- Protecting and Supporting Law Enforcement
- Reducing and Combating Opioid and Drug Abuse
- Reducing Gangs
- Supporting Prosecutors

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Overarching Resources

- [Juvenile Justice and Delinquency Prevention Act Reauthorization 2018](#)

In December 2018, President Trump signed into law the Juvenile Justice Reform Act of 2018, reauthorizing and substantially amending the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 (JJDP Act). OJJDP will work with states to implement the new requirements. The information on this page assists states in monitoring and achieving compliance with the core requirements specified in the JJDP Act.

- [Key Amendments to the Juvenile Justice and Delinquency Prevention Act Made by the Juvenile Justice Reform Act of 2018 – OJJDP Fact Sheet](#)

This fact sheet describes the major components of the JJRA, including the effective application dates, definition of terms, annual reporting requirements, state allocations, state plan requirements, and the distribution of funds not allocated due to state noncompliance.

- [The OJJDP Statistical Briefing Book](#)

The OJJDP Statistical Briefing Book (SBB) enables users to access online information via OJJDP's Web site to learn more about juvenile crime and victimization and about youth involved in the juvenile justice system. Developed for OJJDP by the National Center for Juvenile Justice, SBB provides timely and reliable statistical answers to the most frequently asked questions from policymakers, the media, and the general public. In addition, the data analysis and dissemination tools available through SBB give users quick and easy access to detailed statistics on a variety of juvenile justice topics.

- [The Model Programs Guide](#)

The Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) Model Programs Guide (MPG) contains information about evidence-based juvenile justice and youth prevention, intervention, and reentry programs. It is a resource for practitioners and communities about what works, what is promising, and what does not work in juvenile justice, delinquency prevention, and child protection and safety. MPG uses expert study reviewers and [CrimeSolutions.gov's](#) program review process, scoring instrument, and evidence ratings. The two sites also share a common database of juvenile-related programs.

- [Crime Solutions.gov](#)

CrimeSolutions.gov content is organized a variety of ways, including by topic. The topic pages capture summary information as well as programs and practices that have been reviewed by CrimeSolutions.gov. Additionally, links to topical publications, Q&A, and related resources are also captured on the topical pages. Following are the current topical pages that are available on the CrimeSolutions.gov site:

The National Institute of Justice's CrimeSolutions.gov is comprised of two components — a web-based clearinghouse of programs and practices and a process for identifying and rating those programs and practices.

The clearinghouse, accessible via the CrimeSolutions.gov website, present programs and practices that have undergone rigorous evaluations and meta-analyses. The site assesses the strength of the evidence about whether these programs achieve criminal justice, juvenile justice, and crime victim services outcomes in order to inform practitioners and policy makers about what works, what doesn't, and what's promising.

The programs and practices presented on CrimeSolutions.gov are identified, screened, reviewed, and rated using a standardized process. Programs are reviewed based on evaluations and practices based

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on meta-analyses that synthesize different evaluations, but those evaluations have to be sufficiently rigorous. Each screened program and practice is reviewed by two certified reviewers using objective scoring instruments. Ratings are assigned based on the consensus score, which is subject to a documented dispute resolution process when necessary. Pertaining to juveniles, 65 programs are listed as *effective* and 197 are listed as *promising*. Additionally, of the practices reviewed related to juveniles, 23 are listed as *effective* and 17 are listed as *promising*.

- Coordinating Council on Juvenile Justice and Delinquency Prevention

The Juvenile Justice and Delinquency Prevention Act of 1974, as amended, established the Coordinating Council on Juvenile Justice and Delinquency Prevention as an independent body to coordinate federal programs related to delinquency prevention and missing and exploited children

The council comprises 9 ex officio members, 4 affiliate members, and 10 nonfederal practitioner members named by the President and Congress. The Attorney General is the ex officio Chair of the council and the Administrator of OJJDP is the ex officio Vice Chair. Other ex officio members include the Secretaries of the Departments of Health and Human Services (HHS), Labor, Education, Homeland Security, and Housing and Urban Development; the Director of the Office of National Drug Control Policy; and the Chief Executive Officer of the Corporation for National and Community Service. The four affiliate federal agencies represented on the council include the Departments of Agriculture, Defense, and Interior, through their respective Secretaries and designees; and HHS' Substance and Mental Health Service Administration through its Administrator.

- Federal Advisory Group on Juvenile Justice

The Federal Advisory Committee on Juvenile Justice (FACJJ), established by the Juvenile Justice and Delinquency Prevention Act (Section 223), is supported by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The committee is made up of appointed representatives from the nation's state advisory groups and advises the President, Congress, and the OJJDP Administrator on juvenile justice issues and concerns.

The purpose of the FACJJ is to analyze, review, and examine legislation, research, policies, regulations, practices, and/or operations and to advise the President, Congress, and the OJJDP Administrator about the issues that affect juvenile justice and delinquency prevention throughout the nation. The Juvenile Justice and Delinquency Prevention Act (Section 223) established the committee, and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) supports the committee.

The representatives of the committee, made up of 14 members from the nation's state advisory groups, meet four times a year to discuss and collaborate on ways to address issues that impact youth within the juvenile justice system. A chairperson and vice-chairperson run the meetings, and they ensure that the whole committee hears and considers all issues. The committee also has subcommittees that focus on well-defined topics and strive to provide the best information and data for the whole committee to consider.

- Tribal Youth Resources Center

The Tribal Youth Resource Center is funded by the Office of Juvenile Justice and Delinquency Prevention. OJJDP within the U.S. Department of Justice administers the Tribal Youth Program (PA 9) and the Tribal Juvenile Healing to Wellness Court (PA 8) grants, both of which support tribal efforts to improve juvenile justice systems for American Indian/Alaskan Native (AI/AN) youth. All federally recognized tribes are eligible to apply for these grants. To date, tribes and tribal grantees from across the nation have received critical funding through these programs through annual congressional

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appropriation. OJJDP also offers all grantees and tribes training and technical assistance (T/TA) through the Tribal Youth Training and Technical Assistance Center using a variety of approaches including consultation through e-mails, telephone calls, and site visits as well as peer-to-peer dialogue and training, including teleconferences and Web-based discussions. Topics addressed include:

- Capacity building
 - Culturally based approaches to prevention and intervention
 - Program implementation
 - Evaluation
 - Enhancement of tribal court systems
 - Strategic planning
 - Sustainability
 - Youth leadership
 - Community readiness assessments
 - Cultural adaptation to evidence based programs and practices
 - Trauma-informed care
-
- National Mentoring Resource Center

Launched in January 2014, the National Mentoring Resource Center is a comprehensive and reliable resource for mentoring tools, program and training materials, as well as access to no-cost training and technical assistance. While accessible to the general public, the primary audience for the National Mentoring Resource Center are youth mentoring practitioners looking for support in more deeply incorporating evidence-based practices to support positive youth outcomes. In the fall of 2013, MENTOR analyzed needs and trends in the field across a broad array of stakeholders, including national organizations, MENTOR's network of affiliate Mentoring Partnerships, and grassroots service providers. This analysis informed the initial development of the National Mentoring Resource Center. A foundational document for this body of work is their Elements of Effective Practice for Mentoring.
 - America's Children in Brief: Key National Indicators of Well-Being

The Federal Interagency Forum on Child and Family Statistics (Forum) was chartered in 1997 by the authority of Executive Order No. 13045. The Forum fosters collaboration among 23 Federal agencies that (1) produce and/or use statistical data on children, and (2) seek to improve Federal data on those children. Each year, the Forum publishes a report on the well-being of children. This series of reports, entitled *America's Children*, provides accessible compilations of well-being indicators drawn from the most reliable Federal statistics. A goal of the series is to make Federal data on children available in a nontechnical, easy-to-use format to stimulate discussion among data providers, policymakers, and the public. The Forum alternates publishing a detailed report, *America's Children: Key National Indicators of Well-Being*, with a shorter report, *America's Children in Brief*. In some years, *America's Children in Brief* highlights selected indicators while other editions focus on a particular topic and measures of child well-being not featured in the detailed report. *America's Children in Brief, 2018* describes selected characteristics of children whose well-being may be at highest risk. The Forum has identified 41 key national indicators collected by Federal agencies

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that describe the well-being of children. The indicators are updated annually on the Forum's website (<https://childstats.gov>), pending data availability. These indicators span seven domains: Family and Social Environment, Economic Circumstances, Health Care, Physical Environment and Safety, Behavior, Education, and Health. In addition, they must meet the following criteria:

- Easy to understand by broad audiences;
- Objectively based on reliable data with substantive research connecting them to child well-being;
- Balanced, so that no single area of children's lives dominates the report;
- Measured regularly, so that they can be updated and show trends over time; and
- Representative of large segments of the population, rather than one particular group.

Reducing Crime (particularly violent crime)

- Identifying Hot Spots of Juvenile Offending

This guide provides an overview of the procedures developed by the CEBCP in collaboration with the Seattle Police Department to identify and map hot spots of juvenile offending. It is intended as a resource for relatively experienced crime analysts who are familiar with extracting CAD/RMS data to conduct hot spot analysis and to enable them to tailor their analyses to juvenile offending issues. If possible, analysts who are less familiar with these procedures should seek assistance from department or municipal IT staff to enhance analysts' capacity to extract and analyze requisite data. This guide also explains why juvenile offending hot spots should be examined separately and then provides information about the procedures the CEBCP employed to extract and process the relevant data for this research project and the Seattle Police Department.

- Changing Lives: Prevention and Intervention to Reduce Serious Offending

This bulletin focuses on the highest quality evaluation studies and research reviews. Grouped by program focus — family, school, peers and community, individual, employment — the bulletin assesses early childhood, juvenile, and early adulthood programs that have demonstrated measurable impacts on offending in early adulthood or up to age 29.

- Gun Violence Among Serious Young Offenders

Problem-Oriented guides for police, the Problem-Specific guide series, were developed under the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS) and summarize knowledge regarding how police can reduce the harm caused by specific crime and disorder problems. They are guides to prevention and to improving the overall response to incidents and are written for all levels of law enforcement. The guides have drawn on research findings and police practices in the United States, the United Kingdom, Canada, Australia, New Zealand, the Netherlands, and Scandinavia. This problem-specific guide addresses gun violence among serious young offenders. The guide is divided into three main areas: (1) the problem of gun violence among serious young offenders which includes related problems and factors contributing to gun violence among serious young offenders; (2) understanding the local problem by asking the right questions and measuring effectiveness; and (3) responses to the problem of gun violence among serious young offenders including offender-oriented responses, place-oriented responses, and responses with limited effectiveness. The report also presents a summary of responses to gun violence among serious young offenders, the mechanisms by which they are intended to work, the conditions under which they ought to work best, and some factors that should be considered before implementing a specific response.

- Crime Prevention Research Review: Scared Straight and Other Juvenile Awareness Programs for

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Preventing Juvenile Delinquency

Programs like "Scared Straight" involve organized visits to prison facilities by juvenile delinquents or children at risk for becoming delinquent. The programs are meant to deter participants from future offending by providing first-hand observations of prison life and interaction with adult inmates. Results of this review indicate that these programs not only fail to deter crime but also actually lead to more offending behavior. Government officials permitting this program need to adopt rigorous evaluation to ensure they are not causing more harm to the very citizens they pledge to protect.

- Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings

Providing high-quality education in juvenile justice secure care settings presents unique challenges for the administrators, teachers, and staff who are responsible for the education, rehabilitation, and welfare of youths committed to their care. The United States departments of Education (ED) and Justice (DOJ) recognize that while these challenges cannot be overcome without vision, dedication, and leadership, there is also a critical need in the field for supportive resources grounded in the available research, practitioner experiences, and promising practices from around the country.

- Law Enforcement's Leadership Role in Juvenile Justice Reform: Actionable Recommendations for Practice & Policy

Building on a two-year collaboration between the International Association of Chiefs of Police (IACP) and the MacArthur Foundation, the National Summit on Law Enforcement Leadership in Juvenile Justice aimed to engage law enforcement leaders more fully in the ongoing conversation about what works and the effort to improve the juvenile justice system. The goal was to develop recommendations for practices and policies that advance a more constructive role for law enforcement when engaging with young people.

- Reentry Starts Here: A Guide for Youth in Long-Term Juvenile Corrections or Treatment Programs

The toolkit's first two sections address 1) planning for reentry while in placement and 2) successful reentry into your community. The resources provided include the identification of challenges common to reentry and action steps for addressing these challenges with the help of a caring adult. A section on "Planning for Reentry" provides guidance for building a reentry team, connecting with needed support, advanced planning for school and work, understanding the rules of community supervision, and the individualized aftercare plan. The section of the guide entitled "Returning to Your Community" explains how to use the services available to the youth; making a list of important contacts; building on the youth's experience in placement; following probation, parole, and court requirements; and maintaining commitment to school and work. "A Pocket Guide for Youth" then outlines three questions for the youth to answer in his/her own words. The first question is "What are your goals for reentry?" the youth is then required to address goals for education, career, health, family and relationships, finances, and "other." The second question is "What are you doing to prepare to meet your reentry goals?" The answer involves making a list of what the youth is currently doing to prepare and goals for success in the community. The third question is "Where are you going to live after you are released?" Requested answers are outlined for youth to complete. Following the three preparatory questions for youth to answer, the Pocket Guide poses three more questions for youth to answer regarding what they will do after their release.

- Studying Drivers of Risk and Needs Assessment Instrument Implementation in Juvenile Justice

This bulletin describes Office of Juvenile Justice and Delinquency Prevention supported research findings on factors that promote effective implementation of risk and needs assessment instruments in the juvenile justice system. Quality implementation has been shown to reduce reliance on formal system involvement and decrease recidivism.

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- Model Programs Guide Literature Review: Family Engagement in Juvenile Justice

This literature review synthesizes descriptions of the role of family engagement for youths in the juvenile justice system, focusing on how jurisdictions have attempted to improve family engagement, family-engagement practices, and outcome evidence for programs with family-engagement strategies as key components. The review found that policies, written materials, programs, and practices have been designed and implemented to engage families in the justice system process. Some research indicates that participation by family members can improve the effectiveness of juvenile justice community-based and residential programs, as well as reentry programming. Barriers to family engagement in juvenile justice processing include families feeling blamed for their child's illegal behaviors, which undermines respect for justice processing policies. Also, the perceived punitive features of many juvenile programs can undermine trust between system professionals and family members. Other barriers are a lack of understanding of the juvenile justice system by family members, transportation and scheduling problems, cultural differences, and language barriers. Common efforts to address these barriers include treating families with dignity and respect, building collaborative relationships with families, presenting program information that can be understood by family members, ensuring regular two-way communication, support from parents in similar situations, and providing for family input in policies and practices that affect their children. Evaluation outcome evidence on family engagement is limited, because it is usually only one component in the evaluation of multi-component programs. More research is needed to determine the effectiveness of these frameworks and interventions.

Combating Victimization

- A Preliminary Report on the Police Foundation's Averted School Violence Database The Police Foundation, in collaboration with the COPS Office, implemented the Averted School Violence (ASV) database to provide a platform for sharing information about averted incidents of violence in institutions of elementary, secondary, and higher education. The ASV project defines an incident of averted school violence as a violent attack planned with or without the use of a firearm that was prevented before any injury or loss of life occurred. This preliminary report analyzes 51 averted incidents of school violence selected from the ASV database to begin to improve our understanding of averted school attacks. The report begins with a case study of one averted attack and then details findings on the 51 averted incidents in the study. It concludes with recommendations for law enforcement and school administration to improve school safety. A companion report (Langman and Straub 2018) compares these 51 averted attacks with 51 completed attacks and presents findings on the similarities and differences.
- Final Report of the Federal Commission on School Safety

Following the school shooting in Parkland, TX, President Trump established the Federal Commission on School Safety. He tasked the Commission with producing a report of policy recommendations in an effort to help prevent future tragedies. The Commission's work included field visits, listening sessions, and meetings with anyone and everyone who is focused on identifying and elevating solutions. After learning from students, parents, teachers, school safety personnel, law enforcement officers, mental health professionals, and others who play a role in keeping students safe, the Commission developed recommendations for leaders at the local, state, and federal levels. The key observations and recommendations are included in this report. The Commission's goal has been to identify local, state, and federal policy for lawmakers and local officials to consider. The report's

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recommendations can assist states and local communities in preventing school violence and improving recovery efforts following an incident.

- Indicators of School Crime and Safety: 2018

This report is the 21st in a series of annual publications produced jointly by the National Center for Education Statistics (NCES), Institute of Education Sciences (IES), in the U.S. Department of Education, and the Bureau of Justice Statistics (BJS) in the U.S. Department of Justice. This report presents the most recent data available on school crime and student safety.

- Violence Prevention in Schools: Enhancement Through Law Enforcement Partnerships

This document provides practical advice gathered from experienced school resource officers on how law enforcement, schools, and districts can work together to keep schools safe.

- Court Appointed Special Advocates

The National Court Appointed Special Advocate (CASA) Association, together with its state, and local member programs, supports and promotes court appointed volunteer advocacy on behalf of abused and neglected children involved in dependency proceedings. CASA volunteers help ensure that these children do not get lost in the legal or social service systems and that they are placed in safe, permanent homes. In FY 2019, OJJDP awarded nearly \$10.7 million to the National CASA Association to expand the national membership and accreditation program for state and local CASA programs. The funding is also used to provide resources and training and technical assistance to volunteer advocates and other child welfare system stakeholders across the nation. In June 2019, staff and volunteers from the association's network of nearly 950 programs gathered for a national conference in Atlanta, GA. The attendees also included social workers, judges, staff of youth service agencies, and researchers. The event featured presentations on trauma-informed systems of care, mitigation of the effects of addiction within the family, and advocacy for children with incarcerated parents.

During 2019, OJJDP-supported state and local CASA programs across 49 states and the District of Columbia served more than 271,000 abused and neglected children.

- Dual System Youth Design Study

Youth who have been involved with both the child welfare and juvenile justice systems—commonly known as dual system youth—often are not recognized and do not receive services targeted to their individual needs because of challenges in cross-system communication and collaboration. In an effort to address these challenges, in 2015 OJJDP launched a data collection and analysis project, the Dual System Youth Design Study. The researchers released a summary of findings in March 2019. They found that the top three practices used in developing cross-system collaboration were early identification of dual involvement, improved information sharing across the child welfare and juvenile justice systems, and coordinated case supervision across the two systems. Positive outcomes among jurisdictions using these collaborative practices included fewer petitions at the 9-month follow-up and increased youth involvement in prosocial activities. One of the goals of the

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Dual System Youth Design Study was to propose a method for developing a national estimate. The researchers concluded that the best way to accomplish this goal is to use linked data from a representative sample of states and jurisdictions (a sample that can be generalized to create an accurate national estimate). The inconsistent quality of child welfare data and the limited availability of juvenile justice data across states and jurisdictions present a major challenge to achieving this goal. The study includes specific recommendations for systematically assessing the quality and availability of child welfare and juvenile justice data, and using this knowledge to derive a representative sample. More information on the study findings is available on the website of the OJJDP-supported National Criminal Justice Reference Service.

- Children's Exposure to Violence and the Intersection Between Delinquency and Victimization

Based on interview data from the National Survey of Children's Exposure to Violence (NatSCEV) - a national study that is both large and comprehensive in its assessment of victimization and delinquency - this study identified groups of children (ages 10-17) who are either primarily victims or primarily offenders in terms of group size and how their characteristics and experiences differ.

The study placed respondents into one of four groups: those youth who were primarily delinquents and not victims (primarily delinquents); those youth who were primarily victims and not delinquents (primarily victims); those who were both delinquents and victims (delinquent-victims); and those who were neither victims nor delinquents. Among boys, the primarily delinquent group composed 20.8 percent of the total sample. Boys who were primarily victims with little or no delinquency composed 17.9 percent of the total sample, and the group categorized as both victimized and delinquent composed 18.1 percent of the sample. Substantial percentages of all three groups were evident throughout the developmental course for boys ages 10-17. Girls had different patterns in both typology groups and age of changes in victimization and delinquency. Except for the girls who were neither victims nor delinquents (52.5 percent), the largest group of girls was the primarily victim group (21.2 percent). The primarily delinquent group (13 percent) and delinquent-victim group (13.3 percent) were smaller than the comparable groups among boys. Among both boys and girls, delinquent-victims tended to experience more life adversities and mental health symptoms than other groups. They also received less social support. Implications are drawn for adolescent development and for intervention by practitioners.

Protecting Youth and Supporting Law Enforcement

- America's Missing: Broadcast Emergency Response (AMBER) Alerts

The AMBER Alert program is a voluntary partnership between law enforcement agencies, broadcasters, and the wireless industry to activate an urgent bulletin in the most serious child abduction cases. OJJDP engages numerous partners to support the program, including NCMEC, federal law enforcement agencies, wireless carriers, Internet service providers, and social media outlets.

In FY 2019, OJJDP awarded \$4.4 million to fund the AMBER Alert Training and Technical Assistance Program to help the AMBER Alert network improve law enforcement's response to abducted children and encourage public participation in their recovery. This amount reflects \$1.5 million

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dedicated to improving capacity within American Indian and Alaska Native communities to respond to endangered missing and abducted children and to carry out the provisions of the Ashlynnne Mike AMBER Alert in Indian Country Act of 2018. The law provides for the formal integration of tribal AMBER Alert systems into state AMBER Alert systems and makes tribes eligible for AMBER Alert grants.

Released in FY 2019, *OJJDP's Implementation of the Ashlynnne Mike AMBER Alert in Indian Country Act of 2018: A Report to Congress* highlights the results of a national assessment of tribes' readiness, education and training needs, technological challenges, and obstacles encountered in the integration of AMBER Alert plans. The assessment revealed shortages of critical resources—such as staffing, training in the investigation of child abductions, access to criminal justice information systems, and infrastructure—that would support the tribes' full participation in AMBER Alert. The assessment also revealed that tribes are committed to bringing AMBER Alert to their communities despite these challenges.

To help tribes implement the Act's provisions and improve their response to cases of missing and abducted children, OJJDP launched the AMBER Alert in Indian Country website in FY 2019. The site provides one-stop access to training, technical assistance, and child protection resources for tribal law enforcement, public safety professionals, and others working with issues surrounding endangered, missing, and abducted children.

AMBER Alert Best Practices provides law enforcement and other first responders with comprehensive, best-practice recommendations for field operations. This second edition guide also describes recent developments in technology and social media and highlights the importance of training and readiness as well as strategic partnerships. The companion guide, *AMBER Alert Field Guide for Law Enforcement Officers*, offers recommended practices in key areas of agency response, including the initial on scene response and investigation, the use of child abduction response teams, and search and recovery operations.

Implementation of the Ashlynnne Mike AMBER Alert in Indian Country Act of 2018

A Report to Congress includes an assessment of the readiness, education and training needs, technological challenges, and specific obstacles encountered by tribes in the integration of state or regional AMBER Alert communication plans.

- *Internet Crimes Against Children Task Force Program*

OJJDP's Internet Crimes Against Children (ICAC) Task Force program comprises 61 task forces representing more than 4,500 federal, state, and local law enforcement and prosecutorial agencies throughout the 50 states. OJJDP launched the program in 1998 to help federal, state, and local law enforcement agencies enhance their investigative responses to offenders who use the Internet, online communication systems, or computer technology to exploit children.

To date, ICAC task forces have reviewed more than 973,000 reports of online child exploitation, resulting in the arrest of more than 100,500 individuals. Since the program's inception, nearly 742,000 law enforcement officers, prosecutors, and other professionals have been trained on techniques to investigate and prosecute ICAC-related cases. In FY 2019 alone, the task forces conducted more than 82,000 investigations of technology-facilitated crimes against children. The task forces also continued to focus on public awareness and education, making more than 12,500 presentations on Internet safety in 2019 that reached an estimated 1.3 million people.

In FY 2019, OJJDP provided nearly \$30 million to fund the activities of a national network of

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multiagency, multijurisdictional task forces. The Office also funded training and technical assistance to support the task forces. OJJDP awarded \$4 million under the ICAC Task Force Training program and provided \$1.86 million to Fox Valley Technical College to deliver topical webinars, provide onsite technical assistance, and help the task forces achieve the goals of the National Strategy on Child Exploitation Prevention and Interdiction. Additional ICAC awards included \$600,000 each to three jurisdictions under the ICAC Forensic Hiring Capacity Program for Wounded Veterans.

Through the ICAC program, OJJDP supported almost 2,700 regional law enforcement trainings on child exploitation in FY 2019. More than 58,000 people attended these regional events, which provided a forum for information sharing and collaboration among federal, state, tribal, and local agencies to combat technology-facilitated crimes against children.

OJJDP convened three ICAC Task Force Commanders meetings in FY 2019. The Office provides training on current trends and technologies, programmatic updates, and resources to the task forces during these convenings. At the September meeting, Principal Deputy Assistant Attorney General Katharine T. Sullivan emphasized to the attendees how vital the ICAC program is to the Justice Department's public safety mission and outlined the Department's FY 2019 financial commitment to the task forces. Ms. Sullivan noted that the ICAC task forces received 88 percent of all domestic CyberTips that were submitted to U.S. law enforcement in the previous year.

- National Center for Missing & Exploited Children

An OJJDP partner, the National Center for Missing & Exploited Children® (NCMEC) serves as an information clearinghouse and national resource center on issues related to victims, missing and exploited children and operates a national toll-free hotline.

- Enhancing Law Enforcement Response to Children Exposed to Violence Toolkit

The IACP and Yale, with support from OJJDP, have launched the Enhancing Police Responses to Children Exposed to Violence: A Toolkit for Law Enforcement which provides practical tools and resources to assist law enforcement agencies in building or enhancing effective operational responses to children exposed to violence (with or without a mental health partner). This resource contains tools organized in four types:

- Informational:
 - *Chief's Briefing on Children Exposed to Violence*
 - *The Officer's Role in Responding to Traumatized Children*
- Operational Protocols:
 - *On-Scene Acute Protocol for Children Exposed to Violence*
 - *Protocol for Responding to the Needs of Children at Scenes of Domestic Violence*
 - *Principles and Practices of Death Notification to Children*
- Assessment
 - *Organizational Self-Assessment Tool and Action Planning Tool*
- Operational Tools:
 - *Reactions that Police May Observe From Children and Youth*
 - *What Traumatic Stress Reactions May Look Like On Scene?*
 - *Effective Police Responses to Traumatic Stress in Children of Different Ages*

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- *Commonly Asked Questions from Children and Example Police Responses*
- *Common Issues with Caregivers and Police Responses*
- *What To Do When Your Child Is Exposed to Violence – Brochure*
- *Teaching the Tactical Breathing Technique to Children and Parents*
- Model Programs Guide Literature Review: Interactions Between Youth and Law Enforcement

This literature review discusses the research relevant to interactions between police and youth, with the major sections of this report addressing the prevalence of police-youth interactions, factors that influence such interactions, the role of law enforcement in the juvenile justice system, and the outcome evidence of programs developed to improve police-youth encounters.

The section on the prevalence of police-youth interactions considers the following topics: youth-initiated contact, police-initiated contact, contact resulting in arrest, contact due to victimization, and officer safety. The section on law enforcement's role in the juvenile justice system focuses on officer discretion and decision-making in responding to offenses committed by youth and investigative tactics in such cases. The discussion of factors that influence police-youth interactions address legal factors, extra-legal factors, diversion programs, and prevention programs. Community-based policing programs are then profiled. In concluding remarks, the report notes that interactions between law enforcement officers and youth, whether initiated by police or by youth, occur often and in various settings. Concerns with youth, officer, and community safety are always present during these interactions; however, the available information indicates that there is much still unknown about the nature of police-youth contact. Despite this limited understanding of interactions between law enforcement officers and youth, there are several programs that are specifically designed to improve interactions or incorporate secondary elements that can have a positive impact on interactions between police officers and youth. These include prevention programs, police-led diversion programs, and community-based policing programs. In 2017, the U.S. Justice Department's Office of Juvenile Justice and Delinquency Prevention convened a group of researchers, practitioners, and federal staff to discuss the current state of research on interactions between law enforcement and youth. Future research considerations are outlined in the current report.

- Emergency Planning for Juvenile Justice Residential Facilities

This publication provides key principles and recommendations, but it is not overly prescriptive. Emergency planners inevitably will need to adapt these guidelines to the particular requirements of their facilities. This document is targeted to state, county, and local juvenile justice authorities charged with the custodial care and supervision of youth in the juvenile justice system, with particular focus on those authorities who oversee residential treatment and correctional and detention facilities that house juveniles via court-ordered placements. The principles outlined in this document may also apply to emergency planning for youth in out-of-home placement.

The document is divided into 12 sections. Section 1 provides an overview of the planning process and provides information about forming a planning team; assessing the facility's preparedness; analyzing courses of action; and writing, approving, disseminating, exercising, and updating the plan. Sections 2–12 provide an in depth look at key issues juvenile justice residential facilities may want to

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consider as they write or update their plans. These issues include emergency preparedness training for staff; the protection of critical infrastructure; protocols for communication with families, other agencies, and the public; and effective emergency medical care and mental health services. An extensive list of references and resources at the end of the document provides additional sources of information about how to best prepare for, respond to, and recover from emergencies.

Through its step-by-step guidance in the planning process, *Emergency Planning for Juvenile Justice Residential Facilities* will help ensure the efficient continuation of operations during an emergency, the reduction of risk to the physical plant, and, most importantly, the safety and well-being of youth and staff in our nation's juvenile justice residential facilities.

Reducing and Combating Opioid and Drug Abuse

- [Crime Prevention Research Review Drug Court's Effects on Criminal Offending for Juveniles and Adults](#)

This review focuses on the effectiveness of various types of drug courts (i.e., adult, DWI, and juvenile drug courts) with respect to future criminal offending and drug use. This systematic review focused on comparing the effectiveness of these programs to "standard" criminal justice system case processing. To determine the impact of drug courts, we assessed elements related to drug courts' effects on recidivism in the short- and long-terms, as well as the relationship between reported drug court findings and study methodologies.

- [How to Build Effective Community Partnerships to Prevent Teen Substance Abuse: Implementing PACT360 in Your Community](#)

The Community Partnerships manual has been designed to help law enforcement and other community stakeholders develop and sustain partnerships with organizations in their community to prevent substance abuse among young people. It aims to help these stakeholders understand the importance and benefits of collaboration, identify potential partners in their communities and create useful partnerships with them, learn to work as a team, and harness the expertise of each agency and person on that team. The manual was created in response to insights gained by the Partnership for Drug-Free Kids as they worked with various communities across the country. Through these trainings and on-the-ground work, the partnership found that when collaboration is facilitated to address substance abuse and other community issues, everyone in that community benefits.

Reducing Gangs

- [National Gang Center](#)

The National Gang Center (NGC) is a project jointly funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Bureau of Justice Assistance (BJA), Office of Justice Programs (OJP), U.S. Department of Justice (DOJ). The NGC is an integral component of the Justice Department's mission to provide innovative leadership in coordination with federal, state, local, and tribal justice systems to prevent and reduce crime. The NGC disseminates information, knowledge, and outcome-driven practices that engage and empower those in local communities with chronic and emerging gang problems to create comprehensive solutions to prevent gang violence, reduce gang involvement, and suppress gang-related crime.

Serving those in the fields of juvenile and criminal justice, law enforcement, youth and community organizations, research, and others across the nation with responsibilities for addressing gang-related crime and violence, the NGC provides an array of best-practice information, resources, training, strategic tools, and expertise to assist those who are working to prevent youth from joining gangs, intervene with those who are gang-involved, and suppress criminal and violent street gang

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activity.

- A Law Enforcement Official's Guide to the OJJDP Comprehensive Gang Model

The OJJDP Comprehensive Gang Model provides a framework for coordinated community action to prevent youth from joining gangs and reduce street gang crime and violence. This brochure identifies law enforcement's role in the process.

- Responding to Gangs in Schools: A Collaborative Approach to School Safety

This guide provides schools and law enforcement with sound practices and collaborative techniques to identify, assess, and address gang activity in the school setting.

- Parents' Guide to Gangs

Parents play an important role in keeping young people out of gangs. There are many things parents can do to help their children stay away from gangs, including monitoring their activities, fostering close relationships with them, and using positive and consistent discipline. However, parents often lack factual information about gangs. This guide is designed to provide parents with answers to common questions about gangs to enable them to recognize and prevent gang involvement.

- A Parent's Quick Reference Card Recognizing and Preventing Gang Involvement

This quick reference guide provides common warning signs of gang involvement, but may not be all-encompassing. Parents should look for multiple signs to indicate possible gang involvement because some of these indicators alone, such as clothes or musical preferences, are also common among youth not involved in gangs. Parents are encouraged to familiarize themselves with local gang symbols, seek help early, and consider contacting school personnel, local law enforcement, faith leaders, and community organizations for additional assistance.

- Girls and Gangs

This document explores the prevalence of girls and gangs, why girls join gangs, the activities that girl gangs participate in, and strategies for keeping girls out of gangs.

- Addressing Gangs in Our Schools

This bulletin addresses several prevention strategies that schools can use to prevent gangs in their campuses. A few best practices from the field are also presented.

- Changing Course: Preventing Youth From Joining Gangs

Changing Course offers evidence-based principles that can halt the cascading impact of gangs on youth, families, neighborhoods and society at large. The goal of the book (and a separate executive summary publication) is to help policymakers who make decisions about the best use of taxpayer dollars — and practitioners who work in the trenches, such as law enforcement officers, teachers and community services providers — understand what the research says about keeping kids out of gangs.

- Gang Prevention: An Overview of Research and Programs

This bulletin presents research on why youth join gangs and how a community can build gang prevention and intervention services. The author summarizes literature on gang formation and identifies promising and effective programs for gang prevention. The following are some key findings:

- Youth join gangs for protection, enjoyment, respect, money, or because a friend is in a gang.

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- Youth are at higher risk of joining a gang if they engage in delinquent behaviors, are aggressive or violent, experience multiple caretaker Transitions, have many problems at school, associate with other gang-involved youth, or live in communities where they feel unsafe and where many youth are in trouble.
 - To prevent youth from joining gangs, communities must strengthen families and schools, improve community supervision, train teachers and parents to manage disruptive youth, and teach students interpersonal skills.
- Best Practices to Address Community Gang Problems: OJJDP's Comprehensive Gang Model (Second Edition)

This Report provides guidance for communities that are considering how best to address a youth gang problem that already exists or threatens to become a reality. The guidance is based on the implementation of the Comprehensive Gang Model (Model) developed through the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice (DOJ), and tested in OJJDP's Gang Reduction Program. The Report describes the research that produced the Model, notes essential findings from evaluations of several programs demonstrating the Model in a variety of environments, and outlines "best practices" obtained from practitioners with years of experience in planning, implementing, and overseeing variations of the Model in their communities.

The Model and best practices contain critical elements that distinguish it from typical program approaches to gangs. The Model's key distinguishing feature is a strategic planning process that empowers communities to assess their own gang problems and fashion a complement of anti-gang strategies and program activities. The main section of the Report presents best practices for the Comprehensive Gang Model and highlights results of a survey and a meeting of practitioners regarding their experiences in implementing the Model. This section contains specific practices that work best in a step-by-step planning and implementation process for communities using the Comprehensive Gang Model framework and tools.

- Highlights of the 2012 National Youth Gang Survey

This fact sheet provides an overview of trends in gang activity, law enforcement designations of gang membership, factors influencing local gang violence, and anti-gang measures. The National Gang Survey is administered annually by the National Youth Gang Center to a national representative sample of local law enforcement agencies. Data from 3,100 jurisdictions in 2012 estimated that there were 30,700 gangs (8% increase from 2011), 850,000 gang members (11% increase), and 2,363 gang-related homicides (20% increase compared with previous 5-year average). Nearly 30 percent of responding agencies reported gang activity, which continued to be concentrated primarily in urban areas, even more so in recent years. Gang-related homicides increased overall nationally, partly due to increased and more complete reporting by agencies.

Supporting Prosecutors

- Gang Prosecution Manual

This is a workbook designed to help local prosecutors and investigators visualize and prepare for

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every step of a gang-related crime prosecution, from the initial crime scene investigation to preparing and presenting the case and, finally, sentencing issues specific to gang cases. This document has been prepared by working prosecutors and investigators from states with very different legal requirements. They have years of experience in dealing with the complexities of violent gang-related crime. The intent of this manual is to assist local prosecutors in holding gang-involved offenders accountable for their actions and, ultimately, guarding the community from gangs.

- Gang-Related Witness Intimidation - National Gang Center Bulletin

Intimidation of victims and witnesses by gang members is a significant problem throughout all regions of the United States. Witness intimidation infringes upon the effective and fair operation of the criminal justice system. Simply put, without witnesses, the system will not work.

- Reducing Risks: An Executive's Guide to Effective Juvenile Interview and Interrogation

This publication is an outgrowth of the training course, "Introduction to Juvenile Interview and Interrogation Techniques," which IACP developed in 2006 in partnership with OJJDP. The training curriculum was created by a unique group of specialists in law enforcement, juvenile public defense, adult learning techniques, and curriculum development. Since 2006, the training course has been delivered 25 times around the United States. Approximately 1,267 law enforcement officers representing 593 agencies from 37 states have completed the course.