



**Coordinating Council**  
on Juvenile Justice and  
Delinquency Prevention



**Report to Congress  
and The White House**

**FISCAL YEAR 2023–2024**

**JANUARY 2025**

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## ACRONYMS AND ABBREVIATIONS

<b>AAG</b>	Assistant Attorney General
<b>ASG</b>	Associate Attorney General
<b>Council</b>	Coordinating Council on Juvenile Justice and Delinquency Prevention
<b>DOJ</b>	U.S. Department of Justice
<b>DOL</b>	U.S. Department of Labor
<b>FY</b>	Fiscal Year
<b>HHS</b>	U.S. Department of Health and Human Services
<b>JJDP Act</b>	Juvenile Justice and Delinquency Prevention Act
<b>NPSS</b>	National Partnership for Student Success
<b>OJJDP</b>	Office of Juvenile Justice and Delinquency Prevention
<b>SAMHSA</b>	Substance Abuse and Mental Health Services Administration
<b>USDA</b>	U.S. Department of Agriculture

# FOREWORD

In 2024, we celebrated the 50th anniversary of the Juvenile Justice and Delinquency Prevention (JJDP) Act—the landmark legislation that established both the Office of Juvenile Justice and Delinquency Prevention and the Coordinating Council on Juvenile Justice and Delinquency Prevention (Council). It seems fitting, in such an auspicious year, that the Council has also issued these important recommendations to Congress and the White House.

This report reflects nearly two years of work by the Council—listening to youth and families with lived experience, hearing from juvenile justice stakeholders, sharing information and opportunities across Federal agencies, and visiting other jurisdictions to see best practices in action. It demonstrates that Federal agencies and those on the ground are united in our vision for a positive, thriving future for our young people.

These recommendations and action plan are grounded in the JJDP Act’s purpose and speak to the importance of a full continuum of care for justice-involved youth, emphasizing prevention and healing strategies that are grounded in community and age-appropriate interventions that address the strengths and needs of young people. The report also answers the U.S. Surgeon General’s call to respond to the youth mental health crisis through positive relationships, opportunities for growth, and access to developmentally appropriate services and supports.

This collective work demonstrates the critical importance of partnership in developing opportunities for young people. It takes all of us, across the Federal government and in deep collaboration with States and localities, to ensure that youth have what they need to thrive.

Thank you to the eleven departments across nine agencies and to each of our practitioner members for listening to, responding to, and believing in our young people. It has been an honor to build this with you as we look to advancing youth justice for the next 50 years.



## **Liz Ryan**

Administrator, Office of Juvenile Justice and Delinquency Prevention  
Vice-Chair, Coordinating Council on Juvenile Justice and Delinquency Prevention



# INTRODUCTION AND PURPOSE OF THE COORDINATING COUNCIL

## Introduction

The United States Congress enacted the Juvenile Justice and Delinquency Prevention (JJDP) Act<sup>1</sup> on September 7, 1974, establishing the Office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP supports State and local efforts to prevent delinquency and improve juvenile justice systems. By providing national leadership, coordination, and resources to prevent and respond to youth delinquency and victimization, OJJDP helps States, localities, and Tribes develop effective and equitable juvenile justice systems that create safer communities and empower youth to lead productive lives.

Section 206 of the JJDP Act established the Coordinating Council on Juvenile Justice and Delinquency Prevention (Council) as an independent entity in the executive branch to improve the coordination of juvenile justice and delinquency prevention activities across the Federal Government.

## Purpose

The Council is charged with the coordination of all Federal delinquency programs (in cooperation with State and local juvenile justice programs), all Federal programs and activities that detain or care for unaccompanied juveniles, and all Federal programs relating to missing and exploited children.

Additional functions of the Council include:

- Examining how separate programs can be coordinated among Federal, State, and local governments to better serve at-risk children and youth.
- Making recommendations to the President and Congress regarding the coordination of overall policy and development of objectives and priorities for all Federal delinquency programs and activities and all Federal programs and activities that detain or care for unaccompanied juveniles.
- Reviewing the programs and practices of Federal agencies and reporting on the degree to which Federal agency funds are used for purposes that are consistent or inconsistent with mandates of the JJDP Act's core requirements.<sup>2</sup>
- Reviewing and making recommendations regarding joint funding proposals undertaken by OJJDP and any agency represented on the Council.
- Reviewing the reasons why Federal agencies take juveniles into custody and making recommendations regarding how to improve Federal practices and facilities for holding juveniles in custody.

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<sup>1</sup> The Juvenile Justice and Delinquency Prevention Act of 1974 as amended and codified at 34 U.S.C. § 11116.

<sup>2</sup> In accordance with Section 223(a)(11), (12), (13), and (15) of the JJDP Act, States and U.S. Territories participating in the Title II Formula Grants Program must provide for compliance with the JJDP Act's four core requirements. These requirements include the deinstitutionalization of status offenders, separation of youth from adults in secure facilities, and removal of youth from adult jails and lockups. In addition, participating States must implement policy, practice, and system improvement strategies to identify and reduce racial and ethnic disparities among youth who come into contact with the juvenile justice system.



*Liz Ryan, Vice-Chair (Center), with members of the Coordinating Council on Juvenile Justice and Delinquency Prevention.*

## MEMBERSHIP AND MEETING STRUCTURE

### Members

In Sections 206(a) and (b), the JJDP Act mandates that membership of the Council shall include representatives from 11 Federal agencies and offices, and “such other officers of Federal agencies who hold significant decision-making authority as the President may designate” (affiliate members). An additional 10 members, who are practitioners in the field of youth justice and are not officers or employees of the Federal Government, are appointed by Congress and the President.

The Council’s 11 *ex officio* members include the Attorney General (chair), the Administrator of OJJDP (vice-chair), the Secretary of Health and Human Services (HHS), the Assistant Secretary for Mental Health and Substance Use, the Secretary of the Interior, the Secretary of the Department of Labor (DOL), the Secretary of Education, the Secretary of Housing and Urban Development (HUD), the Director of the Office of National Drug Control Policy, the Chief Executive Officer of AmeriCorps, and the Assistant Secretary for Immigration and Customs Enforcement. Two Federal agency affiliate members include the secretaries of Agriculture and Defense.

The Council’s 10 youth justice practitioner members are appointed by the Speaker of the House of Representatives (3), the Senate Majority Leader (3), the Chairman of the Committee on Indian Affairs of the Senate (1), and the President of the United States (3). Terms of membership are staggered between one and three years.

As required by Section 206 of the JJDP Act, the Council’s practitioner members have prepared an independent report to Congress, which is available on the Council’s website at <https://juvenilecouncil.ojp.gov/resources/practitioner-member-report.pdf>

A list of current Council members and their affiliations is provided in [Appendix A](#).

### Full Council Meetings

In accordance with Section 206(d) of the JJDP Act, the Council meets quarterly to fulfill its statutory functions. In the period since its post-pandemic relaunch, the Council has convened on the following dates: October 26, 2022; April 19, 2023; September 19, 2023; December 6, 2023; April 10, 2024; June 27,

2024; and September 19, 2024. Agendas, audio recordings, and other forms of meeting documentation are posted publicly on the Council's [website](#).<sup>3</sup>

## Subcommittees

In addition to meetings of the full Council, standing subcommittees composed of practitioners and agency designees convene regularly to conduct the Council's work. Included are a Policy Subcommittee and a Programs and Practice Subcommittee. A full list of members for each subcommittee is provided in [Appendix B](#).

The Council's **Policy Subcommittee** conducts legislative research, regulatory analysis, and other activities that support the enhanced coordination of youth justice policy. It also assists with development of legislative and policy recommendations. The subcommittee has met nine times since the Council's October 2022 relaunch.

The Policy Subcommittee includes a total of 16 members representing six Federal agencies and five practitioners from the field. Quarterly reports of the Policy Subcommittee to the full Council are posted in conjunction with other quarterly meeting materials on the Council's [website](#).<sup>4</sup>

The Council's **Programs and Practice Subcommittee** reviews youth justice programming across its member agencies to increase awareness of relevant resources and identify gaps or areas of intersection. The subcommittee also considers recommendations for coordinated action to enhance the effectiveness of youth programs and services. It has met 10 times since the Council's October 2022 relaunch.

The Programs and Practice subcommittee includes a total of 25 members representing 11 Federal offices and six practitioners from the field. Quarterly reports of the Programs and Practice Subcommittee to the full Council are available on the Council's [website](#).<sup>5</sup>

## COUNCIL ACTIVITIES AND ACCOMPLISHMENTS

Following a two-year hiatus during the COVID-19 pandemic, the Council relaunched on October 26, 2022, vice-chaired by Liz Ryan, Administrator of OJJDP, who serves as Chair in the Attorney General's absence.

The renewed Council focused its initial meetings on a process of listening and learning from youth justice stakeholders and member agencies. This listening tour provided important context for the meetings that followed as the Council worked to identify and prioritize recommendations and steps for future action. A summary of each meeting is provided below.

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3 Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meetings>

4 Ibid.

5 Ibid.

## Gathering Information and Listening to the Field

OCTOBER 26, 2022

The Council's official relaunch on October 26, 2022, was held at the Office of Justice Programs, where then-Associate Attorney General (ASG) Vanita Gupta and then-Principal Deputy Assistant Attorney General of the Office of Justice Programs Amy Solomon welcomed the Council on behalf of its Chair, Attorney General Merrick Garland. Led by OJJDP Administrator and Vice-Chair Liz Ryan, the meeting featured a diverse panel of youth leaders with lived experience in the juvenile justice system. The six panelists, who hailed from California, Kansas, Louisiana, Michigan, New Jersey, and North Carolina, spoke passionately about the struggles they and other justice-involved youth face with employment, access to mental health services, housing, education, financial hardship, and equitable treatment. Many noted the failures of a system focused on incarceration and emphasized the importance of positive role models. As one panelist remarked, "We cannot be what we cannot see." Another panelist noted, "The system is not meant for me: it's meant to break me." Additional details, including a full meeting recording, are available at the following [link](#).<sup>6</sup>

"Ask kids *why*  
they act how they  
act. No one ever  
asked me."

- Alani,  
young justice leader

APRIL 19, 2023

The April 19, 2023, Council meeting was hosted by the Department of Labor, where attendees were welcomed by then-Acting Assistant Secretary for Employment and Training Brent Parton and then-ASG Vanita Gupta. OJJDP Administrator Liz Ryan also welcomed attendees and served as Chair.

In keeping with the goal of "listening, learning, and sharing," the Council heard from Lisa Johnson, the Director of the National Institute for Work and Learning, who presented information on the Department of Labor's Compass Rose Collaborative—an innovative program that works with communities nationwide to improve education and employment outcomes for youth with prior justice system involvement. Members also heard from U.S. Department of Agriculture (USDA) representatives who shared important information on programs that provide supplemental nutrition for low-income youth and families in their home communities. As a final item of business, the Council approved a recommendation of the Programs and Practice Subcommittee for the Council to serve as a co-sponsor of the OJJDP National Conference in November 2024. Additional details, including a full meeting recording, are available at the following [link](#).<sup>7</sup>

SEPTEMBER 19, 2023

The Council's September 19, 2023, meeting was held in Houston, Texas, marking the first time in Council history the group convened outside the Washington, DC region. Following a welcome from then-Assistant Attorney General (AAG) Amy Solomon and Vice-Chair Liz Ryan, members learned about the Harris County Reinvestment Fund, which uses a data-driven process to reinvest funds once earmarked for detention into

6 Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/wednesday-october-26-2022-meeting>

7 Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/wednesday-april-19-2023-meeting>





*The Coordinating Council on Juvenile Justice and Delinquency Prevention in Houston, September 2023.*

community-based services for justice-involved youth. Civic Heart Community Services, which serves as an intermediary organization for the fund, interacts directly with impacted communities and selects local grantee organizations to fill service gaps in areas of greatest need.

Representatives from the Harris County Department of Juvenile Probation also presented information on the newly opened Harris County Opportunity Center. Though it was once an aging youth detention facility, the Center now serves as a hub for comprehensive, multi-disciplinary services that support justice-involved youth in their home communities. Members toured the facility and explored the many resources available to youth, including academic programs, vocational training, food and housing assistance, mental health treatment, life skills training, clothing, and financial literacy. Additional details, including a full meeting recording, are available at the following [link](#).<sup>8</sup>

## DECEMBER 6, 2023

Chaired by OJJDP Administrator Liz Ryan, the December 6, 2023, Council meeting featured two panels of juvenile justice stakeholders from communities across the United States. In their testimonies, panelists were asked to address the following questions:

- How can Federal agencies enhance the coordination of services to help ensure young people never enter the juvenile justice system?
- How can the member agencies coordinate to increase youth access to opportunities and services and decrease barriers so that justice-involved youth have the best chance of success in their homes and in their communities?



*Kyla Woods, panelist*

The first panel included a juvenile defense attorney, juvenile prosecutor, a parent, a State Advisory Group youth member, and a State juvenile justice director. The second panel included a juvenile court judge, a law enforcement officer, a State Title II grants administrator, and a probation officer. Panelists uplifted successful programming, responded to Council member questions, and recommended numerous strategies to improve Federal programming for justice-involved youth and those at high risk of justice involvement. Additional details, including a full meeting recording, are available at the following [link](#).<sup>9</sup>

<sup>8</sup> Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/tuesday-september-19-2023-meeting>

<sup>9</sup> Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/wednesday-december-6-2023-meeting>

## Continuum of Care for Communities Framework

**APRIL 10, 2024**

The Council's April 10, 2024, meeting was held at the Office of Justice Programs, where then-AAG Amy Solomon and OJJDP Administrator Liz Ryan provided welcoming remarks and introduced OJJDP's Continuum of Care for Communities ([Continuum of Care](#)).<sup>10</sup>

As noted by OJJDP staff, the Continuum of Care serves as an organizing framework for understanding the broad array of programs necessary to support youth from prevention to early-through-high intervention in the community, to out-of-home placement and reintegration. The JJDP Act's 2018 reauthorization mandated OJJDP action in support of this full continuum. Following the Continuum of Care presentation, Council members voted to adopt the framework as a common orientation to organize and align its work. A more detailed discussion of the Continuum of Care framework is provided in "The Continuum of Care as a Framework for Recommendations" below.

The April meeting also served as the Council's first opportunity to fully explore and prioritize the many recommendations that had emerged through its listening and learning tour. More than 100 suggestions were collected through the Council's learning sessions and from a portal open to contributions from the community. At its April 10, 2024, meeting, Council members reviewed and approved subcommittee reports that included 16 broad recommendations drawn from the 100 suggestions. Later in the meeting, the text of the 16 recommendations from the field was presented to the Council members in further detail. Council members each voted on their three top recommendations and discussed their choices. The recommendations with the most votes appear as the top five priorities on page 11 of this report. Additional details, including a full meeting recording, are available at the following [link](#).<sup>11</sup>

## Honing the Council's Recommendations and Plans for Future Action

**JUNE 27, 2024**

At the Council's June 27, 2024, meeting, then-Acting ASG Ben Mizer underscored the challenges our young people are facing with gun violence and mental health, and the importance of intervening with a comprehensive response. Then-AAG Amy Solomon also provided remarks, thanking the Council for its work over the preceding two years.

Chaired by OJJDP Administrator Liz Ryan, the Council's June meeting featured a panel of representatives from the Departments of Education, HHS, HUD, Labor, and the Substance Abuse and Mental Health Services Administration (SAMHSA), highlighting trauma-informed services in their programming for youth. Trauma-informed care and healing strategies emerged as a top priority of the field during the Council's period of listening and learning. Language in the JJDP Act's 2018 reauthorization also makes clear that trauma-informed programming is a necessary part of a responsive juvenile justice system.

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10 Available on OJJDP's website at: <https://www.ojjdp.ojp.gov/programs/continuum-of-care-for-communities>

11 Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/wednesday-april-10-2024-meeting>



In its subsequent discussion period, the Council reviewed and provided feedback on an updated list of recommendations for its Fiscal Year (FY) 2023–2024 report to Congress and the White House. In addition, members discussed core activities the Council could undertake to advance Federal coordination, independent of Congress or the White House. Additional details, including a full meeting recording, are available at the following [link](#).<sup>12</sup>

## Approving the Draft Report to Congress and the White House

**SEPTEMBER 19, 2024**

The Council's final meeting of FY 2024 was held at the Office of Justice Programs, where Acting AAG Brent Cohen and OJJDP Administrator Liz Ryan provided opening remarks. Featuring presenters from the USDA's Food and Nutrition Service, USDA's Division of Youth and 4-H, and AmeriCorps, the meeting highlighted three new cross-agency collaborations designed to support the needs of justice-involved youth and youth at risk of justice system involvement. Among other efforts, these partnerships will enhance support for facilities as they address the nutritional needs of youth residents, increase the availability of mentoring services for justice-involved youth and youth in rural areas, expand credible messenger mentoring for youth transitioning back to their communities, and provide valuable service opportunities for individuals with a history of justice system-involvement.

The Council also reviewed recommendations and action steps from the final draft of its FY23–24 Report to Congress and the White House. Following a brief period of discussion, Council members voted unanimously to approve the Report and move forward with editing, design work, and transmittal to Congress and the White House.

In addition, the Council heard a presentation from practitioner member Lourdes Rosado on the independent practitioner statement, which is required by statute. The statement provides a field perspective on critical needs of today's youth, including opportunities to prevent and minimize justice system involvement through interventions that span the Continuum of Care.

Additional details on this meeting, including a full recording, are available at the following [link](#).<sup>13</sup>

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12 Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/thursday-june-27-2024-meeting>

13 Available on the Coordinating Council's website at: <https://juvenilecouncil.ojp.gov/meeting/thursday-september-19-2024-meeting>



# THE CONTINUUM OF CARE FOR COMMUNITIES AS A GUIDING FRAMEWORK

In 2018, the Juvenile Justice Reform Act reauthorized and strengthened the original JJDP Act, including a purpose section that added:

*"[The purposes of this Act and Title II] is to **support a continuum of evidence-based or promising programs** (including delinquency prevention, intervention, mental health, behavioral health and substance abuse treatment, family services, and services for children exposed to violence) that are **trauma-informed**, reflect the science of **adolescent development**, and are designed to meet the needs of at-risk youth and youth who come into contact with the justice system."*

In response, OJJDP created the Continuum of Care (Figure 1) to guide its work.

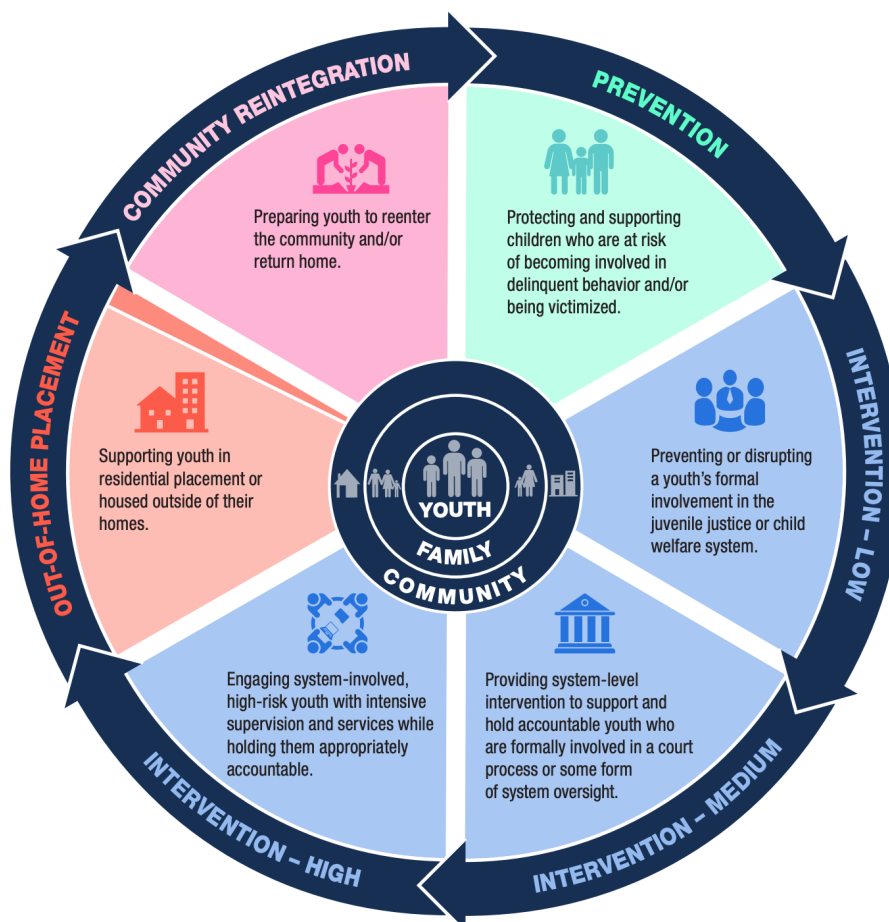


Figure 1: Continuum of Care Framework

The Coordinating Council has adopted the Continuum of Care<sup>14</sup> model as a framework for its recommendations on justice-involved young people. The Continuum of Care is a social and ecological model that identifies evidence-based interventions and supports for youth, including both those who have been victims of crime and those who are involved in delinquency. Several other Federal agencies on the Council, including HHS, have also adopted a Continuum of Care Framework.

The Continuum of Care includes early prevention strategies such as support for children of incarcerated parents and those at high risk of victimization. It also includes approaches that disrupt delinquent pathways for youth who demonstrate risk factors such as involvement in the child welfare system or exposure to domestic or community violence. Supports may involve mentoring, after-school programs, counseling, or other family- or community-based interventions.

The youth justice Continuum of Care provides a variety of adolescent diversion strategies and community-based interventions that also prevent youth from becoming more deeply involved in the formal justice system, including restorative practices that integrate victims and work to repair harm. The Continuum helps ensure that public safety is prioritized, and that limited funds are spent in the most cost-effective ways—before a young person becomes involved in the justice system.

The Coordinating Council identifies and discusses activities that facilitate and support cross-agency coordination. Activities can be designed to occur at any point in the Continuum of Care Framework and can include prevention activities, low-medium and high intervention activities, out-of-home placement, and reintegration. Programs and policies are grounded in evidence-based practices and adolescent development. Priorities should be made that focus on programming upstream to support youth and families when they need it most. The Council has established successful Federal partnerships and interagency agreements and has identified methods for preventing children's exposure to violence.

The Council has focused on youth mental health and substance use disorders, trauma and healing, community-based and culturally responsive programs, and custodial and reentry challenges facing justice-involved youth. The Council has also highlighted Federal interagency efforts to improve youth outcomes. The Council has adopted recommendations solicited from the field and refined by the members that are in alignment with the goals of the JJDP Act.

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14 Available on OJJDP's website at: <https://www.ojjdp.ojp.gov/programs/continuum-of-care-for-communities>

# COORDINATING COUNCIL CO-SPONSORSHIP OF OJJDP'S 2024 NATIONAL CONFERENCE

As approved by members at its April 2023 meeting, the Council served as a co-sponsor of the [OJJDP National Conference](#), which took place on November 19–21, 2024.<sup>15</sup> The Conference commemorated the fiftieth anniversary of the JJDP Act, which also created the Coordinating Council. As co-sponsor, the Council developed and presented an interagency track with five panels spanning the Continuum of Care, including an overview of Federal programs, resources, and initiatives that support youth and families; Federal partnerships that provide opportunities for justice-involved and at-risk youth; trauma-informed programs and initiatives for youth; the power of art, culture, and mentors; and apprenticeships as workforce solutions. In addition, the Council hosted two fireside chats. One focused on promising practices of justice intermediary organizations and the other focused on sustaining State-level youth justice reforms. Council members served as moderators, subject matter experts, and resources for the field.

## IDENTIFYING COUNCIL PRIORITIES

At its April 10, 2024, meeting, Council members reviewed and approved subcommittee reports that included 16 broad recommendations from the field<sup>16</sup> culled by subcommittee members from an original list of more than 100. These recommendations were collected through a process of listening and learning that included input from youth with lived experience, communities that are implementing promising approaches, a multi-disciplinary panel of experts from the field, Federal agency partners, and members of the general public.

Council members subsequently ranked these 16 recommendations from the field, which had been organized to align with sections of the Continuum of Care wheel. Through this process, the Council emerged with a list of five broad priorities that would serve as the initial focus of its congressional and executive recommendations, as well as its independent activities. These priorities span the Continuum of Care from prevention through reintegration. They are also grounded in shared principles that extend to all 16 recommendations from the field and include:

- Federal coordination should not create new silos.
- Strategies should reduce administrative burdens for communities.
- Programs and policies should be trauma-informed and healing focused.
- Solutions should increase access to community supports, opportunities, and resources for youth.
- All stages of the Continuum of Care are important, though prevention should be prioritized.
- Federal coordination should deepen cultural competence.
- Federal agencies should engage meaningfully with community members who have lived experience.

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<sup>15</sup> Find more information on OJJDP's website at: <https://ojjdp.ojp.gov/events/2024-ojjdp-national-conference>

<sup>16</sup> See [Appendix C](#) for the full list of recommendations.

Many aspects of the Council's priorities require congressional or executive action and are outside the group's direct control. Nonetheless, these priorities will also guide work across member agencies under existing resources and authorities, where feasible, to improve alignment of the priorities, practices, and policies that impact justice-involved youth. Additional information on this proposed work is provided in the section below titled, "*Proposed Council Activities.*"

The Council's top five priorities span the full Continuum of Care and include the following:

- 1.** Direct and redirect funds, where possible, to concentrate investments, services, and support efforts towards culturally responsive, community-based approaches that address the root causes of justice involvement (such as poverty, absence of community development, poor health, lack of education, trauma, workforce disengagement, mental health, and substance use issues).
- 2.** Promote and ensure funding, training, and implementation support for community-based, culturally responsive, and developmentally informed trauma and healing responsive services for youth and families. These programs need to be effective, affordable, and accessible.
- 3.** Inform and support access to mental health and substance use programs for justice-involved youth, including youth with disabilities, to prevent and reduce out-of-home placements. These programs need to be comprehensive, community-based, and culturally responsive (e.g., family counseling, peer-to-peer supports, educational stabilization, mental health and substance use services, arts and healing-centered programs).
- 4.** Provide financial incentives and rewards for communities that successfully keep children and youth out of detention/commitment and with their families.
- 5.** Improve access to post-secondary education, supportive services, and career training for youth exiting the justice system.

# RECOMMENDATIONS TO CONGRESS AND THE WHITE HOUSE

Building upon its five identified priorities, the Council submits the following recommendations to Congress and the White House in support of a full and robust Federal response to youth justice involvement and victimization.

1. Fund comprehensive opportunities for youth in communities that include education, career pathways, and mentorship. Ensure that justice-involved youth have access to these services and that their unique needs are addressed in a culturally responsive manner (e.g., the Department of Labor’s 2000 Youth Opportunity Grant, which showed great promise and outcomes and included targeted supports for justice-involved youth).
2. Fund a pilot program that incorporates lessons from the Youth Opportunity Grant, a five-year, \$1 billion investment that aimed to increase educational attainment and long-term careers for high-risk youth (14–21 years) in high poverty areas that was run by the Department of Labor at the turn of this century. The impacts of the Youth Opportunity Grant are well documented,<sup>17</sup> and positive outcomes are attributed in part to the flexibility of use, coordination among service providers, and local focus.
3. Support and encourage school–justice partnerships to help keep students in school.
4. Support student access to out-of-school activities for youth at risk of entering the justice system, including youth with disabilities. [The Department of Education’s National Partnership for Student Success \(NPSS\)](#)<sup>18</sup> can offer support for this effort. The NPSS focuses on five types of evidence-based student supports that can be combined to meet holistic student needs: academic tutors; mentors; post-secondary transition coaches; student success coaches; and wraparound integrated student support coordinators.
5. Fund approaches that look beyond traditional, punitive methods to focus on the ecology of support and accountability (e.g., cultural connectedness and knowledge, repair and healing using a trauma-informed lens), and cross-train on these approaches. Prioritize using these restorative strategies first in schools, then in communities, and as diversion opportunities from the justice system.
6. Support and encourage Federal partnership and collaboration by authorizing joint and set-aside funding streams to support prevention and intervention programming for youth and, in particular, Tribal youth.

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17 Available at the U.S. Department of Labor’s Clearinghouse for Labor Evaluation and Research website at: <https://clear.dol.gov/study/youth-opportunity-grant-initiative-process-evaluation-final-report-bruno-pistorino-2007> | CLEAR (dol.gov) and <https://clear.dol.gov/study/youth-opportunity-grant-initiative-impact-and-synthesis-report-jackson-et-al-2007> | CLEAR both links start with https: (obv) and both end with 2007.

18 Available online at: <https://www.partnershipstudentsuccess.org/>

7. Advance policymaker recommendations from the U.S. Surgeon General's [Advisory On Social Media and Youth Mental Health](#)<sup>19</sup> and next steps for policymakers from the interagency Kids Online Health and Safety Task Force report, [Online Health and Safety for Children and Youth: Best Practices for Families and Guidance for Industry](#),<sup>20</sup> to prioritize the health, safety, and privacy of youth online. In addition, consider ways to encourage warnings on social media platforms to remind parents, children, and adolescents about the mental health risks associated with social media use.
8. Appropriate increased funding to expand community-based access to mental health and substance use programs for justice-involved youth, including youth with disabilities, and encourage and support interagency partnerships in the implementation of these programs.
9. Allow Federal funding and reimbursement for treatment modalities that are culturally responsive to Black and Indigenous people, and other People of Color (e.g., Tribal wellness practices). Ensure that these funding opportunities are equitable, flexible, and accessible to Tribes as required under Executive Order 14112 and encourage Public Law 102-477 grant consolidation where appropriate. Where funding opportunities require a local match, promote the use of waivers to increase access to discretionary funds.
10. Publish, educate, and provide training on best practices for lawfully sharing information about youth involved in multiple systems when confidentiality protections may prohibit coordination (e.g., Health Insurance Portability and Accountability Act, Family Education Rights and Privacy Act, Criminal Justice).
11. Identify programs with strong return on investment data and shift Federal dollars to prioritize those that reduce detention and/or incarceration. For example, Tribal Healing to Wellness Courts has a 113-percent return on investment.<sup>21</sup>
12. Increase services to students in both residential and non-residential correctional settings and services that address successful transitions for youth back to educational settings in the community through multi-tiered systems of support. For example, Title I, Part D of the Elementary and Secondary Education Act should be expanded to address gaps identified through the Department of Education's 2019 study<sup>22</sup> as well as other gaps identified by local jurisdictions.
13. Facilitate debt forgiveness<sup>23</sup> for underpopulated youth facilities that were funded through the Community Facilities Direct Loan and Grant Program run by USDA, so the land can be used for positive youth development prevention and intervention services.

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19 Available online at: <https://www.hhs.gov/sites/default/files/sg-youth-mental-health-social-media-advisory.pdf>

20 Available online at: <https://www.samhsa.gov/sites/default/files/online-health-safety-children-youth-report.pdf>

21 DeVal, K., Lanier, C., and Baker, L. (2023). Tribal Healing to Wellness Courts: Inaugural Survey of the Field. Available online at: [https://issuu.com/ndcrc/docs/tribalhealingtowellnesscourts\\_nationalreport\\_conte](https://issuu.com/ndcrc/docs/tribalhealingtowellnesscourts_nationalreport_conte)

22 Promoting Education and Transition Success for Neglected and Delinquent Youth: An Evaluation of the Title I, Part D Program Volume 1 -- March 2019 (PDF). Available online at: <https://www2.ed.gov/rschstat/eval/neglected/volume-i.pdf>

23 Vera Institute of Justice. (2020). U.S. Department of Agriculture Investments in Local Jails. Available online at: <https://vera-institute.files.svdcn.com/production/downloads/publications/usda-fact-sheet.pdf>



14. Use Federal grant funding to incentivize expenditures on diversion at all points of contact such that they equal or exceed expenditures on youth arrest and commitment. Look to the SAMHSA Center for Mental Health Services' programs, such as the Children's Mental Health Initiative, Advancing Wellness and Resilience in Education project ("Project Aware"), and Trauma-Informed Services in Schools, as examples.
15. Improve access to behavioral health care for children and families in their communities to meet critical needs and prevent unnecessary interventions such as entry into the juvenile justice or child welfare systems. This could include additional investment in programs such as the 988 Suicide and Crisis Lifeline, which could be expanded to include youth-trained responders; mental health care and support services in schools; The Centers for Disease Control and Prevention's suicide prevention program, which could be expanded to additional States, Tribal, and Territorial jurisdictions that have elevated youth at risk; investments in strengthening the behavioral health workforce, including integration of behavioral health services into primary care settings; and investments in Certified Community Behavioral Health Clinics and Community Mental Health Centers.
16. For the limited number of youth who require residential treatment, ensure that they receive high-quality care that does no harm and keeps them connected to family. For example, require data collection and reporting on the use of restraints and seclusion in residential treatment.
17. Ensure that federally funded programs for youth at risk of or involved in the justice system use a positive youth development framework<sup>24</sup> and no-wrong-door policies<sup>25</sup> that focus on well-being and protective factors, and are informed by impacted youth. YouthBuild,<sup>26</sup> a program funded through the Department of Labor, is an example of such a program.
18. Support the initiative of the Interagency Task Force on Trauma-Informed Care<sup>27</sup> to promote common language, definitions, and data collection systems related to trauma-informed care, such that grantees across Federal agencies report on similar metrics and in a common data system.

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24 Available online at: <https://youth.gov/youth-topics/positive-youth-development>

25 No-wrong-door policies are coordinated systems that provide individuals with streamlined access to support and services and help to eliminate the need to contact multiple programs to do so. See NWD-National-Elements.pdf (acl.gov). Available online at: <https://nwd.acl.gov/pdf/NWD-National-Elements.pdf>

26 Home Page - YouthBuild. Available online at: <https://youthbuild.org/>

27 This Task Force was established as part of the SUPPORT for Patients Substance Use-Disorder Prevention that Promotes Opioid Recovery and Communities (SUPPORT for Patients and Communities) Act (P.L. 115-271), passed in 2018. The Task Force's Operational Plan can be found online at: <https://www.samhsa.gov/sites/default/files/trauma-informed-care-operating-plan.pdf>



## PROPOSED COUNCIL ACTIVITIES

In pursuit of its mission, the Council has also identified activities it could undertake to improve the alignment of priorities, practices, and policies that impact justice-involved youth, independent of action by Congress or the White House. These activities would utilize existing resources across member agencies. In the coming year, the Council will explore implementation of the following:

1. Support a five-part webinar series addressing each of the Council's five priorities and highlighting the work of Council agencies in each priority area.
2. Enhance Federal coordination, highlight service gaps, and reduce duplication by identifying existing activities and investments across Council agencies that address each wedge of the Continuum of Care for Communities.
3. Develop a short series of "Barriers and Opportunities," or one-pagers, that highlight the progress Federal agencies have made under each priority area and educate/inform consumers and constituents on flexibilities and opportunities within and across these youth-serving Federal programs.
4. Identify current fiscal year funds across Federal partner agencies that align with the Council's priority areas. Consider requests for funding support in future years that also align with these priority areas.
5. Work across Council member agencies to ensure that when youth voices, including Tribal youth, are included in stakeholder meetings, they also include a young person who has had contact with the juvenile justice system, as often as possible.
6. Track and catalog the ways that Federal agencies are engaging youth and adult partnerships.

## JOINT FUNDING AMONG FEDERAL AGENCIES

In the period since the Council's October 2022 relaunch, OJJDP has entered into new funding agreements with two Council member agencies to advance programming that benefits justice-involved youth. Pursuant to Section 206 (c)1 of the JJDP Act, these agreements were reviewed by the Council at its September 2024 meeting.

In FY23, OJJDP awarded \$2.5 million in funding to support AmeriCorps' service activities for second-chance youth. Working together, OJJDP and AmeriCorps are addressing the challenges that youth experience upon returning to their communities from juvenile residential or correctional facilities. This funding will be renewed in FY24 for an additional \$5 million.

In FY23, OJJDP also partnered with the USDA to support mentoring through the newly developed Mentoring for At-Risk and Rural Youth (MARRY) program with combined funding of \$2 million.

## ACCOUNTING OF EXPENSES

During the time-period covered by this report, FY23–FY24, the Council was supported by the equivalent of one full-time government employee. Logistical support for Council activities was contractually provided through funds issued to OJJDP for Management and Administration.

In FY23 and FY24, the Council convened seven in-person meetings. The Council held six meetings in Washington, DC, and one meeting in Houston, Texas. Logistical, travel, programmatic, and administrative support for Council activities over this two-year period, including Federal salaries and contractual expenses, totaled approximately \$862,000.



## APPENDIX A | Membership Roster

### FEDERAL AGENCY/EX OFFICIO MEMBERS

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**Merrick Garland**

U.S. Department of Justice  
Chair, Attorney General

**Liz Ryan**

Office of Juvenile Justice and Delinquency  
Prevention  
Vice-Chair, Administrator

**Michael D. Smith**

AmeriCorps

**Miguel Cardona**

U.S. Department of Education

**Xavier Becerra**

U.S. Department of Health and Human Services

**Miriam Delphin-Rittmon, Ph.D.**

Substance Abuse and Mental Health Services  
Administration

**Patrick J. Lechleitner**

U.S. Immigration and Customs Enforcement

**Adrianne Todman**

U.S. Department of Housing and Urban  
Development

**Deb Haaland**

U.S. Department of the Interior

**Julie A. Su**

U.S. Department of Labor

**Dr. Rahul Gupta**

Office of National Drug Control Policy

### FEDERAL AGENCY AFFILIATE MEMBERS

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**Thomas J. Vilsack**

U.S. Department of Agriculture

**Lloyd J. Austin III**

U.S. Department of Defense

### PRACTITIONER MEMBERS

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**Sheryl Evans Davis**

San Francisco Human Rights Commission

**Judge Renee Rodriguez-Betancourt**

449th Judicial Court in Hidalgo, Texas

**Mark Patterson**

Hawai'i Youth Correctional Facility,  
Kawailoa Youth and Family Wellness Center

**Lourdes Rosado**

LatinoJustice PRLDEF

**Amiyah Davis**

Center for Juvenile Justice Reform at Georgetown  
University's McCourt School of Public Policy

**Liz Simons**

Heising-Simons Foundation, Marshall Project

**Michael Mendoza**

Juvenile and Criminal Justice, Reentry and  
Second Chances

## APPENDIX B | Subcommittee Members

### Policy Subcommittee Members

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**Kristen Kracke** | Chair, Office of Juvenile Justice and Delinquency Prevention

**Jeffery Buehler** | U.S. Department of Education

**Joseph Bullock** | Substance Abuse and Mental Health Services Administration

**Mary Campise** | U.S. Department of Defense

**Amiyah Davis** | Practitioner Member

**Sherene Donaldson** | U.S. Department of Education

**Gregory Henschel** | U.S. Department of Education

**Cheri Hoffman** | U.S. Department of Health and Human Services

**Jennifer Kemp** | U.S. Department of Labor

**Michael Mendoza** | Practitioner Member

**Diana Morales** | U.S. Department of Defense

**Mark Patterson** | Practitioner Member

**Lourdes Rosado** | Practitioner Member

**Liz Simons** | Practitioner Member

**Lisa Trivits** | U.S. Department of Health and Human Services

**Jennifer Worden** | U.S. Department of Health and Human Services

### Programs and Practice Subcommittee Members

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**Kellie Blue** | Co-Chair, Office of Juvenile Justice and Delinquency Prevention

**Sonali Nijhawan** | Co-Chair, AmeriCorps

**Kathryn Barry** | Office of Juvenile Justice and Delinquency Prevention

**Jennifer Bastress Tahmasebi** | AmeriCorps

**Andrea Bizzell** | U.S. Department of Labor

**Jeffery Buehler** | U.S. Department of Education

**Amiyah Davis** | Practitioner Member

**Sheryl Evans Davis** | Practitioner Member

**Sherene Donaldson** | U.S. Department of Education

**Gregory Henschel** | U.S. Department of Education

**Cheri Hoffman** | U.S. Department of Health and Human Services

**Brandon Horning** | U.S. Department of Labor

**Nataki MacMurray** | Office of National Drug Control Policy

**Michael Mendoza** | Practitioner Member

**Sarah Oberlander** | U.S. Department of Health and Human Services

**Mark Patterson** | Practitioner Member

**Maria-Lana Queen** | U.S. Department of Housing and Urban Development

**Judge Renee Rodriguez-Betancourt** | Practitioner Member

**Liz Simons** | Practitioner Member

**Deborah Spitz** | U.S. Department of Education

**Adam Tierney** | U.S. Immigration and Customs Enforcement

**Lisa Trivits** | U.S. Department of Health and Human Services

**Shaina Vanek** | Consumer Financial Protection Bureau

**Bonita Williams** | U.S. Department of Agriculture

**Rebecca Zornick** | Substance Abuse and Mental Health Services Administration

## APPENDIX C | The Top 16 Recommendations from the Field

Of more than 100 suggestions collected through the Council's learning sessions and from a portal open to contributions from the field, the Council worked through their two subcommittees to recommend accepting 16 for further consideration. Council members then voted on their top recommendations from this 16 and discussed their choices. Field recommendations that received the most votes appear as the top five priorities on page 11 of this report. The Council's final recommendations to Congress and the White House were developed from these five top priorities.

#	Recommendations from the Field	Primary Affinity Group	Programs/ Practice vs. Policy Focused
1	Institutionalize leadership roles for families by designating two Council practitioner member spots for a young adult with lived experience and a parent/guardian/family member. <i>(full continuum)</i>	Engaging Families and Youth with Lived Experience	Policy
2	Support and encourage juvenile justice systems to hire a permanent youth engagement coordinator, who will strengthen and support youth voice in the review, development, and implementation of youth justice policy and programming. <i>(full continuum)</i>	Engaging Families and Youth with Lived Experience	Policy
3	Support local communities in identifying their own individual needs and provide training and technical assistance to support implementation of prevention services that are responsive to these needs. <i>(prevention)</i>	Cross-Governmental Collaboration	Practice
4	Work together to address individual and collective/historic trauma. Promote and ensure funding for community-based, culturally and developmentally informed, effective, affordable, and accessible trauma-responsive services for youth and families to keep them out of the justice system. <i>(prevention &amp; intervention-low)</i>	Health Care and Social Services	Practice

#	Recommendations from the Field	Primary Affinity Group	Programs/ Practice vs. Policy Focused
5	Invest in prevention and early intervention by [re]directing funds towards community-based programs and services that address the root causes of delinquency, such as poverty, lack of education, workforce disengagement, mental health and substance use issues. <i>(prevention &amp; intervention-low)</i>	Health Care and Social Services - Alternative Youth Programs/ Approaches	Policy
6	Support schools to provide more counselors, social workers, intervention specialists, free meals, extra-curriculars, and after-school activities for youth at risk of entering the justice system. <i>(prevention, intervention-low, &amp; intervention-med)</i>	Schools	Practice
7	Enhance the success of justice-involved youth in their communities and reduce out-of-home placements by improving access to comprehensive, culturally competent, supportive services like family counseling, educational support, mental health, and substance use support. Meet basic needs first, be trauma-informed (including historical trauma), and healing-centered. <i>(intervention-low, intervention-med, &amp; intervention-high)</i>	Health Care and Social Services	Practice
8	Create a grant program that provides financial incentives to communities that successfully keep children and youth out of detention/commitment and with their families in local communities where there are resources to address the root causes of delinquency. (The program would be similar to incentives that were provided to States when youth in the child welfare system were adopted.) <i>(intervention-low, intervention-med, &amp; intervention-high)</i>	Health Care and Social Services - Alternative Youth Programs/ Approaches	Policy
9	Assess common entry points for youth into secure detention and enhance support for programs and practices that prevent net-widening at these points of entry. <i>(intervention-low, intervention-med, &amp; intervention-high)</i>	Cross-Governmental Collaboration	Policy

#	Recommendations from the Field	Primary Affinity Group	Programs/ Practice vs. Policy Focused
10	Make mental health treatment more readily available, accessible, and culturally relevant to justice-involved youth, including approaches that integrate the arts and healing-centered practices. ( <i>intervention-low, intervention-med, intervention-high, out-of-home placement, &amp; community re-integration</i> )	Health Care and Social Services	Practice
11	Address the co-occurrence of substance use and mental health and serious mental illness issues and their relationship to youth behavior, well-being, and equity. ( <i>full continuum</i> )	Health Care and Social Services	Practice
12	Encourage and approve State Workforce Innovation and Opportunity Act (WIOA) waiver requests (DOL) that incentivize local Workforce Investment Boards to serve justice system-involved youth in their youth programs. ( <i>community re-integration</i> )	Employment and Training	Policy
13	Improve access to post-secondary education and training for youth exiting the justice system. ( <i>community re-integration</i> )	Schools	Practice
14	Expand investments in training for judicial and law enforcement personnel in areas such as de-escalation techniques, mental health awareness, and alternative dispute resolution. ( <i>intervention-low, intervention-med, &amp; intervention-high</i> )	Law Enforcement and the Courts	Policy
15	Identify effective strategies for systems to share important youth records and data across systems, while also balancing privacy concerns. ( <i>intervention-low, intervention-med, intervention-high, &amp; out-of-home placement</i> )	Cross-Governmental Collaboration	Policy
16	Ensure that judicial personnel have access to the latest research on effective interventions for reducing recidivism, promoting positive outcomes for youth, and the impacts of various sentencing options. ( <i>intervention-low, intervention-med, &amp; intervention-high</i> )	Law Enforcement and the Courts	Practice