



COORDINATING COUNCIL

on Juvenile Justice and Delinquency Prevention

Coordinating Council on Juvenile Justice and Delinquency Prevention

Report of Activities
and
Recommendations
to Congress
2001-2008

December 2008



Introduction

More than 30 years ago, Congress enacted landmark legislation establishing the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support state and local efforts to prevent delinquency and improve the juvenile justice system. The same 1974 Juvenile Justice and Delinquency Prevention (JJDP) Act also established the **Coordinating Council on Juvenile Justice and Delinquency Prevention (Council)**, an independent body within the executive branch of the federal government, with a mandate to coordinate federal juvenile delinquency prevention programs in cooperation with state and local juvenile justice programs, federal programs and activities that detain or care for unaccompanied juveniles, and federal programs relating to missing and exploited children.

This report:

- Describes the role of the Council, its statutory responsibilities, structure, current goals and approach to its work;
- Reviews priorities and the framework that has guided the Council's recent work;
- Provides a historical review of the Council's work, briefly touching on the highlights of the past 12 years of Council activities from 1996 through 2008;
- Details the achievements of the Council under this Administration; and,
- Sets forth recommendations for future action.

Coordinating Council Structure

The Council has 18 members. Nine ex officio members represent the following federal agencies—the Departments of Justice, Education, Health and Human Services, Housing and Urban Development, Homeland Security/Immigration and Customs Enforcement, and Labor; the Office of National Drug Control

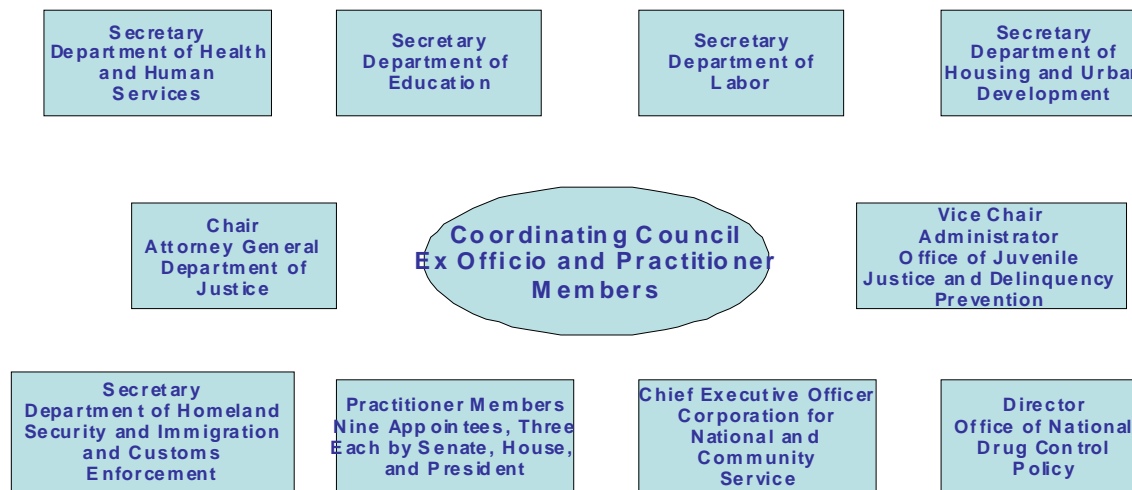
Statutory Responsibilities of the Coordinating Council

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

Policy; the Corporation for National and Community Service; and the Office of Juvenile Justice and Delinquency Prevention within the Department of Justice.

Up to nine members are juvenile justice practitioners who are appointed by the Speaker of the House of Representatives, the Senate Majority Leader, and the President of the United States to serve terms of one to three years.

The Attorney General serves as Chair and the Administrator of OJJDP is the Vice Chair.



The Council Supports the Juvenile Justice Mission

OJJDP is the only federal agency *with the sole and specific* mission to develop and disseminate knowledge about what works to prevent juvenile delinquency and violence and to improve the effectiveness of the juvenile justice system. Yet OJJDP’s work is measurably enhanced by—in fact, depends upon and requires—coordination with a host of federal agencies, between researchers and practitioners at all levels of government, and with the private sector. The key value of the Coordinating Council is its mandate to examine the breadth of federal research, funding, programs, and policy addressing issues affecting at-risk youth across the domestic federal agencies.

The Council work thus aligns with and assists in achievement of OJJDP’s overall goal—to prevent and respond to juvenile delinquency and youth victimization. That entails providing federal assistance to help states and localities enact a gamut of strategies regarding mentoring, child maltreatment, underage drinking, gang prevention and suppression, treatment services for juveniles in correctional programs, disproportionate minority contact, gender-specific programming, and tribal youth concerns, among other issues. Importantly, because states and localities can benefit by extending their resources with training, technical assistance, and other guidance from OJJDP and other federal agencies, the federal government can assist by easing access to the myriad resources available.

Council Goals

To support OJJDP's mission and to – ultimately – improve the well being of children and youth most at risk (youth in the justice and dependency systems, tribal youth, and unaccompanied youth under government care), the Council has adopted a corollary set of goals:

1. Strengthen the practice of inter- and intra-agency youth-focused collaboration
2. Increase knowledge, dissemination, and use of evidence-based programs in juvenile justice and prevention work
3. Elevate the importance of a comprehensive juvenile justice agenda at the federal level, and achieve an increased alignment of goals between the juvenile justice and other systems at all levels of government.

How the Council Fulfills its Mission

The primary means by which the Council addresses these goals is through examination and coordination of federal programs, policy, resources, and activities directed at or which have potential for improving results for justice-involved and at-risk children and youth, and by coordinating resources and policies in support of children, youth, families and communities to prevent delinquency and strengthen the juvenile justice system.

The Council's quarterly meetings present opportunities for member agencies to share information on programs and relevant research efforts, and serve as a vehicle for constituencies that do not normally interact to learn from each other and about relevant work. It provides a setting within which Council member agencies may identify opportunities to support a single program through joint funding or to collaborate in particular communities to focus programs and resources to achieve successful outcomes for juveniles.

The Council facilitates joint projects in a variety of ways including interagency agreements; in-kind contributions of staff time and resources, participation on longstanding and ad hoc inter-agency working groups and partnerships; and coordinated and joint funding of initiatives.

Setting Priorities: Frameworks for Action

The list of problems and needs and potential program focuses in juvenile justice can be daunting. Over the last 10 years, two important, well-researched documents have guided the Coordinating Council, OJJDP, and their federal partners in developing programs—the findings of the *Juvenile Justice Action Plan*, published in 1996 by the Council (and reaffirmed in 1999, 2001 and 2006), and the work of the 2003 *White House Task Force on Disadvantaged Youth*.

A Continuing Council Achievement: Juvenile Justice Action Plan

The Coordinating Council's *Juvenile Justice Action Plan* was developed to provide a framework and strategy for action to address the

Juvenile Justice Action Plan Developed by the Coordinating Council

- Provide immediate intervention, sanctions, and treatment for juveniles.
- Prosecute certain serious, violence and chronic offenders in criminal court.
- Address guns, drugs, and gangs.
- Foster opportunities for children and youth.
- Address youth victimization, abuse, and neglect.
- Strengthen and mobilize communities.
- Support development of innovative approaches to research and evaluation.
- Implement an aggressive public outreach campaign on effective strategies to combat juvenile violence.

problem of juvenile violence facing communities, their youth, and the juvenile justice system. It aligned with two principal components of Juvenile Justice's Comprehensive Strategy for Serious Violent and Chronic Offenders (SVCO)—prevention strategies and graduated sanctions with a continuum of treatment alternatives. The Action Plan sets forth eight areas of focus (refer to box on page 4) that remain relevant in application to juvenile justice issues a decade later. The *Action Plan* was reaffirmed by the Coordinating Council in 1999, and reaffirmed again by the Council in 2001 and 2006. The document is a result of a year-long effort of nearly 80 staff of multiple federal agencies, practitioner members of the Council, and OJJDP staff.

White House Task Force on Disadvantaged Youth

In 2003, in response to the needs of disadvantaged children, the White House assembled a Task Force to develop a comprehensive federal response to the problems of youth failure with a focus on enhanced agency accountability and effectiveness. In the Executive Summary of the final report (issued in 2004), the Task Force noted that most children are raised in an environment that includes love, a secure childhood, adequate housing, access to health care, a good education, discipline of character, a sense of personal responsibility, and a commitment to their communities and their country, and they grow up to be healthy, responsible, and

productive citizens. For other children, this kind of life does not exist; for these millions of disadvantaged youth, the government plays a significant role in their lives. The President appointed 11 federal agencies to the Task Force and asked them to review all the existing federal programs that

touched youth, and to make recommendations as to where there could be enhanced agency accountability and effectiveness.

In early 2005, the Coordinating Council adopted 13 of the White House Task Force recommendations to further refine, guide, and focus the work of the Council.

White House Task Force Recommendations Adopted by the Coordinating Council

- Improve coordination of mentoring programs.
- Support state and local community planning process.
- Develop a unified protocol for Federal "What Works" clearinghouses.
- Build a rigorous and unified disadvantaged youth research agenda.
- Improve data collected on the well-being of families.
- Increase parent involvement in federal youth programs.
- Recruit youth for federal grant review panels.
- Develop standards for measuring grantee performance.
- Implement grantee-level performance measurement guidelines.
- Conduct rigorous oversight of earmarked grantees.
- Expand mentoring programs to special target groups such as foster care and migrant youth.
- Target youth who are in public care such as foster care homes and juvenile justice institutions.
- Target youth with a high number of factors putting them at risk such as children of incarcerated parents and migrant youth.

Overview of Council Activities from 1996-2008

1996: Council Develops the Juvenile Justice Action Plan

As noted above, the Juvenile Justice's Action Plan, a broad framework for addressing delinquency, was published by the Council in March 1996, following a year's concentrated team effort. The *results of the Action Plan set the stage for the next decade of work* and led to several efforts and activities of the Council, including the following:

- Supported the Child Maltreatment Working Group, which developed a series of publications and hosted state forums on preventing and responding to abuse and neglect.
- Created a Parenting Website with tools and resources to help parenting adults
- Supported a lead paint and delinquency initiative; including a pilot demonstration at a Weed and Seed site
- Supported a Office of Special Education and Rehabilitative Services (OSERS/disabled children publication series)
- Supported the Girls Initiative and the associated inter-agency Girls Study Group

1999, 2001, 2006: Council Reaffirms Value of Action Plan

At a series of planning retreats, the Council first identified steps to update the Action Plan and reaffirmed the value of the eight Action Plan objectives. As part of this work, the Council established eight working groups similar to the earlier Child Maltreatment Working Group and began development of a bulletin series. The Council proposed cross-agency initiatives to strengthen technical assistance provided to the field.

2003: Council Creates Five Subcommittees

The Council created collaborative working groups across its member agencies to advance work in specific arenas, establishing five subcommittees to address Tribal Youth, Drugs and Alcohol, Family Health, Education, and Technology, and to develop goals and proposed activities and timelines.

2004: Council Adopts 13 Recommendations from the *Final Report of the White House Task Force for Disadvantaged Youth*

A description of some the collaborative interagency efforts that resulted from the adoption of these recommendations can be found under Council achievements.

2004: Council Establishes the Council Planning Team

This is an interagency team composed of federal staff and practitioner members of the Council that helps to plan meetings and coordinate Council activities.

2004: Council Supports GIS Planning and Program Tools

Beginning in 2004, Council agencies and other partners have worked to develop Geographic Information System (GIS) tools with the capacity to display crime problems, community and governmental assets including evidence-based programs, and socioeconomic factors to help communities, policy makers and program administrators in the prevention and control of crime and delinquency. These tools drew upon developmental work undertaken by OJJDP to create its model programs database and gang prevention and reduction strategic planning tool and were enhanced and populated by a cross agency working team. One was developed into the *Community Guide to Helping America's Youth*; the other became the SMART web-planning tool.

2006: Council Supports Coordination through First Round of Inter Agency Agreements

Through OJJDP, the Council provided funding to several member agencies to enable them to coordinate their work and leverage federal resources. The four agreements provided \$100,000 each to the Departments of Labor, Housing and Urban Development, Health and Human Services and to the Corporation for Community and National Service. Work supported included:

Federal Mentoring Council. The interagency Federal Mentoring Council (FMC) was established under joint leadership of the Corporation and HHS to coordinate federal mentoring work and develop new federal initiatives to increase the number of mentor-mentee pairs in the nation, particularly those targeting disadvantaged youth.

Shared Youth Vision (SYV). Led by DOL and supported by the Council, a number of federal agencies including DOJ, ED, HUD, HHS, U.S. Department of Transportation (DOT), CNCS, and U.S. Social Security Administration are partnering to reduce barriers and facilitate access to federal resources for state and local jurisdictions to improve efforts to serve the nation's neediest youth. In 2007, under separate funding, 16 communities were selected for targeted support and funding to demonstrate the types of partnerships and integration strategies that should be used to target disadvantaged youth.

SAMHSA Collaboration for Juvenile Treatment Services. This effort supported joint development by federal, state, and local authorities of guidelines for working with youth offenders in the areas of screening, assessment, referral, and treatment for substance abuse.

2006: Coordinating Council Hosts First National Conference

In 2006, the Council held its first Coordinating Council National Conference attended by more than 2,000 people and featuring the First Lady as the opening day speaker. Supported by OJJDP, the conference provided a framework for action to address the many issues that face the nation's youth. Each of the Council's member agencies sponsored, organized, and facilitated one or more sessions at the Conference, and engaged their constituencies in the conference. This was particularly significant in that practitioners, researchers and others with interests in prevention and youth well being in different fields such as workforce development, substance and drug abuse, juvenile justice, mental health, runaway and abused youth tend to communicate predominantly with others in their own fields. Through this conference, these groups took advantage of the networking sessions and the discussions to strengthen cross sector understanding and work, and to promote coordinated planning. Among the conference's most attended workshops was one that featured representatives from more than a dozen federal agencies who provided information about accessing federal resources that can be used to support state and local efforts to assist youth and families.

2007: Council Creates Federal Partnership Project

The Council initiated several activities as part of the Federal Partnership Project to increase the ability of federal staff to plan, implement and support comprehensive community initiatives (CCIs) designed to improve the well-being of children, youth, family, and community; to strengthen federal cross-agency partnerships in support of CCIs; and to enhance the federal practice of coordinated assistance to improve the ability of states and local jurisdictions to best access and use resources to improve the well-being of children, youth, and families. The core product of the Federal Partnership Project is the web-based CCI tool kit for federal program managers launched December 2008: <http://www.juvenilecouncil.gov/cci/index.asp> . Additionally, the project compiled a listing of youth-related activities and programming for key federal agencies and related budget information to help with future joint planning. The compilation updated the Delinquency Development Statements last produced in 1995.

2008: Council Supports Second Round of Inter Agency Agreements (IAAs)

The Council funded four new IAAs to support additional work. This work entails: enhanced coordination of federal resources for disadvantaged youth, primarily through strengthening and enhancing the work associated with the Shared Youth Vision Initiative, to Labor; activities aimed at preventing child and adolescent injuries reducing deaths of infants, children, and adolescents by developing the capacity of Child Death Review Teams to the Maternal and Child Health Bureau of HHS; creation of a web presence for the Federal Mentoring Council to CNCS to aid in achievement of their goal of expanding the number of youth mentored; and expansion of model theatre programming for youth at-risk of gang involvement to the National Endowment for the Arts.

Recent Council Achievements

All work of the Council addresses one or more of its three goals (refer to page four). A description of recent Council activities is listed on the following pages under the most pertinent of its goals. Listed programs and activities reflect efforts that are both sponsored or supported through the Council as well as efforts developed primarily by individual Council member agencies in conformance with Council goals.

As noted in the introduction, the Coordinating Council not only supports the development of its own projects, publications, and working groups, but also provides an opportunity for the federal partners to learn from one another, share information about joint work, and strengthen the foundation for pooling resources and joint decision making that addresses prevention and youth well being. The following programs support the 13 White House Task Force Recommendations adopted by the Council in 2005:

1. The Council has strengthened the practice of inter/intra agency youth-focused collaboration as measured by increases from year to year in the number of inter-agency collaborations on juvenile justice issues.

Council Activity: Shared Youth Vision

The Shared Youth Vision Partnership serves as a catalyst at the national, state, and local levels to strengthen coordination, communication, and collaboration among youth-serving agencies working to help at-risk youth make successful and healthy transitions to adult roles and responsibilities. Beginning in 2004, the federal partners hosted a series of regional youth forums and basic and advanced series of technical assistance conferences focusing on collaboration

strategies to better serve youth. In 2007, 16 pilot sites were selected to demonstrate the types of partnerships and integration strategies that should be used to target disadvantaged youth. Shared Youth Vision has developed a number of tools and resources to enhance collaboration and information dissemination. Among them are:

- A collaborative Internet-based workspace provides information to state initiative partners and enhances cross-state communication.
- A federal interagency Solutions Desk provides state teams a single point of access to the federal resources available to help states implement Shared Youth Vision activities.
- A Federal Youth Funding Matrix provides states with information on funding available to serve youth in their state from each federal agency.
- A Federal/State Benchmark Tool provides states with broad principles to help them gauge the effectiveness of their collaborative efforts.

Council Activity: Federal Partnership Project

As an outgrowth of a strategic planning meeting, the Council initiated the Federal Partnership Project (refer also to page 7). The Council has concluded the initial phase of these activities to: (1) increase knowledge and strengthen federal collaboration and Comprehensive Community Initiatives (CCIs); and (2) enhance federal coordination of assistance to improve the well-being of children, youth, and families. The initial phase was marked by production of a set of web-based tools and practice guidelines for federal program and policy staff to assist in the development and guidance of future CCIs and associated TA. The tools also address practice guidelines for establishing and maintaining cross agency partnerships to support CCBs and criteria to help structure and provide the specialized systems change-focused technical assistance comprehensive communities require. An update and expansion of the 1995 Delinquency Development Statements (DDS) report was compiled as a foundation for joint planning. In the updated compilation, federal agencies with significant youth portfolios describe the extent of their related activities and programs and provide budget and funding cycle information. Prior to its most recent reauthorization in 2002, the Juvenile Justice and Delinquency Prevention Act required every federal agency that administers a juvenile justice program to submit a DDS annually to the Coordinating Council and to the Administrator of OJJDP.

Council Activity: GIS Planning and Program Tools

Council agencies and other partners have worked over the past 4 years to develop two Geographic Information System (GIS) tools with the capacity to display crime problems, community and governmental assets including evidence-based programs, and socioeconomic factors to help communities, policy makers and program administrators in the prevention and control of crime and delinquency. These tools drew upon developmental work undertaken by OJJDP to create its model programs database and gang prevention and reduction strategic planning tool and were enhanced and populated by a cross agency working team.

- The Community Guide to Helping America's Youth integrates a model programs database with resource mapping and community data into a Web-based planning tool for communities. In 2005, President Bush announced that First Lady Laura Bush would lead a new initiative, the Helping America's Youth (HAY) Initiative, focused on connecting at-risk youth with family, school, and their community to help children and teens reach their full

potential. Nine federal agencies, led by OJJDP and HHS and including seven Council member agencies, contributed their knowledge and programs to the HAY initiative by developing the *Community Guide to Helping America's Youth*. The Guide is a set of web-based tools to help communities build partnerships, assess needs and resources, and select from program designs that could be replicated in their community.

- OJJDP's Socioeconomic Mapping and Resource Topography Tool (SMART) is a Web-based mapping application that pinpoints local geographic areas of crime and delinquency and nearby governmental and community resources to prevent and control it. This tool was developed to help federal, state, and local decisionmakers target areas of greatest need and allocate resources accordingly. Along with maps, SMART creates tables and graphs to chart a wide array of socioeconomic data, such as population, crime, housing, health, and mortality.

White House Task Force Recommendation: Improve coordination of mentoring programs.

When OJJDP decided to start funding local mentoring efforts in 1995 as part of their goals around delinquency prevention and reduced recidivism, the nation's mentoring landscape looked very different than it does today. While mentoring had been a part of the youth services landscape for almost 100 years at that point, mostly in the form of Big Brothers/Big Sisters, the formal discipline of youth mentoring was somewhat in its infancy. However, the funding that OJJDP provided the mentoring field through the Juvenile Mentoring (JUMP) initiative, combined with a growing public interest and fresh perspectives from new research, signaled a dramatic shift in the growth of youth mentoring.

OJJDP has long supported mentoring programs. Since 1994, OJJDP has received appropriations of more than \$200 million to support juvenile and youth mentoring programs. In FY 2008, OJJDP awarded more than \$60 million to support community mentoring programs, including funding that addressed the needs of underserved, at-risk youth populations in American Indian and Alaska Native communities and Latino communities with youth gang problems. Council member HHS is developing a data collection/analysis system for the National Mentoring Partnership and has established the Mentoring Children of Prisoners program, while DOL's Employment and Training Administration (ETA) is working closely with CNCS's Volunteers in Service to America (VISTA) program to coordinate mentoring efforts for reentry initiatives. CNCS is also developing an initiative to increase the number of mentors for disadvantaged youth, and has established with Council support the Federal Mentoring Council, a Federal interagency coordinating body whose purpose is to increase the number of mentor-mentee pairs nationwide.

White House Task Force Recommendation: Support state and local community planning process.

Through the Shared Youth Vision Partnership, DOL, DOJ, ED, HUD, HHS, U.S. Department of Transportation (DOT), CNCS, and U.S. Social Security Administration have combined efforts with state agencies to increase efficiency and delivery of services to the nation's neediest youth through follow-up of coordinated state and local policies and approaches. A collaborative Internet-based workspace has been developed to enhance state initiative partners and cross-state communication. As noted, the Shared Youth Vision has developed tools to enhance collaboration and information dissemination.

DOL and ED are also collaborating in areas of mutual interest including literacy, GED programs, and alternative education.

Other Council agency assistance to the states includes HHS grants and special assistance. HHS convened 12 states to develop performance measures for youth programs. HHS grants

include grant refunding for nine states through State Youth Development Collaboration Grants and co-occurring State Incentive Grants (COSIG) provide funds to states to build or enhance service system infrastructure to provide effective, integrated treatment and services for people with co-occurring mental and substance use disorders. HHS Strategic Prevention Framework (SPF) State Incentive Grants enables states and communities to build prevention capacity and infrastructure to reduce substance abuse-related problems, and HHS's New State Mental Health Transformation Grants helps states develop a Comprehensive Mental Health Plan, build mental health services infrastructure, and promote implementation of science-based mental health interventions

DOJ has established a National Truancy Prevention Association to serve as truancy clearinghouse and help communities build truancy programs, and is developing a computerized strategic planning tool to eliminate service gaps and duplication.

HUD is developing an initiative to assist local housing authorities in pilot cities to help public housing residents achieve economic self-sufficiency, while the Office of National Drug Control Policy (ONDCP) continues its Youth Anti-Drug Media Campaign briefings, community program planning and implementation through anti-drug coalition grants, and National Anti-Drug Coalition Institute training for community coalitions.

Collaborative efforts are also enhanced by a CNCS statute that requires each state receiving funds from the Corporation to submit a statewide unified comprehensive cross-stream service plan that involves all local service programs.

White House Task Force Recommendation: Expand mentoring programs to special target groups such as foster care and migrant youth. HHS is working to increase access to mentoring services through its Mentoring Children of Prisoners (MCP) program. Through technical assistance to grant recipients, DOL continues to encourage the integration of mentoring components by using local mentoring-based organizations, while ED's mentoring program targets disadvantaged middle school youth.

White House Task Force Recommendation: Increase parent involvement in federal youth programs. At DOJ parent groups are required to be part of advisory councils that oversee formula grant funding. ONDCP has developed a Media Campaign's called Parent@Work Program. The Runaway and Homeless Youth program, administered by ACF/FYSB at HHS, seeks to reunify youth with their parents when it is appropriate.

Through state collaboration projects emphasizing parents and youth as partners in youth programming, HHS has increased parent involvement in its youth programs. HHS requires support for and inclusion of family and youth partnerships in planning, management, and evaluation of the Comprehensive Community Mental Health Services for Children and Their Families Program, and promotes and supports states and communities implementing family-driven and youth-guided care. HHS includes college students in Family and Youth Services Bureau grant review. HHS is also developing a guide and web site for parents on teen health: *Family Guide To Keeping Youth Mentally Healthy & Drug Free.*

White House Task Force Recommendation Recruit youth for federal grant review panels. HHS is including college students in its Family and Youth Services Bureau grant review.

2. The Council has increased knowledge, dissemination, and use of evidence-based programs in juvenile justice.

Council Activity: Federal Mentoring Council

With support from the Coordinating Council, at the impetus of CNCS and under the joint leadership of CNCS and HHS, the interagency Federal Mentoring Council (FMC) was established in 2006 to coordinate federal mentoring work and develop new federal initiatives to increase the number of mentor-mentee pairs in the nation, particularly those targeting disadvantaged youth. The FMC identified gaps in mentoring services, assessed current knowledge about what works and how to identify and disseminate best practices in the mentoring field, and developed the following common description of mentoring for federal agencies: “Mentoring is a structured, sustained relationship between an older, more experienced person and a young person that is designed to improve one or more of the following: family and peer relationships; health and health behaviors; self-esteem and well-being; and motivation, attitude, and achievement related to education and/or to work.”

White House Task Force Recommendation: Develop standards for measuring grantee performance. Responding to the need for accountability, performance, and research-proven best practices, DOJ has developed and is implementing performance standards and more empirical evaluations that use higher scientific standards, and implementing an agency-wide performance measurement system for all grants focused on outcomes. The performance-based standards (PbS) project is one way that OJJDP employs to help states and localities assess and strengthen the quality of the custody they exercise over youth in the delinquency system. Also, DOJ has expanded its evaluation of the seven-city Truancy Reduction Program to build a foundation for the design of research-proven best practices. Another effort is the ongoing evaluation of model programs to enforce underage drinking laws.

In a similar vein, HHS is developing common terms, instruments, and definitions for MCP evaluation and has added and modified performance measures for the Runaway and Homeless Youth (RHY) and MCP programs. HHS is encouraging the use of evidence-based practices through the National Registry of Evidence-based Programs and Practices (NREPP).

DOL has developed standard performance measures and definitions specific to offender-serving grantees while CNCS applicants self-nominate performance measures, which corporation staff approve. Grantee funding is tied to performance reporting. CNCS is currently measuring the annual performance of AmeriCorps, Learn and Serve America, and Senior Corps.

White House Task Force Recommendation: Implement grantee-level performance measurement guidelines. DOJ’s OJJDP has implemented an agency-wide performance measurement system for all grants, including formula, block, earmarked, and discretionary programs that is focused on outcomes. The system encompasses a performance measurement web page with specific guidelines for grantees, training, and individual assistance, as needed. CNCS has placed new requirements for performance measurement in the rules for AmeriCorps.

HHS requires its grantees to track National Outcomes Measures. The Drug-Free Communities Program, a partnership of the Substance and Mental Health Service Administration in HHS and the Office of National Drug Control Policy, emphasizes outcome goals in the grant announcement. Additionally HHS is studying homeless youth profiles and program caseloads to improve outcomes in agencies. DOL’s ETA-funded youth programs have implemented standard performance measures and goals for offender-serving grantees, and three common measures for all ETA youth programs. ETA revised reporting instructions to collect common measures in 2005.

White House Task Force Recommendation: Build a rigorous and unified disadvantaged youth research agenda. OJJDP created and filled a new research coordinator position in 2005. To date work has—of necessity—focused on coordinating applicable research programs within

OJP agencies. DOL is coordinating with OJJDP on a random assignment evaluation of the Avon Park Correctional Facility, and plans to evaluate all DOL youth programs. ED is planning an out-of-school youth data collection effort.

HHS has completed its design study for a national evaluation of the Mentoring Children of Prisoners (MCP) program, and finished a study of "Promising Strategies to End Youth Homelessness." HHS is evaluating programs for homeless youth, abstinence education programs and other approaches to teen pregnancy prevention, and portions of the John Chafee Foster Care Independence Program. HHS provided funding for a random-assignment impact evaluation of six selected youth offender sites to test the effectiveness of alternative sentencing and aftercare services, and provided funding for a labor-oriented data analysis of work undertaken by the Northwestern Juvenile Project on behalf of DOJ.

CNS has funded random assignment evaluation of Parent Drug Corps and has solicited proposals to fund random-assignment evaluation of AmeriCorps. CNCS is also involved in a random-assignment, multiyear longitudinal study of AmeriCorps participants, analyzing a CNCS-funded survey of youth volunteering.

White House Task Force Recommendation: Improve data collected on the well-being of families.

DOJ and HHS both participate in the Federal Interagency Forum on Child and Family Statistics, and DOJ participate in the planning meetings of the National Child Study. HHS has produced a chart book of indicators of social context of families. DOL has expanded offender-oriented data collection templates to include information related to housing, homelessness, foster care, independent living, temporary shelter, etc.

3. The Council has elevated the importance of a comprehensive juvenile justice agenda at the federal level, and achieved an increased alignment of goals between the juvenile justice and other systems at all levels of government.

Council Activity: Interagency Agreements (IAAs)

Through OJJDP, the Council has entered into two rounds of IAAs to leverage member agencies resources, including those that established the Federal Mentoring Council and supported regional technical assistance workshops under the Shared Youth Vision initiative. (See appendix for a listing of all the IAAs.) Additionally, an agreement between OJJDP and SAMHSA supports joint development by federal, state, and local authorities of guidelines for working with youth offenders in the areas of screening, assessment, referral, and treatment. The goal of this partnership is to better coordinate investment of federal, state, and local efforts to build resiliency and facilitate recovery among youth at risk or suffering from substance abuse or mental health disorders. Major activities under this agreement include:

- OJJDP and SAMHSA convened a series of one-day summit meetings to bring together practitioners and researchers who focus on prevention and treatment of substance abuse and mental health disorders within community settings and within juvenile justice settings to share common knowledge, instrumentation, and information about approaches that are working in both settings.
- OJJDP and SAMHSA held a series of partnership meetings between the two agencies.
- SAMHSA held a planning forum on tribal juvenile justice and substance abuse/mental health issues as a means of improving policy coordination in that arena.

Outcomes of the first two activities included two new joint grant programs – one in partnership with the Robert Wood Johnson Foundation involves juvenile drug court grants, the other is a joint OJJDP/CSAT Brief Intervention and Referral to Treatment (BIRT) program for youth – and foundational discussions toward development, likely in FY 09, of a single application, single review grant program for juvenile drug courts and treatment services.

As a result of the tribal planning forum (November 2006), SAMHSA hosted first Policy Academy on Co-occurring Substance Use and Mental Disorders for Native Communities (September 2007) including tribal youth in Wellness Courts and is continuing to work with Tribes to implement their policy changes.

White House Task Force Recommendation: Target youth who are in public care, such as foster care homes and juvenile justice institutions. DOJ has implemented a Juvenile Ready4Work Initiative, and developed a faith-based juvenile corrections reentry program with the State of Florida while ED has an ongoing project targeted to this issue, Oregon's Social Learning Center Treatment Foster Care Program. Also ongoing are ED Title I grants to law enforcement agencies. ED is investigating a possible collaboration with HHS on youth aging out of foster care.

HHS is also focused on studies of youth who are aging out of foster care, and an evaluation assessment of discharge/transition planning as homeless prevention strategy. The focus on children in juvenile justice and child welfare settings is a priority in the Comprehensive Community Mental Health Services for Children and Their Families Program.

In response to this recommendation, DOL awarded five foster care youth demonstration grants for two years. The agency entered into an evaluation partnership with Casey Family Programs, which also provided the funding to the sites for the third year and sustainability. Results have been positive: Twenty-three percent of the youth attained a GED or high school diploma, 17 percent enrolled in post-secondary education, and 35 percent had jobs – figures all well above the averages for youth who've been in foster care.

DOL has more than \$155.4 million invested in a youth offender portfolio that involves 48 grantees covering approximately 133 sites that provide a variety of workforce development services to at-risk and offender youth. The newest addition to the Youth Offender Portfolio was awarded on July 1, 2005. Sixteen grants were awarded a total of \$15.6 million to serve youth who have been touched by the juvenile justice system to prepare them for entering high-growth, high-demand industry occupations. These grants are located in 11 states and served approximately 3,200 youth by the end of the grant period in 2006.

White House Task Force Recommendation: Target youth with a high number of factors putting them at risk, such as children of incarcerated parents and migrant youth. The programs to reduce the risk of particularly vulnerable children include a wide range of assistance on many fronts including DOJ's Commercial Sexual Exploitation of Children Initiative and its Gang Reduction Program, ED's Reading First Initiative, and ONDCP's student drug testing in schools.

HHS programs range from those that work to improve outcomes for migrant youth, children of prisoners (through mentoring programs) and Native American youth to refining data collection on homeless youth programs and the previously mentioned data collection on youth aging out of foster care. HHS is developing an initiative to achieve substance abuse resiliency and recovery response. Access to Recovery includes improving access and outcomes for substance abuse treatment for parents and adolescents. HHS is also participating in a federal review group to assess the feasibility of administering mental health screenings in various service systems.

DOL is designing an initiative to help migrant farm worker families. DOL also issued a Training and Employment Guidance Letter (TEGL) 28-05 in May 2006 entitled “Expanding ETA’s Vision for the Delivery of Youth Services under WIA to include Indian and Native American Youth and Youth with Disabilities” this has served to include Indian and Native American youth and youth with disabilities as part of the neediest youth populations.

Special Projects: Federal Coordination in the Gulf Coast Region

In the aftermath of Hurricane Katrina, the Council directed attention to coordination of federal resources for at-risk youth in New Orleans and the Gulf Coast. Activities include:

- An assessment of the needs of the juvenile courts and youth-serving agencies and consultation to the local and state agencies to help them access available resources.
- Building upon its Shared Youth Vision platform, DOL awarded a \$15 million National Emergency Grant (NEG) focusing on out-of-school youth in the New Orleans area. The grant program was designed specifically to support at-risk youth and was supported by federal collaboration in the region. In January 2008, DOL sponsored the “New Orleans Region Mixer” to engage all the Shared Youth Vision federal partners along with their state and local counterparts. The meeting focused on launching the NEG activities, asset mapping, and strengthening communication between federal, state, and local agencies, and across systems.

Coordinating Council: Summary and Looking Forward

Under the leadership of this Council, much has been undertaken to improve delinquency prevention programs through joint initiatives and coordinated resource deployment. With its sponsorship of the first national Council conference, its institution in FY05 of inter agency agreements designed specifically to support member agencies that undertake collaborative and joint work, and a round two set of IAAs in FY 08, its support for many coordinated and joint activities and development of the Comprehensive Communities Initiative tool kit, this Council has strengthened the infrastructure for joint planning and coordinated expenditure. Leveraging of resources delivers tangible value on behalf of taxpayers and responds to requests from the field. The update of the Delinquency Development Statement report, which delineates the delinquency-related activities of member agencies as well as their budgets, planning cycles and program priorities contributes to this foundation. This is work that is correlated strongly with the receptivity of Council and member agency leadership, and will continually need to be strengthened and deepened.

Recommendations

Therefore, based on the continuing goals and mission of the Coordinating Council, the framework of their earlier recommendations, and recent work of the Council and the federal agencies, the Council makes the following recommendations:

1. Shared Youth Vision (SYV): The Council recommends member agencies adopt the SYV approach to joint federal-state-local coordination and collaboration. This interagency program

led by the Department of Labor responds directly to the White House Task Force Recommendation, "Support the state and local community planning process."

2. Federal Mentoring Council: The Council recommends Congressional support for the continuation of the Federal Mentoring Council. This interagency council, co-chaired by the Corporation for National and Community Service and the Department of Health and Human Services, responds directly to the White House Task Force Recommendation, "Improve coordination of mentoring programs."

3. Federal Partnership Project: The Council recommends the adoption and use of the resources/toolkits by federal agencies in their development of comprehensive community programs and the use of the Delinquency Development Statement report to facilitate joint program planning by member agencies. This interagency work led by the Department of Justice responds directly to the White House Task Force Recommendation, "Support the state and local community planning process."

4. Interagency Working Group on Youth Programs: The Council recommends that this body, recently created by Executive Order 13459, coordinate with the Coordinating Council. This interagency effort led by the Department of HHS responds directly to the White House Task Force Recommendation, "Support the state and local community planning process."

5. Socioeconomic Mapping and Resource Topography Tool (SMART): The Council recommends the consistent use and promotion of this data and mapping technology by federal agencies in their program development and community support work. This initiative led by the Department of Justice responds to the White House Task Force Recommendation, "Support the state and local community planning process."