

Appendix B

Community-Based Delinquency Prevention for At-Risk Youth

Formula Grant Program Area

9 – Delinquency Prevention. Programs, research, or other initiatives to prevent or reduce the incidence of delinquent acts and directed to youth at risk of becoming delinquent to prevent them from entering the juvenile justice system or to intervene with first-time and nonserious offenders to keep them out of the juvenile justice system. This program area excludes program targeted at youth already adjudicated delinquency, on probation, in corrections, and those program designed specifically to prevent gang-related or substance abuse activities undertaken as part of program areas 12 and 32.

Problem Statement

Many youth in WV are at-risk for becoming delinquent for a variety of reasons including: the lack of appropriate role models, the rise in family violence, the increase in child physical and sexual abuse and neglect cases, the high number of school dropouts and the increase in school violence. In confronting the problems faced by this at-risk population, it is apparent that specific types of programs are needed to decrease delinquent behavior.

Program Goals

To establish community-based programs that:

- Enhance interagency coordination and collaboration to meet the needs of youth.
- Assist youth and their families in developing an environment that supports positive behaviors and discourages negative behaviors.

Objective 1

To reduce the number of status offenders and delinquent youth entering the juvenile justice system.

Performance Indicators

- Number of status offenders and delinquent offenders entering the juvenile justice system.
- Number of status offense and delinquency cases processed through the juvenile justice system.

Objective 2

To develop local partnerships to plan and implement programs to reduce risk factors and strengthen resiliency.

Performance Indicators

- Number of identifiable interagency groups in place at the local or regional level.

Objective 3

To expand community-based programs and resources that reduces risk factors and strengthens resiliency and leadership skills for at-risk youth.

Performance Indicators

- Number of programs designed and implemented.
- Number of youth and families served.

Summary of Activities and Services

Subgrant funds to various private/nonprofit organizations, schools, state agencies, and local units of government for delinquency prevention efforts that address the needs of the targeted at risk youth population. Funding consideration will be given to projects that address these priorities

- Interagency coordination of services for meeting the needs of targeted at-risk population.
- Alternative to school settings for youth who exhibit behavior problems to prevent those youth from dropping out of school.
- Opportunities for children and youth to build their self-esteem.
- Activities that reduce peer pressure.
- Projects that encourage parent involvement by establishing a parental component as a part of the programming efforts.
- Crisis intervention services for youth who are exposed to domestic violence.
- Youth advocacy services or court-appointed advocates for youth involved in the court system.
- Direct services to victims of child sexual and physical abuse and neglect, and activities for prevention/awareness of child abuse.
- School safety programs, such as conflict resolution, peer mediation and gun/weapon control, which will decrease the incidence of school violence.
- Assessment of interagency cooperation and responsiveness of state services to this youth population.
- Assessment of the individual progress of the youth participating in the program through pretests and post tests.
- Written assessment by youth and parents regarding program satisfaction or weaknesses.
- Documented support of the program from state agencies, probation officers, circuit judges, law enforcement and school personnel.
- A final report summarizing all activities, achievements and problems.

JJDP Identified Performance Measures that will be collected:

- Number and Percent of Program Youth exhibiting desired change in the following targeted behaviors:
 - ☞ Substance use
 - ☞ School attendance
 - ☞ Antisocial behavior
 - ☞ Family relationships
 - ☞ Pregnancies
- Number and percent of youth completing program requirements.
- Number and percent of program families satisfied with program.
- Number and percent of program youth satisfied with program.
- Number and percent of program staff with increased knowledge of program area.
- Formula Grant funds awarded for services.
- Number of program slots available.
- Use of best practice model (Y/N).
- Number of program youth served.
- Average length of stay in program.

Prevention Resource Officer (School Programs)

Formula Grant Program Area

27 – School Programs. Education program and/or related services to prevent truancy, suspension, and expulsion. School safety program may include support for school resource officers and law related education.

Problem Statement

Incidents of school shootings such as those that occurred in Kentucky, Oregon, Pennsylvania, Mississippi, Arkansas, and Colorado have focused local, state, and national attention on school violence. These tragic events have received massive amounts of national media attention and raised a number of questions about the safety of students and faculty in the public school system.

According to the West Virginia Youth Risk Behavior Survey administered by the Department of Education Office of Healthy Schools in 1999 and again in 2001, students reporting they have been involved in a physical altercation on school property appears to have decreased during this time; however, the number of students reporting they were threatened or injured with a weapon on school property has risen. Student perception of their personal safety at school is perhaps the most defining indicator of a school safety problem. In 2001, a larger proportion of students than in 1999 reported missing school for fear of their personal safety. Trends demonstrated through West Virginia students' own reporting of their experiences and perceptions demonstrate the need for programs that foster an environment conducive to learning through prevention, mentoring, and safety. The Prevention Resource Officer (PRO) program is one of these programs.

Program Description

The PRO Program is a cooperative effort between schools and law enforcement to: Improve student's attitudes and knowledge of criminal justice and law enforcement; to prevent kids from committing crimes; to mentor youth with law enforcement officers; to provide a safer school environment and; to combine safety and child advocacy assuring a better school experience for all WV youth.

It has three main components prevention, mentoring, and safety. Prevention: The officers facilitate classes on non-traditional educational topics. Mentoring: Officers are trained on how to be a positive mentor to students they interact with daily; and Safety: Officers are trained to recognize potential danger, prevent violence, and to respond to a dangerous school situation.

The PRO program places certified WV Police Officers who are also certified Prevention Resource Officers in local middle and high schools. The officers maintain an office in the school, are in that one school 35-40 hours per week, attend extra curricular activities, facilitate classes on non-traditional educational topics; such as juvenile law, domestic violence, underage drinking, drug and alcohol prevention, and child abuse and neglect. They work on safety issues, prevention, and learning more about youth and interaction with them.

Program Goal

- To provide funding localities to implement the PRO (Prevention Resource Officer) program. These officers will adhere to community policing principles, provide education to all areas of juvenile law, act as a deterrent to crime and be a positive role model and mentor for the youth in that community and school.

Objectives

- To educate students on juvenile crime and juvenile issues by providing instruction on nontraditional educational topics.
- To provide advice to students who are at risk of becoming involved in juvenile crime.
- To inform students of problems which lead to truancy, poor grades, drug abuse and crime.
- To increase awareness of the problems and consequences involved in high-risk behavior.
- To act as a deterrent to juvenile crime in the school and in the community.
- To act as a positive role model and mentor in the school and in the community minimizing negative stereotypes by allowing the officer to be known as an individual, rather than by their role.
- Increase awareness of the dangers of underage drinking through the Fatal Vision Program.

Performance Indicators

- Reduction of incidences of criminal and status offenses by students on school property.
- Increase of students' knowledge of the consequences of their choices through non-traditional educational topics.
- Improvement of student and faculty perceptions of school safety.
- Improvements of student perceptions that police officers are positive role models.
- Increase in school attendance.
- Increase in student acceptance and value of the program (determined by student surveys).
- Decrease DUI arrest of juveniles in the community.

Summary of Activities & Services

To maintain the existing PRO officer programs and fund additional new Prevention Resource Officers throughout the state as funds become available. These programs will be required to follow the following established PRO Guidelines:

Program Guidelines

- PRO must adhere to all established PRO guidelines.
- PRO must be a current, state certified police officer with at least one year of experience and employed by a law enforcement agency, the county or the city.
- PRO must be a child advocate, must enjoy working with youth and be willing to do so.
- PRO must complete required DCJS training and be certified as a PRO before entering the school. This training is provided on an annual basis.
- PRO must complete or have completed required Conflict Resolution training within 12 months of PRO certification.

- DCJS requires grantee to assign one, full-time PRO officer per school. PRO must maintain an office in the assigned school and be present in that school at least 35 hours per week.
- PRO will be stationed in a middle or high school. The program is not designed to meet the needs of elementary age students. However, it is encouraged, but not required, for the officer to occasionally visit the elementary school and establish communication with the teachers, administrators and students. These visits are in addition to the required 35 hours.
- PRO must be available to facilitate at least one non-traditional educational class per week. PRO must submit classroom topics to the county school board, and/or school principal for approval.
- PRO must maintain facilitation resources, materials, lesson plans, and attendance for all classes facilitated.
- Prior to the officer entering the school, grantee must submit to DCJS an Agreement between Law Enforcement and the County Board of Education.
- PRO must be aware of and adhere to all school policies and school laws. PRO must follow the Law Enforcement Code of Conduct as well as the Teacher's Code of Conduct at all times.
- PRO function is not disciplinary. PRO is assigned to the school to provide prevention, mentoring, and safety. However, PRO should be involved in any incidents requiring legal action.
- PRO must maintain a resource list containing the names and numbers of services available to youth, the school, and community.
- During school hours, PRO will directly report to the principal of the school the PRO is stationed in as well as their law enforcement supervisor
- PRO will be assigned to a Regional Liaison Officer. PRO must be in contact with Liaison monthly.
- PRO must attend and present the PRO program at the first Faculty/Senate Meeting prior to the first day of school and must attend Faculty/Senate Meetings on a regular basis.
- PRO must be familiar with and adhere to confidentiality requirements.
- PRO must maintain and update annually a copy of the blueprints to the school they are stationed in. These current blueprints must be in a secure area in the office of the PRO as well as on file with the head of the law enforcement department which employees the PRO.
- PRO must have a copy, be familiar with, and participate in the execution of the school crisis plan. This plan must be updated annually and kept in a secure area in the office of the PRO as well as on file with the head of the law enforcement department which employees the PRO.
- PRO must maintain a written evacuation plan. This plan must be updated annually and kept in a secure area in the office of the PRO as well as on file with the head of the law enforcement department which employs the PRO.
- PRO must maintain individual and group files representing every student reported on the monthly demographic report. These files must be kept in a locked and secure manner in order to protect the confidentiality of all juveniles involved in this program.
- PRO must maintain annually required baseline data which will be submitted to DCJS.

- PRO must develop a Planning and Evaluation Team with key community members for the purpose of resource sharing and networking. The P&E team must meet at least every other month. Minutes from the meetings are to be submitted to DCJS.

JJDP Identified Performance Measures that will be collected:

- Number and percent of program youth who offend or re-offend.
- Number and percent of program youth suspended from school.
- Number and percent of program youth exhibiting desired change in the following targeted behaviors:
 - ☞ Substance use
 - ☞ School attendance
 - ☞ GPA
 - ☞ Social competencies
- Number and percent of program youth completing program requirements.
- Percent in change in school-related discipline incidents.
- Formula Grant funds awarded for services.
- Number and percent of program staff trained.
- Number of hours of program staff training provided.
- Number of program youth served.

Restitution / Community Service & Diversion

Formula Grant Program Area

11 – Diversion. Programs to divert juveniles from entering the juvenile justice system.

25 – Restitution / Community Service. Program to hold juveniles accountable for their offenses by requiring community service or repayment to the victim.

Problem Statement

WV seeks to provide additional resources for pretrial services and restitution / community service and diversion programs. Juvenile crime factors have become more complex, but appropriate development of resources has not kept pace with need. The court system is struggling to provide juveniles with alternative dispositions and sentences that will result in rehabilitation and reduce recidivism.

Restitution and structured diversion of juvenile offenders is an exercise of discretionary authority to substitute an informal disposition prior to a formal hearing on an alleged violation.

Diversion permits the greatest flexibility in selecting the most suitable disposition for misdemeanants and first time offenders. The selection of a community service alternative or restitution in place of formal adjudications bypasses the often stigmatizing labeling process, allows the juvenile to become involved in programs without obtaining an official court record, and offers juveniles an opportunity to rehabilitate.

Providing grant resources for pretrial services and restitution and diversion programs will enable the court to combat crime more effectively by providing a wider variety of sentencing alternatives. This program will also enable more communities to begin developing the first phases of graduated sanctions.

Program Goal

- To establish community-based programs which will hold the juvenile offender accountable while offering rehabilitation and restitution opportunities.

Objective

- Expand types of restitution and diversion programs.
- Provide training for community-based juvenile justice and child welfare system staff on how to develop and implement restitution and diversion programs.

Performance Indicators

- Number and percent of juveniles involved in structured diversion and restitution.
- Recidivism rate of youth involved in structured diversion and restitution programs.
- Written assessment by youth and parents regarding program satisfaction or weaknesses.
- Assessment of community cooperation with the program.
- Decreased formal juvenile court caseload.

Summary of Activities & Services

Consideration will be given to projects that present a need for programs that re-route juvenile offenders, particularly those who are charged with misdemeanors and are first time offenders, from the formal machinery of the juvenile justice system, as warranted by the nature of the individual case, and are composed of the following elements:

- Specific referral procedures.
- Voluntary participation by the juvenile offender.
- Adequate provision for feedback and evaluation of the juvenile offender by referring agencies.
- Provision for structured diversion and community service restitution.
- Program component for involving parents.
- Legal framework.
- Provide timely feedback to the court on participant's progress.

JJDP Identified Performance Measures that will be collected:

- Formula grant funds awarded for services.
- Number of program slots available.
- Number of program youth served.
- Average length of stay in diversion program.
- Number and percent of program youth who offend or re-offend.
- Number and percent of program youth exhibiting a desired change in the following targeted behaviors:
 - Substance
 - Antisocial behavior
 - Family relationships
 - Social relationships
- Number and percent of program youth completing program requirements.
- Number and percent of program youth satisfied with program.
- Number and percent of program families satisfied with program.
- Number and percent of crime victims served by the program that were satisfied with the program.

Juvenile Justice Information System

Formula Grant Program Area

19 – Juvenile Justice System Improvement. Programs, research, and other initiatives designed to examine issues or improve practices, policies, or procedures on a system wide basis (e.g., examining problems affecting decision from arrest to disposition, detention to corrections, etc.)

Program Overview

WV seeks to enhance the juvenile justice information system by providing technology, training, and statistical expertise in the areas of juvenile arrest, detention, corrections, and probation to increase the accountability of juvenile offenders and improve the quality of information available to policy makers and juvenile justice practitioners.

Juvenile Justice Database System

WV juvenile justice information is derived from four computerized information systems that provide data on juvenile arrest, detention, corrections, and probation. The West Virginia Incident Based Reporting System (WVIBRS) provides detailed information on incidents and arrests involving juvenile perpetrators and victims. The Juvenile Detention Database incorporates Facility Review Panel versus Coe state standards monitoring information, detention intake needs assessment and detention release needs assessment for each juvenile that is detained prior to case disposition. The detention database also provides information about the juveniles admitted to the state's five juvenile detention facilities on a monthly basis. The Juvenile Corrections Database houses information about juveniles committed to, transferred from, and released from the state's two juvenile corrections facilities on a monthly basis.

The Juvenile Justice Database (JJDB) is the juvenile probation database wherein information about juvenile offenders whose cases are referred to probation is entered and stored. The concept that an automated, uniform information system would increase the efficiency and effectiveness of the juvenile probation system was the impetus for the development of the automated JJDB. The Division of Criminal Justice Services (DCJS) in cooperation with the West Virginia Supreme Court of Appeals Administrative Office and the JJDB Planning and Evaluation Committee have worked to develop an automated JJDB in which probation officers submit their own data using their computers to access the database server located at the Court.

WV purchased and installed computer equipment as the first step of a program to provide juvenile probation staff with the capability to electronically submit data and utilize a standardized case management system. A programmer was hired to develop the database using the existing JJDB format. The automated system will continue to collect information on probation intakes and dispositions and demographic information on the juveniles. A trainer was hired to travel to each probation office in the state to install and train the juvenile probation officers on the automated system in 2002-2003.

Technical support is provided to the JJDB users and new users can be added to the system. DCJS has access to the statewide data system and will continue to generate statistical reports and answer requests for information using the JJDB data. Although the system boasts a report function that the probation officers can navigate to produce individualized, specific reports on their information, DCJS will continue to respond to requests for information from probation officers.

Problem Statement

Prior to the dissemination of information generated from the juvenile justice database systems, policy makers and juvenile justice practitioners lacked a statistical foundation on which to base their decisions. The information generated from these systems has the potential to improve state and local systems and enhance services when used for case level decisions, writing grant applications, drafting new legislation, and planning. The goal of these information systems is to provide consistent and reliable data on juvenile delinquents and status offenders to be used as a tool by policy makers, managers, and juvenile justice practitioners to make sound programming and resource allocation decisions.

Background

For the first seven years of its existence, the JJDB was operated by the Juvenile Justice Facilities Review Panel under the WV Supreme Court and only collected information on offenders involved with the juvenile probation system. This project became operational July 1, 1990, made possible through an award of OJJDP funds through DCJS.

In January 1997, the JJDB was transferred to DCJS. Since obtaining the database, DCJS has improved the JJDB and incorporated the use of the three other data sources to collect information on juvenile arrest, detention, and corrections in addition to probation data. The first annual statistical reports ever produced in WV on juvenile arrests, probation, detention and corrections were disseminated in summer of 1999 on 1998 data. DCJS continues to produce, print, and disseminate these reports to policy makers, criminal justice practitioners, educational institutions, and the media.

Program Goal

- Maintain and improve the juvenile justice data and the reports that are generated using this data to provide the state with needed information on juvenile delinquency and status offending. To assist juvenile probation officers in holding juvenile offenders accountable by providing a uniform, automated information system to which the probation officers have immediate access.

Objectives

- Continue data collection and entry.
- Assess the completeness and accuracy of the data submitted.
- Improve the quality and completeness.
- Continue to utilize the JJDB and the other data sources for information requests.
- Prepare an annual report on incidents and arrests involving juveniles in WV.
- Prepare an annual report on juveniles admitted to WV juvenile detention and corrections.
- Prepare an annual report on juveniles whose cases are referred to WV juvenile probation.
- Provide technical assistance to the users of the automated JJDB.
- Continue to work with the AOC and its JJDB Planning and Evaluation Committee to address concerns with the automated JJDB.

Performance Indicators

- Data gathered
- Annual report completed

- Collaboration between agencies

Program Guidelines

Consideration will be given to projects that will improve the capabilities of the automated JJDB in order to enhance the quality of the information collected.

Gender-Specific Services

Formula Grant Program Area

13 – Gender-Specific Services. Services designed to address needs unique to the gender of the individual to whom such services are provided.

Problem Statement

Nationally, between 1994 and 2003, arrests of juvenile females generally decreased less than male arrests. In 2003, 29.0% of all juvenile arrests involved female offenders. In 2002, females in WV accounted for 26.2% of the total WV Arrests. Plus in 2003, females represented 33.2% of youth processed by the juvenile courts in WV.

Overall, compared to male offender, females were more likely to be referred to the juvenile court for a person offense or a property offense. Female youths were nearly twice as likely as male youth to be charged with a truancy offense.

The WV racial disparity research shows that females are sentenced more leniently than males and indicated that females are significantly less likely to receive a sentence to the Division of Juvenile Services' custody, be adjudicated delinquent, be detained prior to adjudication, and are more likely to receive informal probation supervision. Currently, very little is known regarding gender difference in sentencing, services provided, development/need factor in WV.

West Virginia will seek to provide funding to develop and implement programs which focus on gender-specific services.

Program Goal

Promote and enhance some preventive effort dealing with gender-specific services.

Objective 1

- Increase best practice approaches to identify gender-specific issues.
- Reduction with girl's involvement in delinquency and violence.
- Asses Life Skills difference in relation to gender and stage of development.
- Teach and educate gender-specific life skills.

Program Guidelines

Consideration will be given to programs that are structured to recognize gender-specific differences during developmental stages and the need for appropriate interventions which address these differences. In addition, consideration will also be given to those programs using a data-driven approach to target female offenders.

JJDP Identified Performance Measures that will be collected:

- Formula grant funds awarded for services.
- Number of MOU's developed.
- Number of hours or program staff training provided.
- Use of best practice model.
- Number of program youth served.
- Number and percent of program youth who offend or re-offend.
- Number and percent of youth exhibiting desired change in the following targeted behaviors:
 - Substance abuse

- Self esteem
- Body image
- Family relationships
- Perception of social support
- Number and percent of program youth completing program requirements.
- Number and percent of program youth satisfied with program.
- Number and percent of program staff with increased knowledge of the program area.

Disproportionate Minority Contact

Formula Grant Program Area

10 – Disproportionate Minority Contact. Programs, research or other initiatives primarily to address the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system, pursuant to Section 223(a)(22) of the JJDP Act.

Problem Statement

DMC now exists when the racial or ethnic proportion of youth who have contact with the juvenile justice system exceeds their proportions in the general population. Contact refers to each decision point in the juvenile justice system: arrest (initial legal encounters with law enforcement), diversion, detention, issuance of a petition, referral to juvenile court, placement on probation/parole, placement in a juvenile correctional center, referral to circuit court and treatment as an adult, etc.

As with racial disparities in a wide variety of social indicators, the causes of these disparities are not immediately apparent. Some analysts attribute the disparities to "differential involvement"—that is, to differences in offending by minorities and whites. Others attribute them to "differential selection"—that is, to the fact that the justice system treats minority and white offenders in different ways. Still others believe the explanation lies in a combination of the two.

Program Goal

To reduce the overrepresentation of minority youth at all contact points in the juvenile justice system.

Objective

- Identify the reason Disproportionate Minority Contact (DMC) exists.
- Assess the reasons why Disproportionate Minority Contact (DMC) exists

Performance Indicators

- Number of minority arrest.
- Number of minorities in detention.
- Number of minorities on probation.
- Review assimilated data to identify patterns of disparity.

Objective

- Develop and implement intervention strategies to address the identified reasons that Disproportionate Minority Contact (DMC) exists.
- Evaluate the effectiveness of the chosen intervention strategies.

Performance Indicators

- Identify or create resources and referral plans for at risk minority youth.
- Completed report of statistical data based on a analyzed juvenile delinquency activities and results from intervention programs

Summary of Activities & Services

Consideration will be given to projects that address juvenile delinquency prevention efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate numbers of juvenile members of minority groups, who come in contact with the juvenile justice system.