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The League of Women Voters of California

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Juvenile Justice in California

**California Efforts to Prevent and Deal with
Child Abuse and Neglect and Juvenile Delinquency
with Recommendations for Improvement**

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The state magazine of the League of Women Voters of California is published quarterly. All state legislators receive the *Voter*. This issue of the *Voter* will be available on the League of Women Voters of California Website, listed above. The two study kits, with more detailed information on issues concerning juvenile delinquency and child abuse and neglect, are also available there. Materials from these three League publications may be copied, as long as the source is identified.

The League of Women Voters, a nonpartisan political organization, encourages the informed and active participation of citizens in government and influences public policy through education and advocacy. Any citizen of voting age, male or female, may become a League member.

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From the President

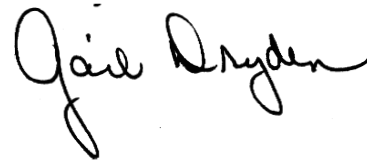
Reading through this single-issue *California Voter* on Juvenile Justice I was reminded of statements I have heard all my life, such as: *An ounce of prevention is worth a pound of cure*. Programs that show significant promise in the pilots spoken of here are good examples of wisdom from long ago.

As you read you will be reminded of other age-old proverbs. *A stitch in time saves nine*. . . . The studies highlighted for you in this *Voter* show that early intervention in the lives of at-risk children is more apt to assure success in keeping children out of further trouble.

This publication is a compendium of pilot programs, studies and excerpts of articles, all pointing to the truth of those age-old proverbs. Our grandmothers were probably not thinking of juvenile delinquents when they darned small holes in socks, but how appropriate that their common sense approach to life would prove so fitting for the issues we face today about the children for which we are responsible. This Juvenile Justice *Voter* gives a sobering view of the problems faced by children in our society, but shows the rich promise of intervention strategies that truly benefit our children—if we act early.

I trust you will read the articles and use the list of resources so that you can better share with your own community the wisdom of what is working. These children belong to us all. If we do not work to prevent problems and do not intervene early in the lives of those needing help, we cannot expect these children to grow up to become contributing members of society. Remember the sage comments of past generations as we move toward helping those most at risk today.

Gail Dryden



League of Women Voters Juvenile Justice / Dependency Position in Brief

The League of Women Voters
of California:

- ▶ Supports a juvenile justice/dependency system which works to prevent child abuse and neglect and juvenile delinquency, which serves foster children and their families and status offenders, and which rehabilitates juvenile offenders; by promoting the safety and well-being of children and helping to prepare them for productive participation in society
- ▶ Supports early identification of at-risk children and families, followed by appropriate referrals to services which work with children, youth, families and schools
- ▶ Supports community efforts to provide safe supportive environments for children and their families, and institutions that respect them and promote non-violent solutions to problems
- ▶ Supports the rights and best interests of the child in preference to those of any other individual

California Voter

Juvenile Justice in California

California Efforts to Prevent and Deal with Child Abuse and Neglect and Juvenile Delinquency with Recommendations for Improvement

From the Editors

This single-issue edition of the *California Voter* is the product of four years of research and discussion by League members across the state. We have enjoyed wonderful access to experts in all areas . . . law enforcement, the courts, state and county government officials, academia, as well as many dedicated professionals and volunteers out in the field providing services. To all of them, our heartfelt thanks.

Juvenile Justice/Dependency in California is a system, or systems, under constant change. One commentator compared this to “fixing a 747 as it flies through the air.” That is because troubled children cannot wait as academic researchers and professionals in the field try to figure out just what is the best way to treat them. Those providing services must use the best information they have to serve these children now at the same time learning and trying new techniques.

The more League members learned, the more we found there was to learn. The system is incredibly complex, serving hundreds of thousands of children across the state. The services are as diverse as the state itself, with each county developing its own programs yet regulated and funded by state and federal monies.

Each part of the system is to various degrees related to all the other parts, although this is not always reflected in policy decisions or funding. Mandates, incentives, etc., from state and federal government often work out differently than intended in the real world of county government. Decisions made by someone in one branch of the system affect children being served by other areas. For example, a decision by a judge to incarcerate a parent can throw the lives of her children into turmoil.

What we have tried to present to you in this *Voter* is a “snapshot in time,” the current thinking of some leaders in the area, some examples of new programs that are seen to be making a difference and some resources for program development at the state and local level. We trust it will be helpful to policymakers and advocates as they strive to do what is best for all our children.

Juvenile Justice / Dependency Study Co-chairs



Joanne Leavitt



Patricia S. Kuhi

Fostering a More Supportive Society

This section describes some ways in which professionals and community members, working together, have changed their programs, schools and neighborhoods to be more supportive of children, youth and their families.

Strengthening Families and Neighborhoods

In her book, *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America*, Lisbeth Schorr writes:

“We now know what children need from their immediate surroundings if they are to develop into healthy adults. They need adults (at least one, and preferably two) who are consistently nurturing, enjoying, teaching, coping and loving; adults who take responsibility for their children and hold their children’s well-being to be as important as their own. They need to have their physical needs provided for, to be protected from harm and to have the early experiences that leave them eager for school learning and diligent enough to succeed. The inner-city youngsters growing up surrounded by people who haven’t made it need mature adults who can convince them they have a future worth struggling for.

“Society must be able to count on parents to have the moral sense, the beliefs and the capacity to assume those responsibilities. But, as we give heavy weight to relying on parents to carry out their obligations, we must also be aware that individual parents cannot meet their responsibilities in our complex, twenty-first-century world without support from outside. Collectively, we must make sure that the societal structures that can support families, and that can strengthen communities, are in place. Our society is in jeopardy because not enough of our arrangements for providing those supports are in place and working.

“Whether a home visitor comes to relieve the anxieties of a new mother, whether high-

quality child care is available when both parents go to work, whether parents can get jobs that pay enough for decent housing and food, whether a competent doctor can be quickly reached when the baby has a fever, whether the neighborhood is safe from gunfire and gangs, whether a depressed mother can find the help that will allow her to care for her children, whether an addicted father can get treatment, whether there is reason for children to work hard at school, whether an adolescent has somewhere to go in the afternoon that doesn’t automatically propel him or her into trouble, whether there is a path to follow that leads from school to work, whether there is reason for youngsters

to be confident of a productive future are all determined beyond the four walls where parenting takes place. All require collective, and often governmental, action. All require us to . . . think instead about how government can function effectively, often in partnership with the private sector, to enable parents and communities to function effectively.

“This analysis leads us to embrace the conservative tenet of personal responsibility and obligation while, at the same time, we embrace the liberal tenet that there are common purposes we cannot achieve without government. And we embrace simultaneously the nonpartisan tenet that if government doesn’t work, it must be made to work.

How Do We Change Smaller Cities?

In the September/October 1997 issue of *The National Voter* of the League of Women Voters, Suzanne W. Morse of the Pew Partnership for Civic Change listed six findings that the Partnership learned were important in bringing about change in smaller U. S. cities.

- Finding One: Smaller communities are laboratories for workable urban strategies, demonstrating the capacity of citizens to solve the nation’s most intractable problems.
- Finding Two: Collaborative efforts solve problems and create lasting change by building new partnerships to address community-wide issues.
- Finding Three: Civic change occurs when discrete projects and actions become catalysts for broader and more intentional citizen involvement and leadership.
- Finding Four: The missions of community mediating institutions such as religious organizations, schools and libraries must be broadened to include a civic dimension.
- Finding Five: Communication among and between partners and citizens about collaborative efforts and their intended outcomes is critical for systemic change.
- Finding Six: Communities must broaden and deepen local leadership capacity.

“And where is the money to come from? Part of the answer . . . [is] that many of the interventions portrayed in [*Common Purpose*] save many times their cost in the long run. The other part of the answer lies in coming to see that we may have to reorder our spending priorities, because we dare not write off any of America’s children, families and inner-city communities.”

What Makes Programs Successful?

Elsewhere in her book, Schorr lists attributes of programs in the governmental and private sectors which function effectively.

- ▶ “Successful programs are comprehensive, flexible, responsive, and persevering with staff that are . . . compassionate, . . . committed to [their clients], . . . and are allowed a great degree of discretion. . . . Staff help families strengthen bonds with neighbors and churches and other natural networks of support. They respond to the needs of families at places and times that make sense to the family—often at home, at school, or in neighborhood centers and at odd hours. In some programs staff are available twenty-four hours a day so that family members can . . . turn [to them] in a time of crisis. Many successful programs provide their front-line staffs with a pool of flexible funds that they can use at their discretion to help a family buy a wheelchair or a washing machine or to get the car repaired.
- ▶ “Successful programs see children in the context of their families. They know that strong families are the key to healthy children, so they work with two and often three generations in a household. [One program director said:] ‘We nurture parents so they can nurture their children.’ These programs focus on family strengths . . . are aware that whether children’s emotional and intellectual needs will be met usually depends on their parents’ coping abilities, mental health and social and economic resources.

“Schools increasingly recognize the need for deeper parent involvement. They are aware that enlisting the overwhelmed and overstressed parents of today as collaborators requires . . . skill and ingenuity. In many communities the new partnership transforms schools into community centers. In others, schools join forces with community institutions to help strengthen families, be it through family support services, school-based health or social services, the child welfare system or churches. Successful programs . . . do not substitute for strong families, but they have the ability to support families’ capacities to raise strong children.

- ▶ “Successful programs deal with families as parts of neighborhoods and communities. Successful programs grow deep roots in the community and respond to the needs identified by the community. . . . Successful programs are shaped to respond to the needs of local populations and to assure that local communities have a genuine sense of ownership, . . . reflect the character of its people, . . . build capacity in people and in neighborhoods, . . . and mobilize community members to participate as more than clients.
- ▶ “Successful programs have a long-term, preventive orientation, a clear mission, and continue to evolve over time. Many programs are successful because they attack the preventable risk factors that occur at an early age and are implicated in later outcomes of too early childbearing, school failure and delinquency. . . . [They] focus on the period from pregnancy through elementary school as the most productive time to intervene. . . . [P]rograms that work with young adults in difficulty also try to work with their children.

“Successful programs create an organizational culture that is outcome oriented rather than rule bound. They combine a

Collectively, we must make sure that the societal structures that can support families, and that can strengthen communities, are in place.

highly flexible mode of operation with a clear sense of mission, which everyone associated with the organization can articulate in simple terms. The programs evolve in response to the changing needs of individuals, families and community, and to feedback from both front-line staff and participants.

- ▶ “Successful programs are well managed by competent and committed individuals with clearly identifiable skills. Managers of successful programs . . . use identifiable management techniques to create a coherent, outcome oriented organizational culture. They inspire their staffs with a shared view of the validity and value of the organization’s principal goals and tasks. Many successful initiatives have found that when their mission is inspiring, they are able to attract people with the courage, ingenuity and skills the jobs call for.
“ . . . [L]eaders of prize-winning public programs have many skills in common that . . . can be learned. These include the willingness to experiment and take risks; to manage by ‘groping along’; to tolerate ambiguity; to win the trust simultaneously of line workers, politicians, and the public; to respond to demands for prompt, tangible evidence of results; to be collaborative in working with staff; and to allow staff discretion at the front lines.

“Managers of successful programs create supportive settings stable enough to permit

staff to learn from the latest research—and from their own mistakes. Front-line workers in these programs receive the same respect, nurturing and support from their managers that they are expected to extend to those they serve.

- ▶ “Staffs of successful programs are trained and supported to provide high-quality, responsive services. Effective programs are aware that the greater discretion given to front-line staff, the greater the importance of excellent training, monitoring and supervision—to ensure that the discretion is exercised in keeping with mission goals and high standards of quality. Successful programs recognize that competence and quality are the crux of effective services. Versatility and flexibility build on competence.
- ▶ “Successful programs operate in settings that encourage practitioners to build strong relationships based on mutual trust and respect. It is the quality of these relationships that most profoundly differentiates effective from ineffective programs and institutions.”

According to Schorr, studies have shown that:

- “Programs that [have] been effective with adolescents growing up in high-risk environments [provide] the opportunity to develop sustained, trusting relationships with caring adults.
- “Relationship issues are particularly important among low-income people who have given up on helping systems.
- “To improve the prospects of minority youth, [to help them] ‘incur the costs and take the risks that pursuing conventional success may require,’ [they] need a close relationship with an adult who combines caring about him or her with being an effective confidant, guide, broker, advocate and disciplinarian. Caring relationships are critical to

efforts to change life trajectories because they compensate, in some degree, for lost affiliation and influence with the old peer group.

- “Head Start staff [are successful when they] enter into a compassionate partnership with each Head Start parent to shape the future of their Head Start child. Case managers find that families known to an alphabet soup of agencies remain unhelped until someone finally is there long enough and is close enough and persevering enough to forge the kind of authentic relationship that helps to turn lives around.
- “Teachers’ ability to connect with their students’ families and life outside of school [matters] more than any other single factor in students’ willingness to work hard toward academic goals and in improving student achievement. (A fourth grader told) . . . researchers, ‘If a teacher doesn’t care about you, it affects your mind.’
- “Effective mentoring requires program structures that support mentors in their efforts to build trust and develop positive relationships with youth. Programs must provide the infrastructure—including screening, training and ongoing supervision—to foster the development of effective relationships.
- “Smallness of scale at the point where professionals interact with their pupils or clients or participants helps a lot. Large schools, large classes, massive outpatient clinics and large caseloads vastly complicate the job of personalizing interventions.
- “Settings that encourage trusting relationships provide a warm, welcoming climate that conveys a sense of safety and security, although clear rules and discipline provide predictability often missing in the lives of high-risk young people.”

Head Start

Head Start is a federally funded preschool program, started in the sixties, for three and four year old children from low income families. The goals are to improve health, nutrition, social skills and school readiness of participating children and to help their parents contact needed resources.

Changes in the nineties have included some expansion to a full-day program because more children need all-day care, and extension of the program to children from birth to three due to the increased understanding of the importance of these early years in child development.

How Do We Rebuild Communities?

In the final chapter of her book, *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America*, Schorr describes four neighborhood transformation initiatives and what they had in common that made them successful. “Successful community-rebuilding:

- combine[s] action in the economic, service, education, physical development and community-building domains;
- rel[ies] on a community’s own resources and strengths as the foundation for designing change initiatives;
- draw[s] extensively on outside resources, including public and private funds, professional expertise and new partnerships that bring [funding] clout and [technical assistance]; and
- [is] designed and operated on the basis of one or more plausible theories of change.”

Schorr lists eight strategies for bringing about change at the institutional level:

- “Recognize the Seven Attributes of Highly Effective Programs and the environments that will support them.
- “In spreading what works, distinguish thoughtfully between the essentials that can indeed be replicated and the components that must be adapted locally. . . . Create the conditions in which effective interventions will thrive.
- “Find ways to surmount obstacles to fundamental systems change so that the attributes of successful demonstrations can become the norms of mainstream systems. Tame bureaucracies by finding new ways to balance bureaucratic protections against the imperative of accomplishing public purposes.
- “In undertaking major initiatives, make sure that funders, managers, front-line staff and program participants agree on valued outcomes. Make sure that all stakeholders understand how the initiative’s activities and investments are related to outcomes, so that they will be able to use results to judge success.
- “Look for opportunities to impact a neighborhood or a neighborhood institution, not just opportunities to impact a circumscribed problem with a circumscribed solution. Take a broader view.
- “Forget about getting results overnight and be prepared to build for a future your generation may not see. Take a longer view.
- “Recognize that intensity and critical mass may be crucial. Especially in areas of concentrated disadvantage, make sure interventions operate at a high enough level of intensity and with a broad enough scope to capture the imagination of participants and the public.
- “Effective neighborhood transformation requires that community-based organizations be able to draw on funding, expertise and influence from outside, and that outsiders be able to draw on information, expertise and wisdom that can come only from the neighborhood itself.”

Using Data to Strengthen Communities and Improve Services

The Foundation Consortium, in its March 1999 publication, *What Works: Policy Brief*, points out the value of using a variety of data about the community to strengthen communities and services.

“How do policymakers know what works? How do they justify their choices and decisions? How do they balance among competing interests and priorities? Policymakers can help answer these questions by collecting, organizing and analyzing data from multiple sources. Data also provide a framework that brings people with diverse interests together, helping people to focus on mutually desired results for children, youth, families and communities.

“Data can increase . . . rationality in planning, policy development and resource allocation decisions, whether at the program, agency or service system level. Data help people to understand their assets and problems and to create shared visions and hopes for the future. Using data, people from different perspectives can often find common ground, agreeing on the results they want to achieve, their priorities for action and the indicators that will demonstrate joint progress toward improving the well-being of the children, youth and families in their communities. Data-driven decision-making processes can also help decision makers hold people accountable for the results they want to achieve.

“Shared information is the key to better results for children and youth. To improve the well-being of children, youth, families and communities, many people with different perspectives must be involved. Concerned organizations, disciplines and formal and informal groups such as neighborhood associations must focus their resources and energy on common purposes. Data become

Building Communities with Help from the Press

At a plenary session of the 1998 Children’s Defense Fund Annual National Conference, Geoffrey Cowan, Dean of Annenberg School for Communications, University of Southern California discussed “Building Communities.” Cowan said that community leaders need to work with the press to get the word out, to change public attitudes and get support. Community activists need ongoing relationships with members of the media who will tell their story many times. Leaders should develop the story of their community with an anecdotal component, which illustrates the hard data, and give both to the press. Do not let others interpret the data. Tell your own story, in sound bites. Present data graphically to make it visual.

Experts in using the press to change public attitudes also recommend approaching small town and regional free newspapers and small cable TV stations for coverage of your stories. The smaller operations need material and are accessed by large numbers in their local communities.

the collective language that enables them to work together toward these purposes.

“Shared information helps people from different cultural, community and professional perspectives value and respect their differences while developing:

- joint appraisal of their community’s strengths and problems;
- mutual understanding of what works for children and families in their communities;
- collective interests; and
- shared strategies and goals.

“A continuing flow of strategic information about the wide array of education, health and social service programs available for families and children is essential both to policy-makers and to community residents. Data can help policymakers assess equity of resources across geographic areas, track service utilization among different cultural, ethnic, racial and community groups and identify which agencies and departments are serving the same clients. Planners and policymakers can also use data to track expenditures and measure the effectiveness and cost efficiency of funded programs. Such information is also vital for community residents. Within the context of the history and roles of major service systems and their ever-changing laws, funding and management practices, residents can use data to hold agencies accountable for key performance measures.

“Data can provide helpful tools—shining a light on key issues, challenges and accomplishments. Sometimes though, the sheer amount of data available through current technology can be overwhelming, killing initiative, not sparking action. The ideal is to present enough data to stimulate thinking, inform planning and focus action without burying people in mounds of data they don’t know how to use or apply.”

Some Data-Based Tools for Decision-Making

“The *Kids Count Data Book*, issued annually by the Annie E. Casey Foundation,

Data help people to understand their assets and problems and to create shared visions and hopes for the future.

contains data on a selected set of indicators for all 50 states, allowing for comparison of data across states. The Children Now *Report Card* issued annually provides statewide data on key indicators for California; it also provides data on each of the 58 California counties, allowing comparison across counties.”

How Do We Know Data-Driven Decision-Making Works?

“The jury is still out on whether data-driven decision-making will lead to significant improvements in the lives of children and families, but there are some indications that strategic use of data does help groups to build consensus on the best directions for change, to prioritize among competing alternatives, and to focus discussion on the needs of children, rather than on organizational needs.

“One of the measures used by the Los Angeles County Children’s Planning Council to judge its success in building a consensus for change is the voting record of the county’s Board of Supervisors on Planning Council motions. Of 23 motions brought to the Board between June 1991 and December 1997, all but one were unanimously carried. (The other motion was approved but not unanimously).

“In the children’s field, it is all too common that energies which should be focused on children are spent in turf protection and conflicts based on old organizational and disciplinary rivalries. Another measure that data can help was the Planning Council’s

experience in developing recommendations to the Board of Supervisors for improving outcomes for children and families in Los Angeles. The 250 people who worked in five work groups to develop the recommendations used the Children’s Score Card as a starting place for their discussions.

“The data helped them to set aside some traditional rivalries, put aside organizational agendas and listen to community residents about the most pressing priorities for action. The Board adopted their recommendations, and a collaborative two-year implementation process is underway.”

Definitions of Terms

“An *outcome* or *desired result* is a bottom-line condition of well-being for children, youth, families or communities. Some desired results may be achieved by the efforts of a single agency or program and the families it serves. Usually, however, the efforts of multiple programs and agencies, community groups and families are needed to achieve important outcomes or results. Examples include: children are born healthy, families are self-sufficient and youth succeed in school.

“*Indicators* are measurable elements, for which data is available, that help quantify achievement of desired results.

“*Performance measures* track how well programs, agencies or service delivery systems are working.”

League Tools

The 1999 LWVUS Diversity Tool Kit (which every local League should have) encourages local Leagues to develop databases for their communities and suggests a number of resources to help them. Some are listed at the end of this publication.

Forging the Essential Connections Between Schools and Work

In *Common Purpose*, Lisbeth Schorr recalls former Secretary of Labor Ray Marshall's remark, "America has the worst school-to-work transition process of any industrialized nation," and comments as follows:

"Young people not headed for college are on a path to nowhere. Educator Lauren Resnick observes that 'while college graduates are eased gently into economic and civic adulthood by our established institutions, public and private, the other three-quarters are left to fend for themselves in an increasingly unfriendly and undependable world.' Clearly, if only half of high school graduates even enter college, and only half of that group graduates, the vast majority never even have a shot at a career in the growing information economy. It is true that virtually all of the jobs of the future will require high skills. But they wouldn't all require a college education if the high schools taught what they are supposed to teach, and if there were better connections between high schools and the world of work.

"William Julius Wilson [the sociologist] notes that school counselors rarely know of present and future labor market requirements. They have little time and less training to help high school students in danger of not finding a decent job to prepare for non-college careers and to connect them with job opportunities. Since youngsters from impoverished backgrounds often know little about the world beyond their own neighborhoods, they assume that low-wage service jobs at familiar gas stations and fast food restaurants are all they can aspire to. Many young people drift from one short-term, minimum-wage job to another, with frequent periods of unemployment in between. As Resnick points out, they get the message that

'society doesn't need or want them as responsible adults. For many young people, drifting and lack of commitment become a way of life.'

"This is a big problem for all American youths, and especially minority youngsters. . . . Most thoughtful observers believe that this . . . situation will not change until there is an entirely new system for making the school-to-work transition, with diverse pathways from one to the other. A workable system would include many elements already operating separately somewhere:

- "Apprenticeship opportunities using the workplace as a learning place, run by unions, trade associations, and schools. Learning takes place both in school and at the worksite.
- "Career academies, usually a school within a school, integrating academic and vocational instruction around a broad career theme.
- "Cooperative education providing part-time jobs during the school year, often coordinated with students' specific career interests.
- "School-based enterprises providing work and entrepreneurial experience in fields ranging from restaurants and child care to construction and auto repair.

"Efforts along these lines are now being energized and supported by the federal School-to-Work Opportunities Act of 1994. The act is still limited to supporting demonstrations, and is not yet funded on a scale that would give it national impact on the school-to-work problem. But it does specify an unusual federal role. Unlike much past legislation, the act asks states to develop their own programs, to build on existing institutions and to weave the various elements together into a coherent system. The act also encourages wide variability to reflect the diversity of community needs and people involved. . . . It uses performance standards to monitor the system without prescribing cumbersome rules and procedures.

The situation will not change until there is an entirely new system for making the school-to-work transition, with diverse pathways from one to the other.

"The school-to-work legislation also enables communities to act on research showing the importance of a young person's close attachment to a caring and successful adult. That adult—a mentor, role model and coach—supplements what teachers, neighbors and family members provide, particularly when traditional community supports are lacking.

"The new school-to-work strategies recognize that most students learn best in context—when they see how knowledge is actually used outside the school, especially in a work setting. The workplace becomes a learning laboratory where young people can experience the relevance of school knowledge in the 'real world.' This perspective dovetails neatly with the new theoretical findings from cognitive research. Both the theory and the practice place a premium on dissolving the barrier between abstract and hands-on learning.

"Today's big challenge in the school-to-work domain is, of course, the same as the challenge in every other arena with promising models. How do we go from a few precious examples to a system that will enable millions of students to move smoothly from school to work?

"The challenge is not only to expand the number of individual interventions but to create a coherent system. 'Most places are doing one aspect,' Hilary Pennington of Jobs for the Future says. 'They're working on

changing the schools, or the workplace or the post-secondary connection. The key implementation challenge is to help places move toward doing all three things well.' ”

School-to-Work Update

The initial federal commitment of 5-year funding for demonstration projects has run out. In California, the state has established a small budget for school-to-career, but nothing large enough to create a viable program for all students.

The watchword in school-to-career development has been, “All means all,” meaning that every student, regardless of post-high school plans, should learn the skills to succeed in the marketplace. Yet many decision makers, teachers and other professionals in education and guidance, parents, social workers, school boards and other policymakers in and out of government continue to see the school-to-career initiatives as merely another “vocational education” program, relevant only to those students intending to move directly into the workforce after high school.

At the first inter-site meeting of the School-to-Work Intermediary Project in Albuquerque, New Mexico, in May 1999, the 25 participating sites and 8 project partners agreed to a broad definition of the priority principles of school-to-work. School-to-work:

- promotes high standards of academic learning and performance for all young people;
- promotes partnerships and connecting activities among educators, employers and other community members;
- expands the choices available to all young people by equipping them with skill, academic knowledge and personal competencies for success in work and further education.

Drug Prevention Education Conference

The League of Women Voters of California has agreed to cosponsor a drug prevention education conference in early 2000 to bring together drug prevention education researchers, schools, local policymakers, community organizations, parents and youth to discuss what is working and what is not working to prevent substance abuse among young people. The purpose of the conference is to improve communication between those who evaluate drug prevention, those who implement the programs and those who make policy affecting the content and availability of those programs.

Substance abuse among youths is a growing concern, seriously affecting young people's chances of success in school and in later life. According to the California Student Substance Abuse Survey in 1995-96, alcohol, marijuana and inhalant use are all on the increase among 12- to 16-year-olds, and the proportion of children attending school while under the influence of alcohol or another drug has risen by about 50 percent since 1989, to nearly 25 percent of ninth graders and one-third of eleventh graders.

From 1991 to 1994, the federal government spent \$3.5 billion on drug prevention and education programs. In California alone, \$400 million a year is spent by the state for school-based programs. Yet many of the strategies being implemented by schools and communities simply do not work.

Last year, the U. S. Department of Education ruled that school districts and communities may only use funds from the federal Safe and Drug-Free Schools and Communities Act for substance abuse programs that have been proven effective through solid research, with coordination between schools, communities and government. For more information and these new rules, see www.ed.gov/offices/OESE/ESEA/prospectus

Young Men as Fathers

Young Men as Fathers is a program developed by the California Youth Authority to help break the cycle of violence. The program reaches out to 14- to 18-year-old young men in its facilities who are parents or in a parenting relationship, that is, in a relationship with a woman who has a child, or as a father figure to a sibling or the child of a sibling. This 24-hour, 12-week program works to empower teen fathers to be responsible parents and to enable them to use support services effectively.

The Los Angeles County program called L. A. Dads is a collaborative effort between the Los Angeles County Office of Education's Juvenile Court and Community Schools

Division and the L. A. County Probation Department. These young men may be on probation or incarcerated, but all are required to attend schools directed by the county Office of Education. In addition to the classroom program, this course provides each young father with a one-on-one mentor for six months to reinforce the lessons and model positive parenting skills and family activities such as Father's Day picnics and story time at a local bookstore.

Research shows that many, if not all, of these young men severely lack the knowledge, mind-set, skills and intervention they need to be caring, competent fathers. Furthermore, studies show that one of the strongest predictors of delinquency is being the child of a former delinquent.

Addressing Issues Surrounding Child Abuse and Neglect

This section gives an overview of many of the issues involved in reducing child abuse and neglect, and the responsibility of the state to care for foster children and to prepare them for independence when they reach adulthood. In this section also are descriptions of some efforts at system reform and some promising new programs.

Little Hoover Commission Dependency Study

The Little Hoover Commission recently studied California's Dependency System and published a series of findings and recommendations in its report, *Now in Our Hands: Caring for California's Abused and Neglected Children*.

The Commission noted that, "The purpose of public policy . . . should be to reduce the abuse of children, to protect and care for those children who are abused, and to provide for abused children a nurturing and permanent home." In 1997, the latest data available, there were 105,000 children in foster care. Over the last 15 years, since the Commission first studied the issue, the proportion of children in foster care has more than doubled. The absolute number has tripled. Children are entering foster care earlier and staying longer. Children are cycling through the system more often. Sociologists attribute the growth in the foster care caseload to several socioeconomic factors: More children are living in poverty. More families are headed by single parents. And more parents are abusing drugs and alcohol.

The Commission found the following:

- ▶ "Policymakers should affirm the extraordinary obligation that the state has to care for abused children and the imperative to prevent abuse by helping troubled families. This affirmation should be expressed as

clear goals for public agencies to pursue. Among them:

- When possible, children must be spared the trauma of abuse through targeted prevention efforts.
- When prevention fails, the state must intervene quickly to protect the child, treat the trauma and provide high quality care.
- When it is in the best interest of the child, intensive efforts should be made to safely reunify the family. Otherwise, intensive efforts should be made to permanently place the child in a family-based setting that satisfies the child's needs.
- When children leave foster care, assistance should continue to help them secure their footing on the path to adulthood.

"Despite the difficulty of this task, there are reasons for optimism. First, federal, state and local child welfare agencies increasingly agree on how the system should conceptually work. Second, previous initiatives provide a foundation for implementing comprehensive reforms. Finally, there is broad agreement that incremental change is no longer acceptable.

- ▶ "The Department of Social Services is responsible for child welfare, foster care and adoption programs, but dozens of state and county agencies provide essential services to abused children. Similarly, programs are

funded from several federal and state sources, each with separate restrictions on how the money can be used. These artificial barriers thwart efforts to address the multiple problems inflicting these families, especially drug and alcohol abuse. The diffused authority and narrow funding streams leave gaps in the safety net—as a result, more children are abused and more abused children receive inadequate care.

- ▶ "The state does not focus enough resources on preventing child abuse in the first place. Researchers have found that prevention, early intervention and family preservation programs can reap immense benefits—to children, their families and the public at large—if the programs are targeted at high-risk families. The success of these programs—and the ultimate safety of children—rests in part on the assessment tools used to determine when children can safely stay with or be returned to families.
- ▶ "The decision to keep children in the care of their parents or remove them should be determined by what is in the best interest of the child. Which county the child lives in should not affect the decision. Nor should children be subjected to repeated abuse because of inadequate assessment.
- ▶ "The foster care caseload is growing because more children are entering the system, they are staying longer in foster care, and too many children return to foster care after a failed attempt to reunify them with their

families. The time lines created to prevent children from languishing in foster care are inadequately enforced. [It is important to note that federal and state law require that] ‘reasonable efforts’ must be made to help parents safely reunify with a child in foster care. When parents do not receive these services, judges cannot terminate parental rights and free the child for adoption. . . . [W]hile children wait in foster care for their parents to resolve their problems, the parents are often waiting for the services intended to help cure their ills. The state must fully live up to its obligation to care for and nurture abused children in its protection. By healing the traumas maltreatment, the state can speed these children toward successful adulthood.

- ▶ “Child welfare advocates, judges, child welfare administrators and academics estimate that drug and alcohol abuse is a significant factor in up to 80 percent of foster care cases. The Department of Alcohol and Drug Programs reports 59 percent of the women in prenatal substance abuse treatment have an active child welfare case, and 21 percent of their children are in foster care. Other studies indicate as much as 66 percent of child fatalities involve parents or caretakers who abuse alcohol and other drugs. Yet treatment has not been integrated into child welfare programs.
- ▶ “While children in foster care are eligible for services, they often do not receive the help necessary to treat their trauma or meet their developmental needs. These children are eligible for an array of services—such as health care, mental health counseling and educational assistance. But the system that provides these services is so fragmented, anemic and disorganized that it regularly fails to meet the needs of these children.

The purpose of public policy should be to reduce the abuse of children, to protect and care for those children who are abused, and to provide for abused children a nurturing and permanent home.

- ▶ “To reduce the number of children returning to foster care, the state needs to develop adequate support services for children leaving the system. The Department of Social Services reports that between 6,000 and 8,000 children return to foster care each year. A study of children exiting foster care indicated that almost one-fourth of the children returned within three years. A significant portion of the foster care caseload could be eliminated if foster care reentry could be prevented.
- ▶ “The state puts its investment and foster youth at risk by failing to help children ‘aging out’ of the child welfare system to successfully transition to self-sufficiency. In California, foster care eligibility is generally terminated at age 18 and is extended to age 19 under limited circumstances. Aside from testimony at public hearings, case studies offered by social service agencies and a few academic investigations, little is known about what happens to foster youth after they leave foster care. Still, the consensus is that many of these youth are ill-prepared to take care of themselves. A study of Wisconsin foster youth found that in the 12 to 18 months after leaving foster care, most youth

experienced significant problems managing their lives. Many fell prey to victimization and abuse or ended up in the criminal justice system. The state and the foster youth would be better served if these youth were assisted in the transition to independent adulthood, as has been proposed by recent legislation.”

Wraparound Services

The wraparound process is designed to serve the most needy children in foster care, who have multiple issues to be addressed. They may have developmental or learning disabilities, have been sexually abused, act out in any number of inappropriate ways or be suffering from the results of physical and emotional neglect. Many of them show behaviors that could make them a risk to the safety of themselves or others. The seriousness or multiplicity of their problems means that they require the most comprehensive services available. Until recently, these young people have usually been taken care of in group homes with an intensive level of services.

Since 1994, Program UPLIFT (Uniting Partners to Link and Invest in Families of Today), a collaborative between Santa Clara County and Eastfield Ming Quong, has been serving these children in a different way. The program offers community-based, highly individualized “wraparound” services to seriously disturbed children and adolescents who would ordinarily be removed from their homes and communities and placed in intensive residential care settings. Services are wrapped around youngsters living in birth parent, adoptive parent, foster parent, specialized foster care and independent living settings, with the goal of building and maintaining normal lifestyles and avoiding the need for more restrictive and more costly out-of-home placements. The services are

tailor-made to address the unique needs and preferences of each child, adolescent and family in the major “life domains” of residence, family, emotional, social, medical, legal, educational, vocational, safety and cultural areas. This service delivery model is based on the recognition that for the most disturbed children and youth, there is a tremendous variation in how symptoms and problems manifest themselves between individuals and with the same young person at different times. As a result, service delivery must be sensitive to these differences and responsive to change over time.

Program UPLIFT lists the principal characteristics of individualized wraparound care in *Implementing Wraparound: Individualized Care Strategies for Children, Youth and Families*, as follows:

- Building and maintaining normative lifestyles
- Insuring services are client and family centered
- Providing unconditional care
- Planning for the long term
- Insuring access and voice for parents and children in the design and delivery of services
- Making the commitment to the provision of the least restrictive services
- Insuring both interdisciplinary and interagency teaming and collaboration
- Funding services with flexible budgets
- Establishing community-wide involvement in service design and system evolution, including parents, mental health, juvenile justice, education, social welfare, cultural leaders, housing, civic groups, law enforcement, business leaders and other key stakeholders in the community
- Insuring the provision of culturally proficient services
- Establishing methods of measurable accountability”

Marjorie Kelly, former Deputy Director of Children and Family Services Division of the California Department of Social Services (CDSS) has frequently said, “If something is not working, you don’t move the child, you change the services until it works.” She continued, “Wraparound programs, like family conferencing and home visitation, are very respectful of families. The fundamental belief is that only a family can be a family, not government. [Children’s Protective Services] will become the facilitator of solutions, the supporter for the families. Wraparound is not a program, it is a process.”

Recent legislation, SB 163–Solis (Chapter 795, Statutes of 1997) permits all counties to participate in a five-year pilot program using Program UPLIFT as a model. Program UPLIFT provides training to Children’s Protective Workers across the state. The CDSS Office of Child Abuse Prevention has produced training materials and resource articles.

Over 700 people from around the state have received the three-day Wraparound Introductory Training. In November 1997 a workshop on the wraparound process was presented to California’s Chief Probation Officers. The Los Angeles Department of Children and Family Services, with 40 percent of the child welfare caseload of the state, is working with CDSS to establish a training plan for all its social workers and their community partners (mental health, probation, education, foster family agencies and others). In spring 1998 CDSS began the development of Phase II for Wraparound, which is an intensive, one-on-one consultation with counties on the actual implementation of the wraparound process in specific locations and upon request.

Vermont is the only state known to have extended the program to all those eligible. Two evaluations of that program were presented at The Seventh Annual Research Conference Proceedings, “A System of Care of

Services are “wrapped around” youngsters , with the goal of building and maintaining normal lifestyles and avoiding the need for more restrictive and more costly out-of-home placements.

Children’s Mental Health, Expanding the Research Base.” One evaluation “support [ed] the evidence for the use of the [wraparound process] to keep complex youth in communities, in less restrictive settings.” The other “showed that the wraparound process was fiscally sound, and represents a better use of taxpayer dollars.”

Health Care Issues

Health care for children within the dependency system continues to be an area of concern. These children typically enter the system with severe physical, emotional and developmental problems as a result of the neglect and abuse they have suffered. As wards of the state, they are dependent on government-funded health care to meet their varied needs.

The California Foster Children’s Health Project Task Force, meeting in 1997-98, made these recommendations:

- Develop a system of health care for children in foster care
- Provide a comprehensive benefit package and ensure timely screens and assessments for foster children

- Improve coordination and delivery of services in counties
- Hire foster-care public health nurses
- Cut red-tape in the Medi-Cal eligibility process
- Increase the pool of providers by reducing barriers to participation
- Increase training and education for foster and health care providers

Numerous obstacles stand in the path to reach these goals. The mobility of foster children impacts continuity of care and good medical records needed for both prevention and treatment of chronic conditions; foster care providers often are not trained to access complex public health systems; many health care providers are not prepared to deal with the complex physical, mental and developmental health issues these children bring, and hesitate to treat Medi-Cal patients because of the complex billing system and low reimbursement rates; social workers are typically overburdened with large caseloads and lack medical training; and lack of coordination among health care providers and social service agencies can limit access to and continuity of care, among others.

There is no state policy to guide the development of a system of care. While state law and regulations make the Department of Social Services ultimately responsible, the department must rely on existing county-based health care systems to serve these children. Stronger coordination between children's protective services, health and mental health are needed at both the state and county levels.

Recent changes reflected in the 1999-2000 state budget simplify the application process for health care and expand the outreach through community-based agencies. This is a work-in-progress as California attempts to provide health care for all children, including those who are wards of the state.

Other health care issues focus on the use and monitoring of mood-altering drugs to children in foster care. The law requires careful monitoring of the administration of drugs to children under state care, but typical caseloads do not provide the resources to do this properly. While there are many responsible residential treatment programs that have appropriate psychiatric services for their charges, other small group homes with low reimbursement rates have a high turnover of low paid staff and training is often not adequate. This staffing problem, coupled with a low reimbursement rate that contributes to the shortage of psychiatrists willing to treat these children, makes medication management an ongoing concern.

Home Visiting

Home visiting is not a new idea—public health nurses did it from settlement houses a hundred years ago—but it is one of growing importance in the past 20 years.

Home visiting is not a program, but a method of delivering services. The model most replicated is that of Healthy Start in Hawaii. Parents are interviewed for levels of stress or risk in the last trimester of the pregnancy or before leaving the hospital with a new baby. Home visits start within days of the baby coming home and continue until the child is three or until visits are no longer needed. Intensity of the visits is based on need. If a new mother rejects services, there is intense outreach, including visiting or calling at least weekly, dropping off literature or a small gift at the door and invitations to come to meetings with other new parents. In the first group of 241 high-risk families studied, there was not one case of child abuse or neglect after three years. The program now operates statewide.

When these results were made public in 1988, they attracted a great deal of attention.

In families receiving intensive home visiting, children had far fewer emergency medical visits, tested higher for school readiness, spent less time in special education and had lower arrest rates.

The program has been widely copied and adapted to different communities such as Healthy Families Indiana, Healthy Families America, part of a wider outreach in Hampton, Virginia, and some programs starting in California.

The most studied program started in Elmira, New York. This was a three-year clinical study with control groups. These families, all low-income single mothers, were studied for 15 years. At the end of that time the mothers receiving intense home visiting support had fewer additional children, were reported for child abuse half as often and spent a third or more less time on welfare. The children had far fewer emergency medical visits, tested higher for school readiness, spent less time in special education and had lower arrest rates. However, when the test period was over, when the special funding was gone and the program attempted to expand, with higher caseloads and fewer visits, the original staff left because they did not think they would remain effective. No funding for further evaluation has been found.

Another model comes from Missouri, where it is operated by the Department of Education. This program started in 1981, and is open to any family with a new baby. Results

show many developmental delays overcome by the third birthday, higher school readiness test scores, less need for special education, higher grades through school and more parental involvement in participating families. The Missouri model is now operating at over 2,000 sites across the country and in six other countries.

In a recent publication from the Packard Foundation, *Home Visiting: Recent Program Evaluations*, the executive summary discusses the difficulties of importing or expanding programs without proper funding and careful adaptation for the local community.

“As many as 550,000 children are enrolled today in home visiting programs that serve pregnant women and families with young

children. These programs have many goals, including the promotion of good parenting skills, the prevention of child abuse and neglect, the promotion of healthy child development and school readiness and, sometimes, the improvement of mothers’ lives (for example, deferral of subsequent pregnancies and promotion of maternal education or employment). Despite their varied goals, these programs share a focus on the importance of children’s early years, a belief that parents play a pivotal role in shaping children’s lives and a sense that one of the best ways to reach families with young children is by bringing services to them, rather than expecting those families to seek assistance in the community.

“Results varied widely across program models, across program sites implementing the same models and across families at a single program site. Several home visiting models produced some benefits in parenting or in the prevention of child abuse and neglect on at least some measures. No model produced large or consistent benefits in child development or in the rates of health-related behaviors such as acquiring immunizations or well-baby check-ups. In most cases, research has not identified the key elements that would predict which families will benefit from a home-visiting model or which program sites will succeed.

“Most programs struggled both to implement services as intended by their program models and to engage families. Families received about half the number of visits intended, and between 20 and 67 percent of enrolled families left the evaluated programs before services were scheduled to end. Staff skills, training and turnover and the extent to which curricula are delivered to families as intended by the program model may all affect program outcomes.

“The wide variability in results indicates that benefits cannot be generalized from one home visiting program model to another. The results indicate how difficult it is to change human behavior, but they do not change the importance of continuing supports for families with young children. The popularity of parenting books, magazines and videos suggests that parents are hungry for information and support, and new research suggests that children’s earliest years must not be ignored. The results suggest that change is necessary to improve the home visiting services that presently are in place and to adapt existing home visiting models, if hoped-for benefits are to be achieved by home visiting programs on a widespread or consistent basis.”

Court Appointed Special Advocates

The Court Appointed Special Advocate (CASA) program in California is a part of the Welfare and Institutions Code and is consistent with the guidelines of the National Court Appointed Special Advocates Association. These are adult volunteers, trained and appointed by the courts, who:

- provide independent, factual information to the court regarding the cases to which they are appointed;
- represent the best interest of the children involved, and consider the best interests of the family; and
- at the request of the judge, monitor cases to which they have been appointed, to assure that the court’s orders have been fulfilled.

Each CASA commits to one year of service to a case. At the end of a year, with court approval, the CASA may recommit for another year. Each CASA is an officer of the court, with relevant rights and responsibilities, and acts consistently with the local rules of the court pertaining to CASAs. The court determines the extent of the CASA’s duties in each case. They have the right, with a court order, to inspect records of any agency involved in the case that pertain to the child, and are under the same rules of confidentiality as the courts.

CASA volunteers visit regularly with the children they serve, getting to know a child as an individual, not just as cases. Most often a child’s CASA is the only person in the courtroom who has visited the child consistently and really understands the needs of the young person.

Adoption Mediation

At the *New Beginnings* conference in Los Angeles in October 1998, Jeanne Etten, Ph.D., Director of Teamwork for Children, explained a relatively new field, adoption mediation.

From the 1930s to the mid-1980s most adoptions were closed. Records were sealed to protect the best interest of the children and the privacy of the birth parents. By the end of the 1980s, adoptive children and birth parents began to challenge sealed records. One result of the shift in attitudes toward adoption has been the growth in Child Centered Permanency Mediation.

Adoption mediation falls into two categories, pre-adoption and post-adoption. Pre-adoption mediation is further divided into voluntary and court-ordered.

Voluntary adoption mediation helps the birth parents and the adoptive parents to decide on the amount of communication they want with each other. The mediator works with each family individually before a match is made. Birth parents often want the right to visit as an option but not a requirement, as their lives are likely to change, or they may decide the connection is no longer in the best interest of the child.

When a match is made, the mediator helps write an agreement. This written agreement is reassuring to both sets of parents, prevents misunderstanding and, should the adoptive parents refuse the contact, can be of help in a judicial hearing. The agreement usually indicates that the adoptive parents will notify the birth parents in case of serious illness, accidents or death of the child. These may or may not be incorporated into the decree of adoption. Some use the adoption agency as an intermediary so there is not direct contact, others are comfortable with contact.

Court ordered termination of parental rights brings a different set of problems. The birth family has not already decided adoption is their choice. Often foster parents, sometimes of the same family, are concerned about the welfare of the child. The children are no longer infants and may have developed bonds with either the birth parents, other family members or the foster parents. Often there are brothers and sisters who want to stay together or in communication. Sometimes family members don't want to give up the hope of eventual reunification.

The first advantage of mediation is that it can speed up the process; a decision which will place the child in a permanent, stable situation can be made in months instead of years. Second, the child benefits when birth, foster and adoptive parents focus their energies on what is best for the child instead of fighting a long and contentious court battle with multiple appeals. Third, and most important, it lays the groundwork for future positive communication between the birth parents and the family who will raise the child.

If a parent is incarcerated or going through a long-term drug treatment program, sometimes the best arrangement is guardianship. Some parents who are mentally ill visit the child regularly but realize they are not able to raise the child. Some of the most difficult cases for mediators to resolve are with foster parents who want to adopt a child and are concerned that the birth parents may harm the child. The mediator emphasizes that the most important issue is the best interest of the child, and may suggest that visits be supervised and at a neutral site, such as an agency or a community park. All of these difficult issues can be incorporated into a written agreement.

Children are often the winners when a more humane process forges positive links with their birth heritage and encourages the adults in their lives to cooperate.

Post-placement mediation is less often used. It can be useful when:

- birth parents change their minds about adoption soon after the adoption and attempt to reverse the decision;
- there are conflicts over issues of visitation; or
- the adoptive parents decide something about the birth parent requires a change in the agreement, such as substance abuse or criminal behavior.

Reunion mediation is also a new field. Mediation is sometimes used when attempts for adoptive children and their birth parents to find each other reach the level of legal action. Many of these cases arise from the competing interests of birth parents, adult children and/or adoptive parents. Many come from the need to know medical history. If an adult who was adopted has a child with a disease which may be inherited, she or he would want to know the medical history of the birth family before having another child. Mediation is often the desired alternative to long and costly legal battles.

Children are often the winners when a more humane process forges positive links with their birth heritage and encourages the adults in their lives to cooperate.

Court Reform

The Judicial Council of California adopted a Long-Range Strategic Plan in May 1997 to prepare for changes facing the courts and to comply with new federal regulations. The introduction to the plan notes the role of courts in society:

“Owing to changes in societal structures, the courts are now expected to provide much more than the services which have been traditionally and strictly associated with the court’s dispute resolution function. Many people, government officials as well as court users, seek therapeutic or preventive justice from the courts. They look to the courts to coordinate the provision of social services while providing dispute resolution services that affect the very core of people’s lives. Examples of the changing role of the courts include new drug and other specialty courts and the court coordination of social service with all justice system proceedings in cases involving families and children.”

Also in the spring of 1997, the Juvenile Law Subcommittee of the Judicial Council’s Family and Juvenile Law Advisory Committee published the *California Court Improvement Project Report*, which makes 27 recommendations for court improvements.

Judge Leonard Edwards, Superior Court of San Jose and Co-chair of the Judicial Council Advisory Committee on Family and Juvenile Law, made 23 recommendations. One recommendation was to ensure there would be enough qualified and experienced judicial officials to properly serve children and families. Another was to redesign the court structure so all child and family matters, including divorce and child custody, would be under the jurisdiction of a unified child-family court, as suggested in *Family Law Court 2000*.

A Court Reform Effort Targeting Parental Substance Abuse

In 1997 the San Diego Juvenile Court developed plans for the Dependency Court Recovery Project. This plan works to achieve positive reunification for as many families as possible by increasing successful recovery from alcohol and drug dependency when it is a contributing factor in the parenting problem.

Need for Reform

The court found that, as a whole, it had done a very poor job making placement decisions for children on time and in conformity with statutory guidelines. A recent study found that for half of the cases examined, approximately 34 months, or more than twice the statutory guideline, were required to close a case.

The court found that a major contributor to this delay was inadequate access to and follow-through with drug and alcohol treatment services and other services to parents with cases active in court. A review of case files indicated that a contributing factor in 80 percent of dependency cases was alcohol and drug use or dependence of one or both of the children’s parents. The review found that parents didn’t get into effective and prompt treatment; therefore, dates for compliance with reunification plans were extended. Rather than providing prompt and definitive intervention, the system allowed cases to drift, discouraging parental change and reinforcing parent-child separations.

By providing targeted, effective alcohol and drug recovery services, the court reasoned it would maximize the opportunity for the recovery of parents

subject to alcohol and drug use, support family continuity and improve long-term outcomes. In instances where reunification was not successful, early decisions concerning permanent placement could then be made for the benefit of the child.

The Reform Proposals

The court planned to emphasize compliance with statutory time lines for decision making in all dependency cases. The court reform proposals included both a specific set of options to address the alcohol and drug abuse concerns and general court reform measures:

- Implementation of a Substance Abuse Recovery Management System
- Making alcohol and drug recovery treatment available on demand
- Implementation of a Drug Court
- Increased participation of CASAS (Court Appointed Special Advocates);
- Redefinition of the roles of the key players within the dependency system
- Utilization of settlement/mediation conferences
- Utilization of family group conferences
- Improvement of the automated tracking system

Each of these measures requires the court to collaborate with those agencies or individuals that are impacted by the changes. The safety of the child is the primary consideration underlying all efforts.

Dealing with Juvenile Delinquency

The full LWVC Juvenile Justice/Dependency position and the recommendations of the California Task Force on Juvenile Crime and the Juvenile Justice Response both emphasize the importance of efforts to reduce juvenile delinquency through appropriate services for young people and early intervention when youngsters first break the law. Both sets of recommendations support the coordination of these efforts, as well as rehabilitation of the juvenile offender and just treatment for all California's young people.

Juvenile Justice System

The California Welfare and Institutions Code states that the mission of the California Juvenile Court is primarily the rehabilitation as well as the punishment of juveniles and the protection of the community. California's Juvenile Justice System is a complicated network including law enforcement agencies; juvenile courts; and secure facilities such as juvenile halls, ranches and camps. In addition, there are probation departments at the county level and the Youth Authority at the state level, which houses the most serious offenders.

During the past decade, juvenile felony arrests have been declining at the same time that the number of young people aged 10 to 18 years has increased. The California Youth Authority reports a population of 7,761 in June 1999, compared to 10,039 at the end of 1995—a decline of 23 percent over 3.5 years.

Juvenile Felony Arrests								
	1990	1991	1992	1993	1994	1995	1996	1997
Felony Arrests	91,373	93,665	93,484	91,973	91,999	87,916	85,640	82,748
Homicide	658	696	645	618	542	521	389	353
Violent	20,658	21,158	21,549	21,590	22,601	22,494	22,099	21,143
Drug	8,158	7,396	7,636	7,861	9,375	8,797	7,921	8,484
Property	53,762	54,952	53,768	51,058	48,720	46,135	44,946	42,287
Rate of Juvenile Arrest per 100,000								
	1990	1991	1992	1993	1994	1995	1996	1997
Felony Arrests	91,373	93,665	93,484	91,973	91,999	87,916	85,640	82,748
Population 10-18*	3.15	3.21	3.29	3.36	3.42	3.49	3.57	3.67
Rate/100,000	2,899	2,911	2,839	2,738	2,688	2,520	2,398	2,252
*in millions								

Minorities in the Juvenile Justice System

The federal Juvenile Justice and Delinquency Prevention Act, as amended in 1988, required that states determine whether the proportion of minorities in confinement exceeds their proportion in the population, and if so, to address the overrepresentation in their state plans. Research has shown that minority youth are overrepresented at each of

the major decision points in the juvenile justice system process (e.g., arrest, detention, prosecution, adjudication, transfer to adult court and commitment to secure facilities). A new program called Juveniles Taken Into Custody is designed to record all admissions to and releases from state juvenile correctional facilities by age, sex and race.

Using 1995 data, Dr. Robert E. DeComo of the National Council on Crime and Delinquency has estimated the percentage of

young people of each race from 10 through 17 years of age who would be incarcerated in a state juvenile facility.

In California, DeComo estimated that the chance that a white male would be incarcerated in a state juvenile facility was 0.26 percent, while for African American males the possibility was 2.24 percent and for Hispanic young men, it was 4.42 percent. For males of all other races, the chances were 2.48 percent. The likelihood of incarceration for

females is less than for males, but it has the same variation according to race.

California has completed the identification and assessment phases. The task is now to implement programs to address this disproportionate representation in the state juvenile justice system.

The California Task Force on Juvenile Crime and the Juvenile Justice Response, in their 1996 *Final Report*, made the following points: While minorities have arrest rates for serious crimes which are greater than those of white youth, these differences do not fully explain the overrepresentation of African American and Hispanic youth in correctional settings. Minority youths are more likely than whites to be arrested and detained for the same charges. In a recent study in several of the nation's largest counties, researchers found that minority youth, particularly African Americans, were almost twice as likely to be held in secure pretrial confinement as white youth. Higher minority detention rates were observed even when controlling for gender, arrest charge, home living situation and prior offense history. Once securely detained, minorities are confined for longer periods of time than whites.

The Task Force report continued with these findings: A substantial body of research suggests that the greatest disparity in treatment occurs at intake and detention decision points. When racial or ethnic differences are found, they tend to accumulate as young people are processed through the justice system. Also, cases in urban jurisdictions are more likely to receive severe outcomes at various stages of processing than cases in nonurban areas. Because minority populations are concentrated in urban areas, this effect may work to the disadvantage of minority youth and result in greater overrepresentation. Another study noted urban areas, where arrest rates are high, offer fewer community alternatives to incarceration.

Juvenile Incarceration in California

Estimated percentage chance of incarceration in a state juvenile facility by ethnicity and gender

All	Male		Female		White		African American		Hispanic		Other	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
0.65	1.18	0.07	0.26	0.03	2.24	0.12	4.42	0.20	2.48	0.16		

Girls in the Juvenile Justice System

Leslie Acoca and Kelly Dedel in their 1998 book, *No Place to Hide: Understanding and Meeting the Needs of Girls in the California Juvenile Justice System*, note that although girls are now the fastest growing segment of the juvenile justice population nationally and in California, there has been little research that illuminates the pathways that lead them into conflict with the law. Even less attention has been dedicated to preventing girls from taking the first step along that pathway and to supporting their development into competent, successful and law-abiding women.

National data released by the Office of Juvenile Justice Delinquency Prevention reveals that the number of juvenile arrests and delinquency cases has increased more rapidly for girls than for their male counterparts in recent years. In 1996 there were 723,000 arrests of girls under the age of 18 nationwide. That year girls comprised just under 25 percent of the 2.9 million arrests of juveniles, a proportion that has been steadily increasing since 1986, when girls comprised 22 percent of all juvenile arrests.

The authors point out that between 1992 and 1996, increases in arrests were greater for girls than for boys in almost every offense

category. Between 1992 and 1996, juvenile arrests for Violent Crime Index offenses increased 25 percent for females, while the number of males arrested for these offenses remained relatively constant over the same period. The disparate growth in female arrests for violent crimes is a result of the large increase (28 percent) in the number of arrests for aggravated assault. In addition to serious, violent offenses, arrests of girls for larceny-theft and simple assault also increased significantly.

On the surface, these broad national data seem to indicate dramatic increases in the proportion and seriousness of delinquent acts committed by girls. However, the reality behind the statistics is now hotly disputed by academics and policymakers. Are girls becoming more violent, or are recent trends partially an artifact of the lower base rate of girls' arrests and delinquency cases since the 1970s? What influences do changing and often less tolerant family and societal attitudes towards girls, shifts in law enforcement practices (particularly towards gangs) and the increasing availability of weaponry exert on girls' offending? And finally, are girls, traditionally drawn into the juvenile justice system for less serious crimes than their male counterparts, being penalized twice, once for breaking the law and a second time for transgressing societal definitions of femininity?

Balanced and Restorative Justice

An article from the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), a component of the Office of Justice Programs, recommends “a strategy which emphasizes prevention and early intervention and the development of a system of graduated sanctions that holds youth accountable and protects communities.

“[T]he Balanced and Restorative Justice (BARJ) Model [is] an effective tool for achieving youth accountability and enhancing community safety and combating delinquency. The BARJ Model outlines an alternative philosophy: restorative justice, and a new mission, ‘the balanced approach,’ which requires juvenile justice professionals to devote attention to:

- enabling offenders to make amends to their victims and community;
- increasing offender competencies; and
- protecting the public through processes in which individual victims, the community and offenders are all active participants.

“To be accountable for behavior is to answer to individuals who are affected by the behavior. It is, however, a process that opens up the opportunity for personal growth that may reduce the likelihood of repeating the harmful behavior. It is difficult to accept full responsibility for harming others without a support system in place and a sense

that there will be an opportunity to gain acceptance in the community. Therefore, accountability and support must go hand in hand.

“Implementation must begin with consensus building among key stakeholders and testing with small pilot projects to develop the model. This evolutionary process can build on existing programs and practices that reflect restorative justice principles, such as victim-offender mediation, family group conferencing, community service, restitution and work experience.” OJJDP’s *Guide for Implementing the Balanced and Restorative Justice Model* lists key activities to implement a more balanced and restorative justice model.

Promising Programs

OJJDP mentions these two California programs among its recommended models:

“Institute for Conflict Management—*Orange, CA*. The Institute for Conflict Management is sponsored by the St. Vincent de Paul Society, a church-related and community-based social service agency. Prior to bringing a victim and offender together, a mediator meets separately with each party to listen to each story, explain the process and invite participation. During the mediation session, the victim and offender discuss the crime and its impact on their lives. They devise a plan for the offender to make amends.

“Neighborhood Citizens Committee—*Long Beach, CA*. These community volunteers are dedicated to helping youth who have committed minor offenses. The volunteers listen to the youth and their families, give attention to the juvenile as an individual and supervise community service that stresses responsibility, contributes to society and helps the youth develop an awareness of the world around him or her through exposure to new people, places and events.”

The California Youth Authority has undertaken another promising program that requires offenders to take personal responsibility for their actions:

DeWitt Nelson Youth Correctional Facility—*Stockton, CA*. Restorative justice requires that offenders take personal responsibility for their actions and actively work to repair the harm that they have caused victims and the community. Restorative justice projects give the offender the opportunity and encouragement to take responsibility to all individual victims and the community as a whole, increase offenders’ skills and abilities and provide a way for the offender to come through the experience with added insight about his or her role within the community. This added insight will lead to a more positive and successful transition back into the community. It is hoped that the community will view offenders as essential resources who are a value to the community through their work contributions.

Preventing Juvenile Delinquency and Violence

David Steinhart, Director of Commonwealth Juvenile Justice Program, argues that, "The next five years present a window of opportunity to restructure the balance of spending in California between corrections and prevention. Population estimates by the State Department of Finance tell us that California's teenage at-risk population will experience a dramatic upsurge beginning about the year 2003. . . ."

"The present 'lull' in at-risk population growth," Steinhart continues, "is a demographic pause offering time and opportunity to test new strategies to divert teens from the justice system and to relieve future correctional facility loads. The opportunity is enhanced by opinion polls showing that registered voters already support an increase in the state's commitment of resources to specific types of youth violence prevention programs."

"In the Fiscal Year 98-99 California state budget, \$50 million in new funding was appropriated for after-school programs in local districts. For FY 99-00 this appropriation was increased to a total of \$85 million. After-school programs operate in the critical after school hours, after 3:00 P.M., and can include multiple components such as tutoring, drug and alcohol counseling, gang awareness and conflict resolution training."

Funding of Prevention Programs

"For FY 97-98, state general fund expenditures for crime and violence prevention programs constituted less than one percent of the state appropriation for youth and adult corrections, and about one two-thousandth of the total state general fund budget for that year. Even when federal funds are added to the prevention pot, the total California expenditure for crime and violence preven-

tion is microscopic next to the huge corrections budget. . . . According to the California Legislative Analyst Office, ' . . . there has been much research showing that integrated, multi-disciplinary services appear to help divert juveniles from a life of crime.' The Rand Corporation, in its 1995 study entitled, 'The Cost Effectiveness of Early Intervention as a Strategy for Reducing Violent Crime,' identified potential savings (in relation to the cost of incarceration) produced by investing in specific types of youth and family intervention programs."

Steinhart notes that advances in prevention technology have raised the level of confidence in specific types of crime and violence prevention programs.

"Evaluations of specific prevention programs, while not 100 percent satisfying, have vastly improved. Promising approaches that are candidates for replication in California include conflict resolution curricula in the schools, 'second shift' and after-school programs, mentoring programs, parent training programs, youth employment programs, early intervention programs for status offenders and first-time juvenile offenders, programs preventing youth access to firearms and community policing. Some cities (like Boston) have enacted comprehensive youth violence prevention plans, with coordinated services delivered by law enforcement agencies, health and mental health professionals, schools and community service groups. While [California's] governor and legislature deserve credit for starting selected anti-violence programs in recent years, the violence prevention effort has been launched on too small a scale to have a significant impact on California's nine million children and four million teenagers."

Lack of Coordination

Steinhart states that, "[s]tate-funded crime and violence prevention programs are scattered throughout many state agencies.

California Expenditure for Youth Crime and Violence Prevention Programs

Source: Commonwealth**

	FY 96/97	FY 97/98	FY 98/99
State General Funds*	101.6	40.8	180.8
Federal	51.7	63.5	65.2
Total	153.3	104.3	245.0

*Totals in millions of dollars

**Based on information from the Department of Finance Evaluation of Prevention Programs

There is a need to improve state-level coordination, planning and development of these programs.

"[At present they] are administered by multiple state departments and agencies. Some are co-managed by more than one agency. Some programs have been funded in only one budget cycle, while others draw support (or stretch expenditures) over many budget years.

"This fragmentation occurs because the state lacks any central agency dedicated to the coordination and oversight of crime prevention programs, and also because the programs are launched on a haphazard schedule based on their popularity, sponsorship and fund-drawing power in the year they were created. Both California's Little Hoover Commission, in its 1994 report, *The Juvenile Crime Challenge*, and the California Task Force on Juvenile Crime and the Juvenile Justice Response in 1996 recommended consolidating juvenile anti-crime and violence prevention efforts within a single state agency."

California's Youth Crime Violence Prevention Programs

Source: Commonweal

California Mentor Program, *Department of Community Services and Development*—Links adult mentors with at-risk youth to assist them in becoming productive members of society by reducing juvenile crime, teen pregnancy, gang association and school dropout.

California Mentor Program, *Department of Alcohol and Drug Prevention*—Provides funds for county mentoring programs to prevent alcohol and substance abuse among at-risk children.

Friday Night Live / Club Live, *Department of Alcohol and Drug Prevention*—Provides funds to counties for peer programs to encourage school-age youth to live alcohol- and drug-free lifestyles.

Law Enforcement / Education Partnership, *Department of Alcohol and Drug Prevention*—Under an interagency agreement with the Office of Criminal Justice Planning, supports community programs to reduce drug use in schools and juvenile crime, using strategies including classroom, curricular, parent education and early intervention services.

Juvenile Crime Prevention Program, *Department of Social Services*—The program funds Family Resource Centers to serve at-risk youth and families with counseling, parenting skills, gang alternatives and other constructive activities.

Gang Violence Reduction Program, *Department of the Youth Authority*—Provides positive activities for at-risk youth with the goal of reducing gang-related crime in three counties (Los Angeles, Sacramento, Alameda).

Young Men as Fathers, *Department of the Youth Authority*—Grants to county education offices and probation departments to develop parenting and mentoring programs for incarcerated young men who are fathers or father-figures.

Juvenile Crime Enforcement and Accountability Challenge Grants, *Board of Corrections*—Grants to counties for graduated sanctions and services for at-risk youth and juvenile offenders (Stats. 1996, Ch. 133, SB 1760–Lockyer). In 1997, 16 counties received awards totaling \$46 million with funds to be disbursed through FY 00-01.

Repeat Offender Prevention Project, *Board of Corrections*—Grants support probation department projects in seven counties providing intensive services to juvenile offenders judged to be at-risk of recidivism.

At-Risk Youth Early Intervention Project, *Board of Corrections*—Funds a pilot in San Diego County based on 1997 legislation authorizing local Youth Referral Centers for youth and families at risk of entering the justice system (Ch. 909, SB 1050–Alpert).

Gang, Crime and Violence Prevention Partnership, *Department of Justice*—Funds community-based violence prevention programs to apply a public health model for the prevention of youth violence in designated locations. (Stats. 1997, Ch. 885, AB 963–Keeley).

Gang Violence Suppression Program, *Office of Criminal Justice Planning (OCJP)*—Funds local agencies to reduce gang violence with strategies that include curfew enforcement and channeling youth into constructive and positive alternatives to gang association.

Drug Suppression in Schools, *(OCJP)*—Funds school and law enforcement personnel to provide comprehensive drug abuse prevention services in schools, including specialized curricula, parent education, early intervention services and suppression activity.

Community Delinquency Prevention, *(OCJP)*—Disburses federal funds for community projects which emphasize accountability and parental involvement in youth education, diversion, prevention, rehabilitation and victim restitution.

High-Risk Youth Program, *(OCJP)*—Federal funding for multi-disciplinary prevention, intervention and treatment services for at-risk youth and families.

Juvenile Justice and Delinquency Prevention, *(OCJP)*—Distributes federal grant funds to programs emphasizing accountability and parental involvement in youth education, diversion, prevention, rehabilitation and victim restitution.

Academic Volunteer and Mentor Service Program, *Office of Child Development and Education*—Matches adult volunteers as role models with at-risk youth to help them succeed in school.

Targeted Truancy and Public Safety Grant Program, *Department of Education*—One-time appropriation for competitive grant program to prevent truancy and provide services to first-time juvenile offenders.

School Violence Reduction Program, *Department of Education*—Competitive grant program supports school security, truancy reduction, conflict resolution, hate crime prevention and after-school programs.

School Community Violence Prevention, *Department of Education*—Competitive grant program to high-crime schools to develop comprehensive violence prevention/intervention plans.

Gang Risk Intervention Program, *Department of Education*—Competitive grant program for community-based interventions to reduce youth gang involvement and related acts of violence.

Conflict Resolution Program, *Department of Education*—Competitive grant program to provide training and to implement conflict resolution curricula in schools.

Extended Schoolday and Violence Reduction Program, *Department of Education*—Opens schools after hours with programs to reduce youth violence with proactive activities such as tutoring, mentoring, conflict resolution, peer mediation and community service.

Safe and Drug Free Schools, *Department of Education*—Applies federal funds for school-based drug abuse and violence prevention activities including conflict resolution training, anticrime youth councils, school security measures and after school programs.

School / Community Policing Program, *Department of Education*—Directs funds to schools which utilize a community policing approach to safety.

High-Risk Youth Education and Public Safety Program—Competitive grant program supports school-based services for youth at risk of becoming chronic offenders. (Stats. 1997, Ch. 340, SB 1095—Lockyer).

Note: Programs were not included in this list if crime or violence prevention activities could not be separated from their other activities, or crime or violence prevention appeared to be a secondary or tertiary objective.

What Can You Do?

You have read about the problems children face, and about some effective resources for reducing child abuse and neglect and juvenile delinquency. Good jobs, safe neighborhoods, better schools, effective support services and adults who care are keys to a more promising future for children. Prevention measures—health services for pregnant mothers, parent education for young people, and school-based truancy and tutoring programs—are most successful when they identify problems early and respond immediately.

What can you do? You can support funding for programs and you can get involved. Volunteer to work with young people in your

community; be an advocate, tutor or mentor. California's young people in foster care or in state and county juvenile secure facilities need a caring adult in their lives.

Become an advocate for positive interventions to prevent delinquency. Voice your support for programs serving at-risk young people and their families in your community, like after-school activities that obviate delinquent behavior; job training opportunities; effective, fair and immediate law enforcement; and alternatives to incarceration.

Resources

Publications

California Task Force to Review Juvenile Crime and the Juvenile Justice Response Final Report, 1996.

Common Purpose: Strengthening Families and Neighborhoods to Rebuild America. Lisbeth B. Schorr. New York: Anchor Books, Doubleday, 1998.

Dependency Court Recovery Project. San Diego Juvenile Court, San Diego, CA. "Improving Juvenile Dependency Courts." Judge Leonard Edwards, *Juvenile and Family Court Journal*, Vol. 48, No. 4, 1997.

No Matter How Loud I Shout: A Year in the Life of Juvenile Court. Edward Humes. New York: Simon & Schuster, 1996.

Somebody Else's Children: The Courts, the Kids and the Struggle to Save America's Troubled Families. John Hubner and Jill Wolfson. New York: Crown Publishers, 1996.

Organizations that Publish

The following organizations publish reports and/or newsletters and can be helpful in other ways.

Annie E. Casey Foundation, 701 St. Paul Street, Baltimore, MD 21202

- *Kids Count Data Book: State Profiles of Child Well-being*, available annually.

California Judicial Council, Judicial Council Services Publications, (415) 396-9118

- *Long Range Strategic Plan, Leading Justice into the Future*, 1997.
- *California Court Improvement Project Report*. Juvenile Law Subcommittee of the California Judicial Council's Family and Juvenile Law Advisory Committee, 1997.

California Youth Authority Information Office, 4241 Williamsborough Drive, Sacramento, CA 95823; (916) 262-1473

Center for Social Services Research, School of Social Welfare, 120 Haviland Hall, #7400, Berkeley, CA 94720; (510) 642-1899

- *Performance Indicators for Child Welfare Services in California*, published annually.

Children Now, 1212 Broadway, Fifth Floor, Oakland, CA 94612

- *California County Data Book*, published annually.

Children's Advocacy Institute, 926 J Street, Suite 709, Sacramento, CA 95814; (916) 444-3875

- *California Children's Budget*, published annually.

Commonweal, 205 Camino Alto Boulevard, Suite 265, Mill Valley, CA 94941; (415) 388-6666

The Finance Project, Washington, DC

- *A Strategy Map for Results-based Budgeting: Moving from Theory to Practice*. Mark Friedman, 1996.

Foundation Consortium, 2295 Gateway Oaks Drive, Suite 100, Sacramento, CA 95833-3224; (916) 646-3646

- *Capturing Cash for Kids*, 1998.
- *Quality of Life Indicators for Children and Families*, 1998.
- *What Works: After-School Learning and Safe Neighborhoods Partnerships Program*, 1998.

Institute for Research on Women and Families,
Center for California Studies,
California State University, Sacramento,
6000 J Street, Sacramento, CA 95819;
(916) 278-3793

- *Code Blue: Health Services for Children in Foster Care*. California Foster Children's Health Task Force, 1998.

Little Hoover Commission, 925 L Street,
Suite 805, Sacramento CA 95814;
(916) 445-2125

- *Now in Our Hands: Caring for California's Abused and Neglected Children*, 1999.

Los Angeles County Children's Planning Council,
Los Angeles, CA

- *Laying the Groundwork for Change, Los Angeles County's First Action Plan for its Children, Youth and Families*, 1998.

National Association of Social Workers,
Washington, DC

- *Outcomes Measurement in the Human Services: Cross-cutting Issues and Methods*. E. J. Mullen and J. L. Magnabosco (eds.), 1997.

National Council on Crime and Delinquency
(NCCD), 685 Market Street, Suite 620,
San Francisco, CA 94105

- *No Place to Hide: Understanding and Meeting the Needs of Girls in the California Juvenile Justice System*. Leslie Acoca and Kelly Dedel, 1998.
- *The Over-representation of Minority Youth in the California Juvenile Justice System*. James Austin, Juanita Dimas and David Steinhart, 1992.
- *Estimating the Prevalence of Juvenile Custody by Race and Gender*. Robert E. DeComo, 1998.

National Center on Service Integration
Clearinghouse, Falls Church, VA

- *Defining the Prize: From Agreed-upon Outcomes to Results-based Accountability*. Charles Bruner, 1997.

Office of Juvenile Justice and Delinquency
Prevention (OJJDP), U. S. Department of
Justice. Publications are available from the
National Center for Juvenile Justice,
710 Fifth Avenue, Pittsburgh, PA 15219;
(412) 227-6950

- *Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*, 1995.
- *Juvenile Offenders and Victims: A National Report*, 1995.
- *Implementing the Balanced and Restorative Justice Model*, 1998.

Other Organizations

Office of Criminal Justice Planning,
1130 K Street, LL60, Sacramento, CA
94814; (916) 324-9100. A California agency
which awards federal funds to qualified
applicants, usually through a competitive
process.

Internet Sources

The League of Women Voters of California
<http://ca.lww.org>

- *Juvenile Justice in California: Delinquency System*
- *Juvenile Justice in California Part II: Dependency System*

Little Hoover Commission
www.lhc.ca.gov/lhc.html

Educational Institutions and Research Centers
The Chapin Hall Center for Children at the
University of Chicago
www.chapin.uchicago.edu/

Child Welfare Research Center, University of
California, Berkeley
[http://cssr21.socwel.berkeley.edu/cwrc/
cwrcpro.html](http://cssr21.socwel.berkeley.edu/cwrc/cwrcpro.html)

Harvard Project on Effective Interventions
www.common-purpose.org

- Lisbeth Schorr's *Common Purpose*

National Data Archive on Child Abuse and
Neglect, Cornell University
www.ndacan.cornell.edu

University of Wisconsin, School of Social Work
<http://polygot.lss.wisc.edu/socwork/>

Federal Government

Office of Juvenile Justice and Delinquency
Prevention, Justice Information Center,
National Criminal Justice Reference
Service www.ncjrs.org

State of California

California Department of Health Services
www.dhs.cahwnet.gov

California Department of Mental Health
www.dmh.cahwnet.gov

California Department of Social Services
www.dss.cahwnet.gov

California Legislative Council
www.leginfo.ca.gov

Office of Criminal Justice Planning
www.ocjp.ca.gov/fund.html

Nonprofit Agencies and Foundations

Annie E. Casey Foundation
www.aecf.org/kidscount/

- *Kids Count Data Book*

Center for the Future of Children, The
David and Lucille Packard Foundation
www.futureofchildren.org

Center for Juvenile and Criminal Justice
www.cjcp.org

Child Trends, Inc. www.childtrends.org

Child Welfare League of America
www.cwla.org

Children Now www.childrennow.org

Children's Advocate News Magazine
www.4children.org/childadv.htm

Children's Defense Fund
www.childrensdefense.org

Children's Partnership
www.childrenspartnership.org

Foundation Consortium www.wwlc.org

Kellogg Foundation www.wkkf.org/

National Court Appointed Special Advocates
(CASA) Association www.casanet.org

Resources for Youth
www.preventviolence.org