

Coordinating Council on Juvenile Justice and Delinquency Prevention Quarterly Meeting

June 2, 2006

**Health and Human Services, Room 800
200 Independence Avenue, SW, Washington, DC 20201**

Abstract

At the June 2006 Quarterly Meeting of the Coordinating Council on Juvenile Justice and Delinquency Prevention (Council), representatives of Council member agencies continued to discuss ways to increase their level of coordination in 2006. Reports were made and discussed on: the Child and Family Service Reviews (CFSRs) implemented by the U.S. Department of Health and Human Services (HHS); Mentoring Coordination and Updates; and other federal coordination efforts.

Susan Orr, Associate Commissioner, Children's Bureau, HHS presented findings from the recent CFSRs and Mason Bishop, Deputy Assistant Secretary, Employment and Training Administration, U.S. Department of Labor, led the question and answer period. Harry Wilson, Associate Commissioner, Family and Youth Services Bureau, HHS, and Theresa Clower, Senior Policy Advisor, Corporation for National and Community Service and Executive Director of the Federal Mentoring Council, discussed the mentoring efforts being implemented throughout the United States. J. Robert Flores, Council Vice Chair and Administrator, Office of Juvenile Justice and Delinquency Prevention (OJJDP), spoke briefly about mapping as a program resources management tool.

Several attendees provided legislative and program updates on behalf of their agencies. Also, Robin Delany-Shabazz, Designated Federal Official, briefed the Council on two events now in the planning stages -- a Council planning retreat and a public/private symposium designed to share lessons learned by various Council members.

The next meeting will take place at U.S. Department of Justice on September 8, 2006.

Action Items

Action items emanating from the June 2006 meeting of the Council are as follows:

- Council members were encouraged to explore methods to build and sustain mentoring practices that could be effectively used in place of expensive programs.
- Council members were asked for their input and/or specific concerns about gangs as they affect each agency's areas of operation. They were also invited to look at OJJDP as a conduit to getting information or assisting with gang concerns, though

agencies being impacted in particular parts of the country may also directly contact the U.S. Attorneys covering the affected districts.

- Each member agency was asked to designate the person or persons who will serve as representative on the retreat and symposium planning teams. Agencies were asked to provide that information by June 9, 2006 to Ms. Delany-Shabazz.

All other comments, information, and questions may be directed to Ms. Delany-Shabazz, who may be reached through the contact function of the Council's Web site: www.juvenilecouncil.gov.

Meeting Summary

Call to Order

J. Robert Flores, Vice Chair, Coordinating Council; Administrator, Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice (DOJ)

Mr. Flores called the June 2 quarterly meeting of the Coordinating Council on Juvenile Justice and Delinquency Prevention to order and thanked HHS for hosting the meeting. Mr. Bishop introduced the Coordinating Council's host for this morning, Jerry Regier, Deputy Assistant Secretary for Human Services Policy, HHS.

Introduction to Alex Azar II, Director, DHHS

***Jerry Regier, Deputy Assistant Secretary for Human Services Policy
U.S. Department of Health and Human Services (HHS)***

Mr. Regier welcomed each member of the Council, recognized the collaboration among agencies, and acknowledged Robert Flores for the leadership he brings to the Council. He also welcomed the expert practitioner members, Bray Barnes, Larry Brendtro, and William Gibbons. He then introduced Alex Azar II, Deputy Secretary of HHS.

Alex Azar II is the Chief Operating Officer of the largest civilian department in the Federal government, HHS. The department has a budget of \$640 billion and more than 67,000 employees. He leads a number of initiatives at the department, including the fight against human trafficking, combating bioterrorism, and public health emergency preparedness. Deputy Secretary Azar was nominated by President Bush in April of 2005 and unanimously confirmed by the Senate as Deputy Secretary on July 22, 2005. From 2001 to 2005 he served as the General Counsel of HHS, and supervised approximately 21,000 administrative and federal court litigation matters. He and his 450 attorneys played a key role in the public health response to 9/11, and the subsequent anthrax attacks. The Deputy Secretary is a graduate of Dartmouth College and Yale Law School. He and his wife Jennifer have two children.

Opening Remarks

Alex Azar II, Deputy Secretary, HHS

The Deputy Secretary welcomed the Council members and extended Secretary Leavitt's regards and regrets that he could not attend the meeting because he was in New Orleans supervising preparedness for the coming hurricane season. He described some of HHS's activities to support youth in America, one of which relates to the hurricane season that disrupted the lives of millions of Americans in 2005, including vulnerable families and their children. One item from the Katrina's Lessons Learned Report was a tasking to HHS to help coordinate with other departments as well as state governments and non-governmental organizations in the development of a robust, comprehensive and integrated system to deliver human services to victims of disasters, including at-risk youth. Additionally, through the Substance Abuse and Mental Health Administration, HHS has been working with parents on the mental health complications of disasters, and

other ways that at-risk youth could be served in future disasters. This includes expanding eligibility so that youth and their families can access the services they need supporting temporary out-of-school programs, and thus provide youth with positive activities while schools are closed.

Deputy Secretary Azar also mentioned HHS's involvement, along with many of the other Council members, in supporting the First Lady's Helping America's Youth initiative. HHS's Administration for Children and Families adopted a leading role in planning the first regional conference for Helping America's Youth, to be held on June 5 and 6 in Indianapolis. With the Council and its agencies, HHS also played a strong role with the White House Task Force on Disadvantaged Youth. The department also provides a range of prevention and intervention services on physical violence, substance abuse, mental health, physical health, and human services such as the funding of runaway and homeless youth shelters and programs for refugee and unaccompanied alien children. Through its Medicaid program, HHS supports a number of programs that provide health care to disadvantaged young Americans. Through the National Institutes of Health, HHS supports a wide range of research on youth issues, such as the National Longitudinal Study on Adolescent Health and on topics such as adolescent brain development, mental health, and alcohol and drug abuse. HHS's Health Resources and Services Administration and Centers for Disease Control and Prevention have launched the National Initiative to Improve Adolescent Health by the year 2010. CDC also monitors risky behavior among youth, sponsors research into the causes and prevention of youth violence, and focuses on the primary prevention of violence. HHS's Indian Health Service has partnered with other agencies to address critical issues in the Native American communities involving substance abuse and youth suicide.

Deputy Secretary Azar recounted his personal visit to St. Lawrence Island last year in Alaska, where devastating numbers of young people are committing suicide. HHS is partnering with St. Lawrence on a comprehensive action plan to address such challenges as involving children in better, more productive activities, so as to put aside feelings of despair and hopelessness. The Deputy Secretary concluded by briefly introducing the HHS representatives that would be speaking at the day's meeting.

J. Robert Flores, Vice Chair, Coordinating Council; Administrator, Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice (DOJ)

Mr. Flores accepted the minutes for the March Coordinating Council Meeting as official and certified them as such. Mr. Flores underscored the importance of having the Secretaries or the Deputy Secretaries come for even a short period of time, maintaining that these are far from just cursory appearances. He said, "There are briefings. Their key staff want to know exactly why they're coming to the meeting, whether the meeting makes sense, whether it's justified in their schedule. They've probably got to rearrange their schedules to make it even if they are a substitute. All of that time is incredibly valuable."

Mr. Flores explained that he is often asked how involved the Secretaries and Deputy Secretaries are, and what they know about progress in the Juvenile Justice field. He said, “These meetings are a key opportunity for us, at the Council, to fill in any blanks and ensure that our concerns are on their radar. We need to make sure that those folks get the benefit of our knowledge.” He added that every week, the Secretaries’ or Deputy Secretaries’ Chiefs of Staff participate in a phone call to discuss key issues.

Mr. Flores referred to the Deputy Secretary’s visit to Alaska, as reinforcing the fact that leadership seizes the opportunity to meet, talk with, and deal on a very personal level with what’s going on around the country. He expressed his appreciation to Deputy Secretary Azar for having come and taken the time to show Council members that the issues they are grappling with are at the very forefront of his consideration.

Presentation on Child and Family Service Reviews

Susan Orr, Associate Commissioner, Children’s Bureau, HHS

J. Robert Flores introduced Dr. Susan Orr as “coming from a lifetime of work in this area.” He thanked HHS and the States for implementing the CFSRs, and said “that if we have children who are not getting services, children who are continually allowed to go without, whether that’s physical care, emotional care, or educational resources, then we should not be surprised if we see them later on in the juvenile justice system. Quite frankly, that’s not where we want to meet them the first time.”

Dr. Orr is Associate Commissioner of the Children’s Bureau in the Administration on Children, Youth, and Families, Administration for Children and Families, at HHS. Prior to joining the Bush Administration, she was senior director for marriage and family care at the Family Research Council, and director of the Center for Social Policy at the Reason Public Policy Institute. Dr. Orr previously served at the Administration on Children, Youth and Families during 1992-98. She was a special assistant to the commissioner and a child welfare program specialist at the National Center on Child Abuse and Neglect.

Dr. Orr reviewed the purpose of the CFSRs as a comprehensive review which determines States’ conformity with titles IV-B and IV-E of the Social Security Act, and which has a budget of just under eight billion dollars. HHS actually pulls case samples in every State and interviews “everyone whose hands touch the child.” This provides a hands-on, ground-level experience of what life is like either in a child’s CPS case, where they are not in foster care, or in the foster care system itself. The mission of the CFSRs is to make sure there are family-centered practices, community-based services, and individualized services to child and family.

Among the findings were that family-centered practices proved proficient at working with mothers, significantly less so at working with the fathers on assessing the needs of the fathers or the fathers’ relatives regarding placement in care. Every child welfare agency has prevention as a goal, but the findings showed significantly poorer casework and service-driven assessment for in-home cases.

In 20 States, children in foster care experienced multiple school moves. 24 States had inconsistent mental health assessments, particularly regarding teen years. 13 States had a problem in conducting adequate, timely health assessments. 21 States had foster care placement based on availability, rather than matching the children's needs. Dr. Orr said that there were pockets of excellence in virtually every State, but in rural areas, placement is driven by availability, rather than by need. This translates into permanency outcomes; the child who moves several times is more likely to have problems later in life. The key to positive permanency outcomes is individualized service, individualized assessment, and moving the child out of foster care, the purpose of which is temporary.

CFSRs clearly identified the need for: diversified service array and effective partnerships with other agencies; cross-training among agencies to standardize language used; inclusion in the quality assurance processes; and development of youth advisory boards. In every review implemented, two shared problems were holding permanency hearings in a timely manner and involving courts from the very beginning to ensure that they are working toward quicker adoption practices. In addition, a favorable outcome of CFSRs was that they received \$20 million dollars in court improvement money from the Deficit Reduction Act to improve case tracking in child welfare cases in the courts, and also to train judges, attorneys and other participants in child welfare cases. Dr. Orr added that there is still much to do before the system will be where it needs to be.

Dr. Orr introduced Mason Bishop, Deputy Assistant Secretary, Employment and Training Administration, Department of Labor to talk about how DOL is successfully working across federal agencies to help disadvantaged youth

Mr. Bishop said that the key challenge in working across federal agencies is not always the need for more money, but rather to closely examine the billions of dollars already received in appropriations and tracking where those monies are going, what they are going for, and who they are helping. DOL receives roughly a billion dollars a year to serve youth, and has spent the last three years, as a result of the White House Task Force Report on Disadvantaged Youth, at efforts to refocus investments on three critical areas: dropout problems, juvenile justice and court involved youth, and foster care youth. DOL organized three youth forums across the country to bring people from various systems in the State and local levels together, many of whom had never communicated before. DOL has embarked on a very aggressive effort across the federal agencies to connect various systems, not only at the federal level, but also at the State and local levels.

***Discussion: Import and Implications for Council Member Agencies
Mason Bishop, Deputy Assistant Secretary, Employment and Training Administration,
Department of Labor, Moderator***

Mason Bishop raised as the first topic for discussion the following question: what are the outcome measures for these efforts and what kind of data do agencies track? DOL has tried to simplify their measures, which center around employment and educational attainment. A key effort in the renegotiation process is to provide comprehensive follow-up reports that demonstrate service to the intended target populations.

J. Robert Flores asked Deborah Price, Assistant Deputy Secretary, U.S. Department of Education (DOE) if DOE has studied and/or has statistics on the number of foster children who miss school because they are moving from one district to another. What is the impact, either on test scores or the program, of the failure of the foster system to make sure children are in school? Ms. Price replied that another DOE department would handle that question, but that when schools have annual tests, they must have 85% attendance rates, and so the absence of foster children in school, does, in fact, affect state testing results. Mr. Flores suggested that Ms. Price may want to share that concern with colleagues at DOE and noted it is a topic of discussion among juvenile and family court judges. At a conference two years ago, California lost almost a billion dollars in Title I funding from the DOE as a result of foster children's absence from school. OJJDP is encouraging judges to determine ways to better partner with superintendents of schools and the HHS regional people.

Mr. Flores suggested that the Council might examine, from the family unit perspective, which services they are entitled to receive and, subsequently, which they are actually receiving. He proposed that the Council might target a community or a small series of communities to test-pilot this issue to determine if assistance is reaching those who are most in need.

Harry Wilson, Associate Commissioner, Family and Youth Services Bureau (HHS), said that some places measure how many adults a youth is connected to. In one of the more progressive areas of mentoring in the nation, youths choose their own mentors and those who "seem the most hopeless" often identify 2 or 3 people in their lives with whom they do connect. "When people actually approach the individuals suggested to be mentors," he explained, "they rarely have to go to number two. We always think about the services we need to provide for a kid, and sometimes the kid has the answer."

A question from the audience was, "tell us more about juvenile justice involvement in the workforce and the impact of budget cuts in this area." Robert Flores responded that OJJDP is now examining as a candidate for job training not only the average youth in a juvenile facility or at risk of entering a juvenile facility, but also gang-involved youth. In the past, Juvenile Justice assumed its population would not be eligible for job training monies, but now recognizes that the job training budget is available to them and that they in fact do have access to those dollars. In the past, youth in the system have been told, "If you've been arrested or expelled from school, you're not eligible for a job training program." Mr. Flores says he's encouraged because for the first time he feels that OJJDP has a place at the labor and job training table. In this regard, Mr. Bishop discussed the importance and the necessity of a post-secondary education for all youth.

Presentation on Mentoring: Coordination and Updates

*Harry Wilson, Associate Commissioner, Family and Youth Services Bureau (HHS)
Theresa Clower, Senior Policy Advisor and Executive Director, Mentoring Council,
Corporation for National and Community Service
Mason Bishop, Department of Labor*

Mr. Wilson updated the Council on the Mentoring Children of Prisoners program that HHS runs at the Family Youth Services Bureau (FYSB). In 2002, the President brought mentoring children of prisoners to the attention of the public, and in 2003 he proposed that they spend \$150 million over the next three years to provide mentors in the lives of children who, if they are not mentored, are seven times more likely to go to prison than a regular child who does not have this parental situation in their lives. This is also in alignment with the First Lady's *Helping America's Youth* initiative where children who are connected with schools, communities, families, or caring adults are more likely to succeed than those who are not connected. Challenges of this program stem from the different "languages" spoken by the different agencies; it often is difficult to determine what programs agencies have in common in order to deliver a better result for children. Over 200 programs have been funded nationwide. Recently, vouchers have been distributed to families so they can access one of the 4,100 mentoring programs in the nation and interact with mentoring programs that are closer to their homes. The program required more capacity building than was originally thought. Although it is on a trajectory to reach the goals Congress established, growth is exponential. Close to 30,000 children have been mentored in the past two years. One major success has been tremendous visibility on the issue of mentoring.

Harry Wilson introduced Theresa Clower. Most recently, she was Executive Director of the Delaware Mentoring Council, a statewide organization that promotes advocating mentoring of youth. While she was in Delaware, the program more than tripled in resources in the nine years she ran it.

The Federal Mentoring Council (FMC) was established in order to "do mentoring smarter." The FMC's first meeting will be held July 20. They have also established a national mentoring working group comprised of practitioners, nonprofits, and other leaders around the country who will provide vision and their experience on the frontlines.

Mentoring is a key part of the Corporation for National and Community Service's (CNCS) strategic plan, in particular related to helping disadvantaged youth. Their goal is to achieve 3 million additional mentoring pairs by 2010. Currently there are about 15 million children who need mentors. CNCS is working with HHS on a foster care initiative whereby they place an Americorps VISTA member in HHS to coordinate mentoring programs, and in this particular case, aging out kids. They are testing the model in three states. They are also researching the process of children finding their own mentors, and whether or not this can be a successful strategy.

On May 3, a conference on mentoring was held in Washington, DC. MENTOR released a 21-step action plan for bridging the gap between the number of kids who have mentors and those in need. They also released the National Agenda on Mentoring, which can be found on www.mentor.org, and two research pieces: *Mentoring in America, 2001 A Snapshot of the Current State of Mentoring*, which indicated that there has been a 20 percent increase in the number of mentoring matches within the last three years; and "Volunteers Mentoring Youth: Implications for Closing the Mentoring Gap. Findings

included that 43 percent of volunteers engaged in mentoring serve in religious organizations, and 59 percent of volunteers that mentor work full time.

Mason Bishop led a brief discussion on service-centered mentoring strategies. He described the Prisoner Re-entry Initiative, which helps both adults and youth coming out of prison to gain better access to employment. This effort embeds mentoring as part of the service delivery provided as an individual moves toward access to education, job training, and stable employment.

A Coordinating Council member described a program in which three housing authorities have applied for and received grants from HUD in collaboration with their faith-based office to start a mentoring effort. DOE has specific, three-year mentoring grants to middle school students (4th through 8th grade) for school-based mentoring in partnership with a community organization. Harry Wilson described Youth Challenge, a National Guard program at 30 sites around the country in which disenfranchised kids choose their own mentors, mentors are trained, and then spend a year in the community working with those kids, some but not all of whom go directly into the National Guard. The issue of informal mentoring versus a formal mentoring program was noted, as was the idea that in more rural, less populated areas, informal mentoring relationships between children and extended family members may be particularly significant. Many youth-serving organizations such as the Boy and Girl Scouts, Big Brothers and Sisters, 4-H Clubs and various Girls and Boys clubs also have mentoring programs in place.

J. Robert Flores made the following presentations:

He presented certificates to Jerry Regier, Deputy Assistant Secretary for Human Services Policy, DHHS; Lisa Trivits, Research and Policy Analyst, Division of Children and Youth Policy, DHHS; and Martha Moorehouse, Director, Children of Youth Division, DHHS; in appreciation for the work associated with planning and sponsoring the meeting.

Announcements by Council Members and Other Business

Mason Bishop, DOL announced the Workforce Investment Act Reauthorization. DOL is: 1) trying to get more flexibility into the States in return for streamlined accountability; 2) trying to streamline what DOL believes is a very infrastructure-heavy bureaucratic system in order to 3) get more money into the hands of people for training. DOL's latest initiative around reauthorization is the Career Advancement Account for at-risk youth, dislocated workers, and unemployed adults which grants access to post-secondary education and training. Another development is the transfer of the Youth Bill Program from HUD to DOL. This is expected to occur in the coming year.

Harry Wilson, HHS, discussed the Safe and Stable Family Reauthorization, part of which is the Mentoring Children and Prisoners Program. There are both House and Senate bills to be introduced including the Basic Court Improvement Program which provides monies to states to improve their processes for handling child abuse and neglect cases.

At DOE, the No Child Left Behind Initiative is not yet up for reauthorization.

Randy Muck, Lead Public Health Advisor/Team Leader, Adolescent Programs, Center for Substance Abuse Treatment, Substance Abuse and Mental Health Services Administration (SAMHSA), noted that the area with the most progress to date is the one working on developing policy academies for tribal authorities. In addition, SAMHSA has started a joint meeting on adolescent treatment effectiveness with NIAAA, NIDA, the Robert Wood Johnson Foundation and others. They will include justice agencies in the coming year. At the second meeting, there were over 700 participants from the community-based setting and research-based setting, and international involvement from the public health systems of Sweden, Belgium, and Nigeria.

Phelan Wyrick, Gang Program Coordinator, OJJDP presented a brief update on the new Attorney General's anti-gang initiative. The Attorney General's Anti-Gang initiative will build on the effective partnerships and strategies developed through the Project Safe Neighborhoods (PSN) program by dedicating approximately \$30 million in grant funding to support PSN anti-gang enforcement and prevention efforts and to provide training and technical assistance. The Attorney General's strategy is twofold: First, prioritize prevention programs to provide America's youth and offenders returning to the community with opportunities that help them resist gang involvement; and second, ensure robust enforcement policies when gang-related violence does occur. He has asked each of the 93 U.S. Attorneys across the Nation to designate a single anti-gang coordinator within that office to identify and assess the gang activity occurring in their district and begin to work to coordinate anti-gang efforts across the full spectrum of prevention, through enforcement and reentry. Each U.S. Attorney has been asked to host a gang prevention summit some time this year. In addition, comprehensive anti-gang initiatives will be piloted in six locations: Los Angeles, CA; Tampa, FL; Cleveland, OH; Dallas/Ft. Worth, TX; Milwaukee, WI; and the "222 Corridor" that stretches from Easton to Lancaster, PA, near Philadelphia. Finally, the Office of Community Oriented Policing Services (COPS), in partnership with the Office of Juvenile Justice and Delinquency Prevention (OJJDP), hosted a two-part web cast and satellite broadcast titled "Preventing Gangs in Our Communities." The web casts are available for online viewing at www.DOJconnect.com.

J. Robert Flores also discussed Project Safe Childhood, which focuses on Internet safety and related abuse and exploitation that is the result of Internet crimes against children. He described the Internet Crimes Against Children task forces administered by OJJDP. Task forces are made up of Federal, State and local law enforcement, with a stepped-up level of involvement by U.S. Attorneys. Also announced was the Project Safe Childhood Initiative, which is designed to strengthen OJJDP's collaborations with other Federal agencies in areas such as child exploitation, prostitution, and trafficking-in-persons.

Presentation on Mapping

J. Robert Flores, Vice Chair, Coordinating Council; Administrator, Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice (DOJ)

J. Robert Flores delivered a brief presentation on how mapping can be used as an effective management tool to determine if the resources being committed to a program are actually going to the neighborhoods and communities that need it the most. OJJDP is utilizing a Community Disadvantage Index to examine a particular state and identify by census tract the level of community disadvantage. The end goal is that the mapping tool will be available not only to government officials and program managers, but also to people in the community. OJJDP will continue to expand the use of mapping and will continue to approach Council members for relevant data in this regard.

J. Robert Flores made the following presentation:

He recognized Daryel Dunston and Francesca Stern, Lockheed Martin Information Technology/Aspen Systems for their excellent service in supporting the coordinating Council meetings.

Administrative Announcements

Robin Delany-Shabazz, Designated Federal Official for the Council

Ms. Delany-Shabazz announced that the Council will look at establishing a mechanism to help track legislative activity as it is updated. She also reminded members that a meeting of the planning team will be held in the afternoon to develop a Council planning retreat and consider a symposium which brings together public and private agencies that have experience working with localities through community development efforts. The purpose of the symposium is three fold: 1) to share lessons on funding and assisting systems change/comprehensive community efforts; 2) to establish a database of TA providers and/or systems change initiatives; and 3) to establish a mechanism for coordinating TA to leverage assistance provided local jurisdictions by multiple funders. Both events are expected to be collaborations, and the Council will work hard to develop a series of events that reflects perspectives from partner agencies and practitioners. She asked that Council members complete the evaluation form in the packet and return it to staff at the end of the meeting.

Adjournment

J. Robert Flores

Mr. Flores announced that the next Council meeting will be held on September 8, 2006, and will be hosted by DOJ.

Reminder to Council planning team members: A working meeting will be held in the afternoon following the public quarterly meeting.

Mr. Flores thanked Council members and guests for attending and adjourned the meeting at 12:30 p.m.

Coordinating Council on Juvenile Justice and Delinquency Prevention
Quarterly Meeting
Friday, June 2, 2006

U.S. Department of Health and Human Resources

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