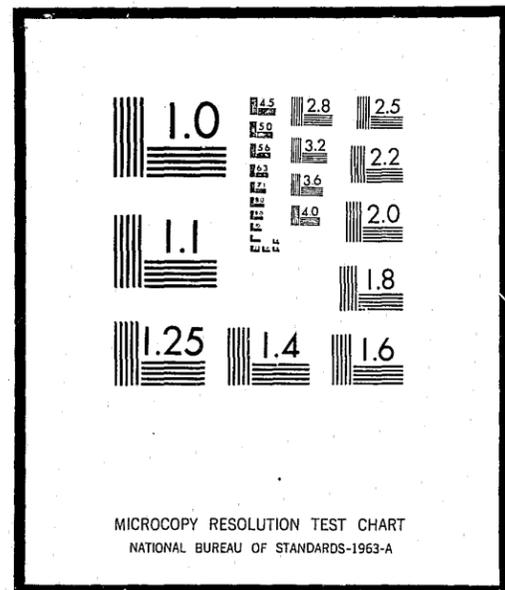


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Missouri -
JUVENILE JUSTICE MANPOWER STUDY

Committee on Manpower
Juvenile Delinquency Task Force
Missouri Law Enforcement Assistance Council
and
School of Social and Community Services
University of Missouri-Columbia

PREFACE

A study of personnel and personnel practices in forty-four jurisdictions, their various sub-divisions, numerous colleges and universities, voluntary organizations and associations obviously requires the cooperation and assistance of many persons. The research team which produced this study would be remiss if it did not acknowledge the generally outstanding cooperation provided throughout the state. Particular mention should be made of Mr. Dean Askeland, Mr. Sam Bernstein, Mr. Don Jones, and Mr. Fred McDaniels, for their agencies carried the largest burden, yet cooperated the fullest.

As in all of the Task Force's undertakings, the Juvenile Delinquency Section staff has been outstanding. Our gratitude to Ron Larkin, Nancy Griggs, and Mary Schaefer. Consultation in developing the format and design of the study was provided by Charles Mann and Ray Manella.

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ABSTRACT

The purpose of this study is to define certain manpower characteristics of the public juvenile justice system in Missouri. Data from colleges and universities, judges, administrators, and all levels of employees were collated to formulate conclusions and recommendations to the Manpower Committee, the Task Force on Juvenile Delinquency, and the Law Enforcement Assistance Council. The finding may also be of use to judges, program administrators, and legislative bodies in developing and/or modifying personnel practices and provisions.

In summary, the major findings are these:

- a. There is no uniform data base upon which to build sound juvenile programs in this state.
- b. Compensation of personnel in the juvenile justice system lags far behind other comparable human services fields.
- c. Staff turnover is exceptionally high and most staff are young and inexperienced.
- d. Minority hiring is better in juvenile justice than in most areas of public service.
- e. Missouri colleges and universities are not preparing students for this field.
- f. Some excellent in-service training programs exist but not all personnel receive necessary pre-service and on-going instruction; no statewide training or qualification standards specific to this field exist.
- g. While juvenile delinquency is projected to continue its current pattern of growth, new and innovative approaches are most customarily being attempted and the old institutionalization pattern is being broken.
- h. Volunteers are both under-used and miss-used; training, supervision, and appropriate task assignment is deficient throughout the system; the potential for volunteers services is substantial.

All of these areas can be addressed by the sponsoring organization but many will require enabling legislation as well as funds. However, several crucial areas require not funds, nor laws, but leadership.

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INDEX

Preface	i
Abstract	ii
Manpower Committee	iv
Index	v

SECTION I

Introduction	1
Goals	2
Methodology	2

SECTION II

Training Institutions	5
Professional Organizations	5
Inter-Agency Resources	7

SECTION III

Employee Survey Data	13
----------------------	----

SECTION IV

Field Services Data	18
Group Home Data	23
Institution Data	28
Police Data	34
Volunteer Data	39

SECTION V

Judges' Interviews	43
Administrators' Interviews	43

SECTION VI

Summary Recommendations	48
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SECTION I

Introduction
Goals
Methodology

Introduction

The following study of manpower and training in the Juvenile Justice system of Missouri has been conducted by staff of the University of Missouri-Columbia, School of Social Work under grant of the Missouri Law Enforcement Assistance Council. Direction for the study has come from the Task Force on Juvenile Delinquency, Manpower Committee, Mr. W.P. Metzner, Chairman.

The need for an elementary state wide data base for making personnel decisions has been recognized by administrators of juvenile delinquency prevention and treatment programs for some time. In 1971, the Missouri Juvenile Officers Association gathered some comparative data in out-state areas and various jurisdiction, through their personnel sections, compiled salary and training figures but no data for comprehensive planning has been generally available. As a consequence, the Task Force on Juvenile Delinquency in its report, Juvenile Justice In Missouri, (November, 1972) recommended that a full assessment of Manpower needs be undertaken. The Manpower Committee was formed and charged with carrying out this task, providing the Task Force with action recommendations and indications of priority areas for use of Law Enforcement Assistance Administration monies in upgrading personnel in juvenile programs. After some preliminary analysis the Committee agreed to commission a study of public juvenile justice services to provide it with a beginning data bank upon which to draw in formulating its recommendations.

This project, begun in June, 1973, is the outcome of that decision.

Project Goals

The Manpower Committee and project staff agreed initially that while data relating to all personnel working with juvenile in Missouri would be desirable, it would be methodologically and logistically unfeasible to attempt such a study at this time. Consequently, a specifically defined set of objectives were determined to provide parameters for this project. They are as follows:

1. To enumerate the personnel in public systems charged with handling the legally identified delinquent child.
2. To define the number by sector of the juvenile justice system in which they are employed, the type of locality, and job title.
3. To determine the number, education, compensation, and tenure of their personnel.
4. To begin defining functions in the juvenile justice system and to whom those functions are customarily assigned.
5. To catalogue the type, content, and extent of formal training programs currently in operation and to whom they are addressed.
6. Based upon a synthesis of the foregoing objectives, develop draft recommendations for the Manpower Committee's consideration.

Methodology

Consistent with the goals of the project, the study process was divided into three inter-related but distinct segments. Part I was an analysis of educational and training resources which address foundation, pre-service, or in-service training for juvenile justice personnel. To develop data for this section, project staff interviewed faculty and examined curricular offering at forty-four colleges and universities in Missouri, executive directors of professional associations which purport to train personnel for human services, and agency training directors

where such exist in Missouri. Part II addressed the objective employee data. To implement this section of the study a series of pre-coded instruments were developed and mailed to agencies with a cover letter explaining the purpose of the study. One universal questionnaire was distributed to all personnel identified as having direct professional treatment and/or control responsibility for identified delinquents. Other instruments were designed for administrative personnel, including field services administrators, group home directors, institution superintendents, and police chiefs. At least partial response was obtained from all but four circuits. Overall response rate, 71.3%, was exceptional for mailed instruments, particularly ones of this complexity. While returns do not lend themselves to discrete numerical statements for the universe, they are sufficient to define trend and base projections upon.

Part III of the study process was designed to sample opinion, sentiment, and concern which do not lend themselves to instruments. For this purpose, thirty juvenile delinquency program administrators and judges were selected for interviews. A twelve item schedule was developed and interviewees were chosen to insure geographical representation in relation to rates of officially identified delinquency. With one exception, cooperation was excellent and the results were well worth the additional project time required to complete this section.

The potential for differential correlation of data gathered in this study is almost endless. In the following sections, each of the data sources will be addressed independently and basic data reproduced in simple tabular display and percentage form. Commonalities will be

addressed in the Summary section of this report. Since most of the data units in this study are on card storage, specific item analysis can be accomplished as additional interest and/or need dictate.

SECTION II

Training Institution
Professional Organizations
Inter-Agency Resources

Training Institutions and Organizations

The results of interviews with chairpersons of administration of justice, sociology, social work, and related departments indicate clearly that higher education of personnel for the juvenile justice area is of very low priority.* Twenty-three institutions have some program which they identify as designed to provide advanced training/education for either staff currently employed in the justice field or wishing to make that field their professional career. Excluded is post-graduate education in related disciplines. Table I shows that 6,088 individuals were enrolled in college/university conducted training in the academic year 1972-73. Of that number, 178 or 2.9% could be identified as employed in or planning on careers in juvenile justice. No programs defined such personnel categories as deputy juvenile officers, cottage parent/group living staff, police juvenile officers as primary targets. This is further reflected in the curricula where usually the only specific course content required in either Associate of Arts or Bachelor's sequence is a survey course entitled "Juvenile Delinquency." In some programs an additional course in adolescence is available as an elective. One program requires six credit hours in juvenile justice area, the others, two to three.

Supervised field experience of any kind is required in only five schools other than those offering a Bachelor of Social Work degree where such practicum is required as a component of accreditation. The use of agencies specifically dealing with juveniles is notably absent from those listed.

*See attached Table on Colleges/Universities with A.O.J. Training Programs.

Perhaps as revealing as any of the data collected were the comments, and concepts of chairperson about training for the juvenile field. The administrator of one of the major educational programs in administration of justice at first referred the interviewer to the sociology department because "they teach the courses about children." This mentality of excluding the juvenile delinquency area from administration of justice was so commonly encountered in educational institutions that some explanation was sought. Many hypotheses were put forward but the most promising seems to be in analysis of faculty backgrounds. Faculty appear to be drawn from two primary fields, classic criminology and police service. Many of the criminologists lack any practice experience and the typical police scientist is, in fact, a retired police administrator. Neither by formal training or background has usually had much contact with juvenile justice so where the subject is considered, the emphasis is on the legal aspects with little attention given to etiology or treatment.

One last implication to be drawn from the data in Table I has to do with financial support of these academic programs. Seventy-eight percent of the educational institutions depend, for major support of the program, on either school administered Law Enforcement Education Program funds or on Action grants from the Law Enforcement Assistance Council. The stability and permanence of these programs, should these sources of support be reduced or curtailed, is questionable, particularly in the case of the smaller schools and private institutions where an administration of justice curriculum has not been fully integrated into the college program. To develop manpower plans based on the current twenty-three programs as feeders or next for in-service training would be dangerous.

A second type of training resource examined in this segment of the study was the offerings of professional associations and organizations to which personnel in juvenile justice belong or have access.

The Missouri Juvenile Officers Association has always had training of its members as an objective but until the past two years its activities have been sparse. Under MLEAC funding a full-time executive was employed in 1972 and an active training committee formed. As a condition of the Association funding, it is required to offer four training institutes each year. In addition it has served as a channel for MLEAC funded institutes for juvenile workers. Attendance at sponsored or co-sponsored workshops run between 40-60, only a small proportion of the membership. Out-state circuits which have no other training programs have been the most active and have benefited most. In fact, as is detailed in Section II, without this resource, many of the juvenile and deputy juvenile officers outside the metropolitan area would have none. Association does not provide indoctrination and orientation training for new court employees nor does it attempt to present a systematic or developmental curriculum of training for its members. Topics are determined by current interest, availability of resources, and work pressures. Because attendance is voluntary, special attention to maintenance factors is required, such as location and accommodations.

The recently organized Missouri Police Juvenile Officer Association offers some potential invarious manpower activities including recruitment, standard setting and training. However, this group is still small and though affiliated with the national parent group, primarily confined to the St. Louis area. As more law enforcement officers are designated

as police juvenile officer and it becomes recognized as an enforcement specialty in this state, the impact of this organization can be substantial.

Other professional associations such as Missouri Corrections Association, National Association of Social Workers, etc. appear to focus little attention on juvenile justice and do not actively seek membership in this employment category. Custodial and group living staff are outside all the organized groups.

A third potential training resource examined was agency staff development programs. At least three formalized programs exist in the metropolitan circuits in addition to training programs of the State Board of Training Schools. St. Louis City, St. Louis County, and Jackson County all have both pre-service institutes for indoctrination and orientation of new employees and on-going in-service components. The Jackson County training unit has the most fully developed curriculum carried out by a specifically designated training cadre. All three receive LEAA funds to underwrite part of the cost of their programs.

Of particular significance in this category is that all three jurisdictions have indicated that their training programs are available to personnel of other agencies. However, when analysis is made of who avails themselves of this free resource, the Division of Welfare is the major beneficiary followed by area police departments. Rural circuits which desperately need formalized staff training have not used this resource, even when a specific invitation has been offered. Certainly some of this failure has been due to lack of communication and

no specific medium for such training information. But in major measure, what is reflected here is the traditional feeling that the "cities don't know our problems." Also, although all three metropolitan jurisdictions have programs, there is little uniformity among them. In discussing training content with administrators, both urban and rural, there seems to be no real consensus about the functions of juvenile justice personnel, or at least the priority of those functions. This particularly true for the deputy juvenile officer category but also shows up in discussion of group home and institution personnel. Without some degree of consensus, planning of cooperative training programs is futile.

COLLEGES/UNIVERSITIES WITH A.O.J. TRAINING PROGRAMS

10

Institution	Degree	Juvenile Justice Related Program	Ext. Offer	Trainers Qualification	Target Pop.	Number Enrolled 1972-73	Projected 1973-74	Employed in Juvenile	Funding Source
Central Mo. State Univ.	A.A. M.S.	X		M.S. & Ph.D.	Police, Students	600	700	70	LEEP
Crowder Jr. College	A.A.			M.S.	Students	3	3	0	--
Drury College	B.S.			Ph.D. & L.L.B.	Police	120	110	0	LEEP
Hannibal La Grange	A.A.			J.O. & F.B.I.	Students	*	*	*	LEEP
*Program Began 9/73									
Lincoln Univ.	A.A. B.S.			B.S. & M.S.	Police, Students	150	150	0	LEAA
Jr. College Dist.-St. Louis	A.A.			Not Specified	Police, Students	2,427	2,500	0	LEEP
Maryville College	B.A.			Ph.D. & M.S.	Police, Students	65	150	1	LEAA
Metropolitan Jr. College Kansas City	A.A.			M.S. & Ph.D.	Police, Students	335	330	0	LEEP
Mineral Area College			Cert.	-----	Police	30	30	0	LEAA
Missouri Southern		X			Police	70	70	1	LEEP
Missouri Western	B.S.W.			M.S.W.	Students	90	80	10	707 Manpower

COLLEGES/UNIVERSITIES WITH A.O.J. TRAINING PROGRAMS (CONT.)

11

Institution	Degree	Juvenile Justice Related Program	Ext.	Offer	Trainers Qualification	Target Pop.	Number Enrolled 1972-73	*Projected 1973-74	Employed in Juvenile	Funding Source
Northeast Mo. State Univ.	A.A. B.S.	X		Cert.	Ph.D. & M.S.	Students, Police	475	N/R	94	LEAA
Park College	B.S.W.				M.S.W.	Students	50	75	INA	Educa. Opp. Grant
St. Louis Univ.	A.A.				I.N.A.	Students, Police	*	*	*	LEEP
*Program Began 9/73										
Southeast Mo. State	A.A. B.S.	X			M.S. & Ph.D.	Police, Students	35	70	10	LEAA
Tarkio College	B.S.W.				M.S.W.	Student	25	30	0	--
Rockhurst College	B.A.				M.S.	Police, Students	23	35	0	LEEP
Univ. of Mo. Columbia		X			B.A.	Police	1,200	1,200	0	LEAA
Univ. of Mo. Kansas City				Cert.	M.S.W.	Students	15	15	1	LEEP
Univ. of Mo. St. Louis	B.S.	X			Ph.D. & M.S.	Police, Students	325	400	INA	LEEP
Webster College				Cert.	INA	Police	*	*	*	LEEP
*Program Began 9/73										

COLLEGES/UNIVERSITIES WITH A.O.J. TRAINING PROGRAMS (CONT.)

12

Institution	Degree	Juvenile Justice Related Program		Trainers	Target Pop.	Number Enrolled 1972-73	Projected 1973-74	Employed in Juvenile	Funding Source
		Ext.	Offer						
Westminister College	B.S.W.			M.S.W. & Ph.D.	Students	30	30	1	LEAA
William Woods College	B.A.			M.S.	Students	20	20	INA	--

SECTION III

Employee Survey Data

Employee Survey Data

Individual questionnaires to obtain basic demographic data were sent of distributed through the agency mailing systems to each employee who has direct contact with delinquent youth in a professional capacity. By this definition we excluded maintenance personnel, clerical help, etc., from the distribution. A total of 566 usable returns were gathered. Eight-seven instruments could not be used. Because the questionnaire was anonymous, no follow-up with incompletes was possible. Returns were provided by all major units of the State Board of Training Schools and thirty-one of the forty-three judicial circuits. Best figures available list 823 persons in the job categories surveyed and returns were provided by 80.6%, an astounding figure for a mailed instrument. Questionnaires representing 68.8% of this work force have been combined in the following tables to give an overall picture of the characteristics of personnel in the juvenile justice system. Specific sections dealing with field services, group home, and institution staff appear in next part of this report.

The distribution of staff by job category is as follows:

Field Services		Institution		Group Home	
Administrator		Administrator	10	Administrator	4
Supervisor	25	Supervisor	39	Supervisor	5
Deputy Juvenile Officer	141	Case Worker	76	Case Worker	8
After Care Officer	38	Teacher	46	Teacher	0
		Group Living	67	Group Parent	31

Field Services		Institution		Group Home	
Support Staff	18	Custody	15	Special Service	5
Legal Staff	3	Psychologist	2		
		Psychiatrist	0		
		Recreation Specialist	8		
		Nurse	1		
TOTAL	249		264		53

The gradual shift away from institution care as the treatment of choice is demonstrated by these figures. The non-reporting jurisdictions would further raise the field services component in a final, overall count. A further breakdown of job category by type of agency is found in the following tables:

Circuit Court Staff Distribution: by Job Category

Field Services		Institution		Group Home	
Administrator	23	Administrator	7	Administrator	1
Supervisor	21	Supervisor	21	Supervisor	3
Deputy Juvenile Officer	141	Caseworker	32	Case Worker	3
After Care Officer	4	Teacher	0	Teacher	0
Support Staff	18	Group Living	27	Group Parent	6
Legal Staff	3	Custody	4	Special Service	4
		Psychologist	2		
		Psychiatrist	0		
		Recreation Specialist	4		
		Nurse	0		
TOTAL	210		97		17

State Staff Distribution: by Job Category

Field Service		Institution		Group Home	
Administrator	1	Administrator	3	Administrator	3
Supervisor	4	Supervisor	18	Supervisor	2
Deputy Juvenile Officer	0	Case Worker	44	Case Worker	5
After Care Officer	34	Teacher	46	Teacher	0
Support Staff	0	Group Living	40	Group Parent	25
Legal Staff	0	Custody	11	Special Service	1
		Psychologist	0		
		Psychiatrist	0		
		Recreation Specialist	4		
		Nurse	1		
TOTAL	39		167		36

The old dicotomy of circuit operated services as "probation" and State Board program as "institution" is still true but a greater diversity of roles is evident, in these data. Thirty-one percent of the SBTS staff is now employed outside traditional institution settings, and projection noted in the following section of this report indicate that trend will continue and grow. The relatively small number of custody and group living staff in institutions is accounted for by reclassification of positions and a major change in function which has occurred in the past two years. The job category here called "caseworker" is actually that of "correctional counselor," and is a combination of traditional caseworker roles, specific group work techniques, and functions of maintenance formerly performed by cottage parents or group living staff. This trend toward concentration of roles has been evident in institutional care

in all fields for the past ten years and appears to be the model now being adopted in juvenile institutions. Custody and group living use to be categories in which part-time employment was a major factor. However, in this survey, only 8% of the total staff are less than full-time, and most of these are special service or education staff.

Fourty-two percent of the employees are women and are found in almost every job category and agency type. House-mother still accounts for the largest single category.

Age distribution of staff is as follows:

20-29 years=	282
30-39 years=	96
40-49 years=	75
50-59 years=	76
60-65 years=	22
not reported=	15
	<hr/>
	566

Juvenile justice personnel, as a group, are young. Employees under 25 years old make up 33% of the work force, under 30 years old, 51.2%. This is a reflection of both program expansion and high turnover rates.

Minority employment is relatively high for public agencies in Missouri, 24.6%, the vast majority of whom are blacks.

The mean educational achievement of staff surveyed is 14.9 years and only 7% have less than a high school diploma, a significant change over the pattern noted in institution staff eight years ago in the Children's Bureau Study. Fifty-seven point six percent of the employees

have at least a bachelor's degree which sounds impressive until one examines the job categories and realizes that such background would be considered minimum standard for 70% of the positions listed.

Staffing turnover alluded to above can best be demonstrated by the following table:

	<u>Work Experience</u>	
	<u>Current Position</u>	<u>Juvenile Justice</u>
less than 1 year	190	158
1-2 years	139	135
3-4 years	88	96
5-6 years	48	59
7-10 years	50	46
11-15 years	37	46
16-20 years	8	12
21 years and over	6	13

A startling 27.9% have less than one year work experience in juvenile justice and over half (51.8%) have less than two years. Only 41.9% have been in their current position more than two years. The combination of these factors points to problems of both retention and staff training. Not only is there a rapid influx of new persons, but staff are changing functions or being promoted before traditional learn-by-doing methods of training can be effective.

The preponderance of more experienced staff are institutional employees of the State Board of Training Schools. Circuit staff, particularly field and group living staff are the younger and least experienced as a group.

SECTION IV

Field Services Data
Group Home Data
Institution Data
Police Data
Volunteer Data

Field Services Data

The largest single component of professional staff in juvenile justice is found in that program which generally is referred to as field services encompassing non-institutional based community supervision and treatment of delinquent children and their families. Eighteen jurisdictions exist in which there are four or more professional employees and the administrator or chief juvenile officer of each was asked for data as a basis for formulating some generalizations about manpower needs in this area. Fourteen, including all of the larger circuits and the state system responded to the inquiry and from them, the follow tables and tentative conclusions are drawn.

Administrators were asked to provide average daily caseloads for 1972, 1973, and projected caseload size for 1976. Although most tried to comply with this request, the answers do not lend themselves to any conclusions about workload. Several factors are at work here. Most administrators apparently figure caseloads on a yearly basis. There is considerable difficulty and no uniformity in defining "case" in Missouri. Some jurisdictions refer to any referral as part of the caseload, i.e. "case handled." Others do not differentiate between essentially child protective services, dependency and neglect, adoption, termination and guardianship, and delinquency directed services. Some count traffic referrals, others do not. Formal probation is universally a case, but informal, is not, and so on. Justification for their method of counting activity is put forward by each agency, some quite vigorously. But because there is no common definition, no comparison can be made, and no workload statements that are defensible can be attempted. The

frequently cited need for a uniform reporting system with standard definitions of terms is clearly demonstrated. With what was reported in these instruments a very rich 1 to 17.7 staffing pattern would be the mean. However, the range would have been from 3 to 1 to 1 to 372. Call backs confirmed the confusion.

Staffing pattern data for field services is as follows:

<u>Field Services Staff</u>			
	Full-time (1973)	Part-time (1973)	Projected (1976)
Administrator	17	1	18
Supervisor	20	0	39
Deputy Juvenile Off.	216	14	313
Special Services	16	8	32
Legal Staff	16	5	15
TOTAL	305	28	417

The actual number of staff carrying out field services functions is even larger than this because 39 after-care workers of the State Board of Training Schools are not accounted for in this table and only the fourteen largest circuits were surveyed. As a consequence, the total number of juvenile justice system employees engaged in field service activities is approximately 399.

In surveying salary, administrators were asked to list the entry salary for each of the categories of employment. Because the disparity reported was so wide, the following table breaks those salaries down into non-metropolitan mean, metro-mean, and statewide mean.

Field Service Salaries

	Non-Metro	Metro	State Average
Administrator	945.7	1,564	1,058
Supervisor	867.7	1,009	907
Deputy Juvenile Off.	594.6	674	617
Special Services	522	N/A	522
Legal Staff	516.2	897.5	706.7

Without entering into the running debate about relative cost of living it is evident neither the metro nor non-metro field staffs are well compensated. For example, starting salary for essentially the same function as deputy juvenile officer would rate 133.00 per month more with the Missouri Board of Probation and Parole. The top administrative salary listed would be slightly below median for smaller and less complex jurisdictions in many other states. A still further indication that standards need to be examined is that in the jurisdictions reporting, entry level salary for a Deputy Juvenile Officer with identical education and experience qualifications varied by 53% and this does not take into account that the highest salary was also accompanied by a package of staff benefits including medical insurance, sick leave, group life, etc., while the other position had none of these with it.

Typical Staff Qualifications

A. Education	MEAN in Years	Range
Administrator	15.8	10 grade - M.A.
Supervisor	16.5	BA/BS - M.A.
Deputy Juvenile Off.	15.9	1 year college-BA/BS

Typical Staff Qualifications (CONT.)

A. Education

	MEAN in Years	Range
Special Services	N/A	N/A
Legal Staff	N/A	N/A

The mean educational qualifications are congruent with those found in nationwide manpower studies of the same or similar positions. What is discordant is the relative lack of experience, particularly among deputy juvenile officers which tends to confirm the subjective opinions of judges and administrators (of Part III) that retention is as much or more of a problem than recruitment. Turnover rate in this entry level was 26.3% among the agencies reporting and ranged as high as 50% in one metro office. Based on the mean experience, the turnover rate estimate made by administrators, high as it is, seems conservative.

Of all the groups of employees surveyed, field services seems to have the most training resources made available to them. Almost all agencies hold mandatory in-service training programs and 80% provide time and expenses for staff to attend to some form of outside training. The ranking of priority training subjects reflects the administrator's concern for their inexperienced staff. The most often mentioned items were as follows:

1. casework methods
2. effect of agency on the delinquent
3. personality of the delinquent

4. case history preparation
5. group work methods

A wide range of outside training resources have been used, particularly colleges and universities adjacent to the agency. Only one instance, however, was cited in which one agency used the capability of another as a training resource.

In summary, this is the largest single component of professional level staff in the system, and, according to staff projections, expected to grow by another 37% in the next three years. Salaries are low, particularly outstate and turnover at the entry level is high. As a result, workers are extremely inexperienced. Because caseload data is so differently defined, no accurate estimate of workload pattern and adequacy of staffing pattern can be made.

Group Home Data

Administrators of systems which operate group homes were picked for special attention. Because of the various patterns of contract services and because staff in such situations are not, in fact, agency employees, it was decided to analyze only those facilities directly under control of a public juvenile justice agency. Nine jurisdictions were identified as having group home personnel and seven responded. The two which did not each have one home, so two group homes are not accounted for in these data. At the time of this survey, St. Louis City had all contract services with private group homes and consequently are not enumerated.

Eighteen group homes are operated by these seven jurisdictions, the largest number, 8, but the State Board of Training Schools. Population data of the homes is as follows:

Average daily population - 1972	:	81.0
Average daily population - 1973	:	149.0
Projected daily population-1976	:	219.0

The dramatic growth in the group home program is only partially represented by the above figures, impressive as they are. At least eight jurisdiction not accounted for here are either in the process of beginning or in the planning stages of adding this form of service to their existing programs. The Board of Training Schools has also expanded its program since these forms were returned in November, 1973.

Staffing patterns clearly demonstrate that the group home program offers a potential for intensive interaction with the juvenile.

Staffing Pattern

Job Class	Current Employed Full-time	Current Employed Part-time	Projected 1976 Full-time
Administrators	6	3	6.5
Supervisor	5	1	11
Case Wkr./Grp. Wkr.	23	1	33
Teacher/tutor	0	0	5
G.H. Parents/Staff	44.5	25	50
Special Services	1	0	9.5
Total	79.5	30	115.0

Given the average daily population for 1973, the full-time staff ratio is 1 to 1.66, an acceptable figure for intensive treatment facilities. And this is the key to the group home program as reported in this survey. It is a treatment program and not simply a shelter care in lieu of natural family program. For this reason the assignment of a substantial number of treatment specialists to the program is appropriate and the projected needs can be justified. Encouraging, too, in the projection is the addition of educational staff which is considered an essential part of the staffing pattern in states where group home services for delinquents have been more fully developed.

Staff Qualification

A. Education

	MEAN in Years	Range
Administrators	16.5	B.S.-M.S. (W.)
Supervisor	16.5	B.S.-M.S. (W.)
Case Wkr./Grp. Wkr.	16.0	B.A. or B.S.

A. Education (Cont.)

	MEAN in Years	Range
G.H. Parents/Staff	13.5	High School-B.S.
Special Services	16.0	B.S. degree

B. Experience

	MEAN in Years	Range
Administrators	5.6	1-11 years
Supervisor	3.0	1-6 years
Case Wkr./Grp. Wkr.	1.6	0-4 years
G.H. Parents/Staff	2.2	0-11 years
Special Services	1.0	1 year

Given the median educational attainment for juvenile justice staff in this state, the academic qualifications reported for group home staff are adequate and above average for the group home parent category. This represents a marked departure from past pattern in which group living staff were frequently semi-literate. However, more technically, professionally trained treatment specialists in the caseworker/group worker and supervisory categories are indicated if these facilities are to fulfill their mission.

The experience category encompasses all professional background of working with delinquent youth, not just experience with group homes. The relative lack of background is a potential program weakness. Professional staff in this service area carry complex roles including therapist, social

system (group) analyst, and consultant. Because of this complexity, the assignment of the most sophisticated staff available is indicated.

Perhaps an explanation of the relative newness of professional staff can be found in the following table:

<u>Salary Data</u>	
	<u>MEAN Beginning Salary</u>
Administrator	970.00
Supervisor	826.00
Case Wkr./Grp. Wkr.	601.00
G.H. Parents/Staff	542.00
Special Services	608.00

A caseworkers beginning salary is 130.00 below that of the average beginning police juvenile officer whose median educational attainment is less than a high school diploma. It is comparable to rural school systems beginning salary for a nine month work commitment. In a word, it is inadequate for the responsibility entailed in the function.

The group home parent salary, not large as it stands in the table, is actually misleading high because one circuit (11th) begins its staff at 750.00 per month. With that figure removed, the MEAN for the remaining six jurisdictions is 473.00 per month, less than a prison guard. Exact comparison in this category is complicated because some group home parents are on a "live-in" schedule and receive room and board in addition to salary. They also, however, have twenty-four hour duty.

Although most of the agencies conduct some form of in-service training, usually as part of the supervisory process, the time devoted to it falls below standard guidelines. Two-thirds of the agencies note that group home parents are given time off to attend outside training but their expenses are not paid by the agency.

In summary, administrators report a rapidly expanding group home program with an adequate numerical staffing pattern but relatively inexperienced and low paid staff who appear, from these data, to be a specialized training target population.

Institution Data

Because of the recent development of a series of small detention facilities, the exact number of public institutions used to house and treat juvenile delinquents was unknown. A more exhaustive study of this area entitled Residential Care Facilities Study was conducted by the School of Social Work for the Task Force, concurrent with this project. With that in mind, a sample which included all large facilities and the more established small institutions was constructed. Of the fourteen asked to cooperate, ten responded in full and are included in the following synthesis. They range in size from average daily population of 225 to 2.5 and annual operating budgets from two and a quarter million to seventeen thousand dollars.

Perhaps the most graphic way to describe the institution situation is to cite the average daily population reports which the administrators submitted:

Average Daily Population - 1972 : 576

Average Daily Population - 1973 : 575

Projected Population - 1976 : 382

The big drop is accounted for totally by the large treatment institutions, both circuit and state, which project dramatic reduction in population as other forms of treatment are initiated. On the other hand, detention facilities project a small but steady increase over the survey period.

As might be expected with such diverse facilities, the staffing patterns vary widely but the following composite table gives an overview of distribution by job category, and by implication, some idea of total program emphasis.

Staffing Patterns

	Full-Time (1973)	Part-Time (1973)	Projected (1976)
Administrator	17	1	12
Supervisor	40	1	36
Case Wkr./Grp. Wkr.	25	2	30
Teacher/Tutor	58	2	32
Group Living	186	0	135
Custody	6	2	6
Psychologist	3	2	4
Psychiatrist	0	4	2
Recreation Specialist	10	3	12
Total	345	17	269

The current staff ratio of 1 to 1.67 is satisfactory and the ratio of caseworkers (1 to 13) and teachers (1 to 5.6) are well within professionally established guidelines. The staff projection would further reduce the overall ratio to 1 to 1.4 but what is a real interest in the projected pattern for these facilities is the major shift in staff categories which is indicated. Both the proportion of administrative positions and group living slots will decrease in greater proportion while the number (and ratio) of specialized treatment personnel will rise. Even if this projection is more dream than plan, it does demonstrate that institution administrators are at least dreaming of more sophisticated program and not increased physical facility as has long been the pattern.

The major salary discrepancy at the time of this survey was between state merit system employees and circuit employees, most of whom in this tabulation are employed in metropolitan circuits.

Institution Salary

	State Merit	All Other	State Average
Administrator	662	936	847
Supervisor	600	723	654
Case Wkr./Grp. Wkr.	575	712	672
Teacher/Tutor	586	594	591
Group Living	545	427	446
Custody	545	554	551
Psychologist	700	785	757
Psychiatrist	INA	INA	INA
Recreation Specialist	600	517	533

For the first three job categories, state merit system employees were paid substantially less than their circuit counterparts. But state salaries for group living/cottage parents were substantially higher reflecting the different emphasis on function which has recently developed in the state system where group living staff carry major treatment responsibility. The state-wide mean salary for staff in this classification barely exceeds minimum wage requirements and, considering the demands of the job, can only be described as woefully inadequate. Teacher salaries are competitive for entry level, temporary certificate. However, the specialized instruction which is normally required by institutionalized delinquents usually demands a high percentage of specially certified instructors (learning disability, special education, etc.) and the salary noted here is minimal for such personnel.

Given these facts the estimated turnover rates which institution administrators cite come as no surprise; for teacher an annual rate of 25% and for group living, 40%. By contrast, caseworker turnover was 7.5%.

When salary is viewed in light of expected and typical education/experience qualifications, further light is shed on this staff turnover problem.

Institution Staff Qualifications

A. Education

	MEAN in Years	Range
Administrator	15.6	10 grade-M.A.
Supervisor	15.7	high school-M.A.
Case Wkr./Grp. Wkr.	16.1	high school-Ph.D.
Teacher	16.7	BA/BS-M.A.
Group Living	13.1	10 grade-BA/BS
Custody	14.3	high school-BA/BS
Psychologist	18.0	BA/BS-Ph.D.
Recreation Specialist	15.0	high school-BA/BS

Institution Staff Qualifications (Cont.)

B. Experience

	MEAN in Years	Range
Administrator	5.3	1 years-11 years +
Supervisor	2.1	less than 1 year-5 yrs.
Case Wkr./Grp. Wkr.	1.5	0-3 years
Teacher	2.5	0-3 years
Group Living	0.5	0-2 years
Custody	1.0	0-less than 1 year
Psychologist	N/A	0-1 year
Recreation Specialist	2.0	0-4 years

Although there can be some question raised about the exactness of the figures in the second of these two tables, the relatively short tenure of institution personnel in some categories is an undeniable fact. Particularly where there is more of a job market as in the metropolitan area and some of the urbanizing rural areas, institution employment is only a "hold-over job" until something comes along. When the fact of turnover is further aggravated by the mentality of turnover, the program must devote its major energies to system maintenance and the institution's goal is subverted. If median tenure in some institutions is anything approaching the half-year reported in this survey, so much time and effort must be expended on personnel management that little is left for program. This would also help explain why only two of the nine institutions involved their staff in any training other than routine supervision and the following ranking of priority training subjects:

1. techniques for controlling juveniles
2. personality of delinquents
3. surveillance techniques
4. impact of institution on juvenile
5. group work methods

From the list of thirteen potential subjects, both custody topics were chosen and rate high. If the administrator is faced with a personnel configuration which basely allows him to maintain the facility, such a ranking is appropriate.

Police Data

As of the time this study was begun there were no reliable statistics about police juvenile services in Missouri, including the number of departments which have such specifically defined service. Several attempts had been made to compile such a listing and those and the police chief's directory were used as points of departure. For the purpose of this analysis it was decided to survey only police jurisdiction with a 1970 census of five thousand or more and 115 units were so defined. Of those, fifty-six, or about 49% responded. Telephone follow-up with departments indicated why both this project and predecessors had difficulty in obtaining a data base. Many of the police administrators could not distinguish between a court juvenile officer and a police juvenile officer, assuming that the former and latter were the same. In other cases, police work with juvenile is not recognized as a speciality, or if it is, recognized only informally. As one chief put it, "well, we have one guy who likes to talk to kids, so if he's round we let him handle it." Depending on how the question is phrased, this may or may not be identified as a police juvenile officer. In other instances from previous studies, communities with one elected constable as their total police force list a police juvenile officer because, if a juvenile breaks the law, he deals with the situation. For our purposes, we set the guideline of the service as having at least one officer who spends over 50% of her/his time devoted to juvenile enforcement activity. Using this definition, the number of departments with police juvenile officers was dramatically reduced. The total departments in this sample is thirty-one and while most sections of the state are represented the majority of respondents are

from St. Louis County. Kansas City and suburbs, St. Louis, Columbia, Springfield and St. Joseph are the other major units which have identified juvenile sections or bureaus.

Statistics for these thirty-one departments are as follows:

Number of Juvenile Cases

Fiscal 1972: 20,282

Fiscal 1973: 24,570

Fiscal 1976: 29,862 (projection)

The increase of 21% in cases handled from 1972 to 1973 is indicative of what happens when a particular service begins to develop credibility. The major increases are where the juvenile bureau is a recent addition to the department. With this in mind, the projected 21.5% increase for 1976 seems modest enough.

Personnel Employed

	<u>1973 Full Time</u>	<u>1973 Part Time</u>	<u>Projected Need 1976</u>
Supervisory	43	6	54
Police Juvenile Officers	<u>112</u>	<u>20</u>	<u>187</u>
Total:	155	26	241

Supervisory personnel were defined as command officers who have jurisdiction over officers acting as police juvenile officers. The supervisors, in some instances, have responsibility for a variety of functions and only a portion of their time is devoted to juvenile work.

Because of the difficulty in defining a "case" in juvenile parlance as well as enumerating other community service and non-investigator functions, it is difficult to judge the total workload. For full-time officers, the investigation load average 219 each. A spot check with metropolitan police administrators indicated that the juvenile units are often overloaded and cases which should, technically, be referred are not. The total projected increase appears to be reasonable.

	<u>Salary Data</u>	
	<u>Minimum Monthly Salary</u>	<u>Maximum Monthly Salary</u>
Supervisors	859	908
Police Juvenile Officers	731	821

On a comparative basis, the police salaries are among the best in the juvenile justice system. Minimum salary for both supervisors and line officers is substantially above middle management personnel and line treatment workers in court services, group homes, and institutions. What does cause concern in these data is the relatively narrow salary range which is available. Two six percent salary steps would exhaust the possibilities for additional compensation and could be an indicator that police juvenile service is looked on as a temporary assignment rather than a career line of enforcement work.

	<u>Qualifications</u>	
	<u>Education Range</u>	<u>Experience</u>
Supervisors	high school-Assoc. Arts Degree	less than 1 yr.-11 years
Police Juvenile Officers	9-11 years--3 years college	less than 1 yr.-11 years

The range of both educational and experience qualifications is so great as to document that no particular standard is being adhered to these regards for assignment. Median educational attainment for supervisors is 12.4 years and line officers 11.4 years. As would be expected, supervisors median experience is longer (4.7 years) and line officer's is short (2.6 years) and the latter figure is inflated by two veterans with eleven years experience each.

In responding to training items on the instrument, interest is evident but resources lacking. Most department surveyed provide both work time and expenses for trainees to obtain further job related education. However, two-thirds of the respondents do not use state colleges and universities for training, only about half use services of professional associations (most frequently cited is MPJOA) and approximately two-thirds have had no training programs with other agencies or departments. In the latter category, the one-third that have had some training used primarily the St. Louis City Juvenile Court program. (It should be noted that these questionnaires were completed before the recent series of institutes under auspices of the Police Services Committee were offered).

All jurisdictions responded favorably to the idea of academy training for specialists in juvenile work and indicated at least some local funds available for trainee support. From a standardized list of potential subjects, the following areas were specified in priority order:

1. impact of the police juvenile officers on the delinquent
2. techniques for controlling the delinquent

3. personality of the delinquent child
4. interviewing techniques
5. role of law enforcement in juvenile justice

CONTINUED

1 OF 2

Volunteer Personnel

A major source of manpower services is volunteers and while they are outside the strict definition of this study, it was felt that some beginning data should be gathered to indicate what current utilization patterns are and what potential there might be. As a consequence every jurisdiction was provided with a simple form for feed back. Of the potential of eighty responses, fifty-three provided usable data.

Volunteer Programs

	Have Volume Program	Do Not	Total Responses
Circuit Field Serv.	14	23	37
Circuit Group Home	4	-	4
Circuit Institution	3	2	5
State Field Service	-	-	-
State Group Home	5	-	5
State Institution	1	1	2
TOTAL	27	26	53

While half of the programs responding have a formal volunteer program in operation, the newest component of juvenile services, group homes, reports 100% coverage. This could indicate several things but one appropriate hypothesis is that administrators who are willing to risk new program are also willing to innovate in their staffing patterns.

The total number of volunteer in the twenty-seven jurisdictions was 831 at the time of this study and volunteer programs ranged in size from five to seventy-five. Contrary to what might be expected, the largest volunteer programs are not in metropolitan circuits, but in rural areas.

Volunteers are drawn equally from the public at large and through existing service organizations. Most widely utilized as sources of volunteers are: 1) churches; 2) student groups; 3) university students. The specific organization most frequently noted was Missouri Jaycees, used by 40% of the agencies having programs.

In an effort to define how volunteers are used, a table of eight activities was provided on the survey instrument and administrators were asked to list the total volunteer time spent in the preceding month on each, as well as listing other categories as appropriate. The results of this question are as follows:

<u>Volunteer Time</u>		
Activity	Hours	Percentage
Counseling : Child/Family	880	31.0
Recreational Activity	733	25.8
Transportation	120	4.2
Clerical Support	89	3.1
Investigation	124	4.3
Supv. of Group Activity	353	12.4
Tutoring	295	10.4
Employment Counseling	124	4.3
Community Activity	42	1.4
Training	13	.4
Charm-Etiquette Course	5	.1
Police Ride-A-Longs	20	.7
Supervision of Probationers	30	1.0
Encouragement	5	.1
TOTAL	2,833	100

Volunteer time averages out, by this estimate, to 3.4 hours per month per volunteer. A very small amount of volunteer time is used in the menial tasks which are often given to non-paid staff and over 90% is in direct client contact types of service. If the minimal Office of Economic Opportunity dollar valuation of volunteer time, 2.50 per hour, is applied to these data, the monthly monetary contribution would be 7082.50 or a yearly total of 84990.00, a significant increase in personnel budget.

Supervision and training for volunteers is uneven. In some agencies regular supervisory conferences are held with a paid staff person, orientation is required before being assigned, and in-service training is regularly conducted. However, in 30% no supervisory conference are held except when the volunteer asks for help, and no formal training is conducted in 34% of the active programs. In a number of others, training consists of a short orientation to the juvenile court and rules of probation.

When the nature of the functions being performed is reviewed in the light of the supervision and training in some jurisdictions, some potential problems for the juvenile, the volunteer, and the system immediately come to mind. In call backs to administrators, the most often explanation of why no training was conducted was simply "I don't know how to do that." When referred to another circuit, for instance, where a substantial program is underway, the response was "we can't pay them to train for us."

What emerges from this is the impression that a reliable reservoir of additional manpower is available through use of volunteers, that some agencies have availed themselves of this resource, but that for volunteer services to become as productive as the potential seems, agencies will need assistance in program design and structure, monitoring, and training. This would include consultation, materials, and pre-packaged training units.

SECTION V

Judges' Interviews
Administrators' Interviews

Judges and Administrators Interviews

Because some subjects of major importance to manpower decisions do not readily lend themselves to simple data forms thirty interviews were conducted with representative judges and administrators throughout the state. Twelve open ended questions were posed (Appendix III). The following is a synthesis of responses and discussion which developed from the interview schedule.

The first question posed was the major problem in providing qualified personnel for the juvenile justice system. As anticipated, the overwhelming response was compensation. Sixty percent of the judges and seventy percent of the administrators felt that current salary was the major obstacle. The second most frequently noted problem was a lack of trained personnel from which to draw recruits. Two judges in particular pointed to the lack of black candidates for job openings. Another question relating to this same subject appeared later in the interview and helps elucidate this subject. Interviewees were asked analyze compensation scales for recruitment and retention. Most judges (70%) responded that the current salaries were adequate to attract persons to positions in the field but only thirty percent felt that current compensation was sufficient to retain qualified personnel. Court services administrators were even less optimistic about salary scales. On these items, no significant difference was noted between metropolitan and rural, circuit and state system responses.

A series of questions about staff training were next posed. "Who has primary responsibility to insure that training is provided" brought some surprising answers from the judges. Administrators universally agreed that this duty rested with them. However, only thirty percent of the judges agree. The remainder placed the responsibility on either a state agency or the educational institutions. Metropolitan judges specifically noted state responsibility for standard setting and development of uniform training programs. Continuing education programs were discussed and all thirty respondents agreed that specifically designed post-baccalaureate and professional courses should be offered by colleges and universities throughout the state. However, there was less uniformity where they were questioned about adopting a mandatory continuing education plan such as many state have for permanent teacher certification. Sixty percent of the judges opposed mandatory programs but only thirty percent of the administrators. Perhaps some of this difference is accounted for by one judge who was enthusiastically supporting the idea, stopped in vivid sentence and remarked "if we require it, I suppose we have to pay for it," and reversed his position. Mandatory training for whom was a frequent point of discussion. For example, new deputy juvenile officers were agreed upon, but new juvenile judges were not.

Treatment technique was the area most frequently cited by administrators (60%) as the content focus for training. Judges, too, rated this area high (40%) but pointed also to legal processes (40%) and investigation (20%) as major training areas to be addressed.

Half of the administrators and over half of the judges admitted that although training of current staff should be a high priority in their systems, it was, presently, very low on their priority considerations. A later question in the interview tended to confirm the validity of this response. Interviewees were asked how they would spend a block of "unexpected" funds if it were made available to them. Eighty percent of the judges responded by describing one form or another of residential care facility as did fifty percent of the administrators. Three administrators would use funds to upgrade salaries of existing positions. Only once was training mentioned. Given the nature and general subject of the interview, one can only admire the honesty of the interviewee in stating such priorities.

The two most frequently noted problems for development of training programs or participation in another organizations program were money to underwrite trainer and trainee costs and a dearth of qualified instructors. Both judges and administrators were less than enthusiastic about their experience with college and university instructors. Administrators pointed to the logistical problems of training as another major factor to be dealt with in designing training efforts.

There was a marked disagreement between judges and administrators about who evaluates employee performance and sets standards for carrying out functions. Judges see themselves as delegating this responsibility to the chief juvenile officer but in fifty percent of the cases, the administrator indicated that the judge, in fact, retained this function. In discussion with both categories of respondents what came through most clearly was that there are no specific definitions of function and

standards or performance of those functions which have been articulated and widely accepted. The metropolitan circuits have begun this process, each internally within their system and while these have merit, again the pattern of fragmenting is evident.

In developing personnel standards, judges place a higher premium on formal education than did administrators and this is largely accounted for by outstate directors of court services who would substitute experience in various phases of administration of justice for higher education. Administrators and judges split sixty percent to forty percent for statewide versus local standard setting for such personnel areas as entry qualification, training, salary, staff benefits, etc. A surprising sixty percent of the judges, drawn from both metropolitan and rural circuits, favored juvenile justice system employees coming under the state merit system. By contrast, seventy percent of the administrators opposed such a suggestion. Several mentions were made during this part of the interview of the new Division of Youth Services and most of the judges are looking to it to provide leadership in developing and enforcing personnel as well as program standards. One senior judge concluded his discussion of this issue by noting that the Division of Youth Services should have responsibility for regularly evaluating all phases of each juvenile courts operation and it, in turn, should be subject to evaluation by an independent citizen body. This position is in marked contrast to some rural administrators who feel there is already too much centralized control of court operations.

A potential resource for training expertise which is not, apparently, being used is the judges and court administrators. Most have not been used as training cadre but all of the judges interviewed and the majority

of administrators indicated that not only would they be willing to invest their time in conducting training, they would enjoy doing so.

In summary, these interviews were designed to sample opinion and test some of the frequently quoted "truths" in juvenile justice in Missouri. The sample appears to be representative and while specific percentages would be dangerous to interpret too literally, the overall trend is valid. The disparity of opinion between rural and urban areas is evident but some significant points of agreement are available to build on. State administrators express opinions more like their urban counterparts. Judges are acutely aware of manpower and training needs and indicate readiness to assist in addressing such problems.

The problem of fragmentation which led to the whole Task Force Study of which the project is a small component is again clearly documented. There is no uniformity, few standards, but an increasing recognition that they are needed, needed to such an extent that a surprising number of judges and administrators are willing to sacrifice at least some of their traditional local autonomy to attain them. The test of "some" will come when these sentiments are translated into a common program, but enough basis of agreement appears in these interviews to go ahead with the first step of program design.

SECTION VI

Summary
Recommendations

SUMMARY

The major conclusions which come from data developed by this study can be summarized under the general headings of Data, Compensation, Standards, Training, and Manpower Trends:

1. Data: Throughout this study, the often expressed concern about the adequacy and comparability of juvenile justice system data received renewed urgency. As noted above, caseload data and information necessary to assess the adequacy of caseload management systems was totally lacking. Some individual systems within the state have highly sophisticated statistical formats, but no two are identical and few are compatible. The statistical report published yearly by the Division of Public Welfare is so inaccurate that, used without great caution, it can lead to totally spurious conclusions and erroneous plans.
2. Compensation: For most categories of staff, salaries are below competitive levels for positions of like responsibility and requiring like qualifications, not only in the private sector, but in many public agencies as well (see table below). Mean entry salary is particularly inadequate for group living staff. Metropolitan areas pay substantially better than rural areas or state merit system. On a comparative basis, law enforcement compensation is substantially ahead of correctional treatment.

Staff turnover at lower and middle levels is high and retention of productive staff in these positions is difficult.

Comparison of Mean Beginning Salary
(state-wide)

Prison Guard	549	Group Living/Cottage Parent	446
Zoo Keeper	610	Group Home Parents	542
Public School Teacher (AAA District - 9 mo. conversion)	800	Institution Teacher	591
Metro Police Officer	775	Police Juvenile Officer	731
Prison Caseworker	719	Institution Caseworker	601
Probation/Parole Officer I	754	Deputy Juvenile Officer	617

3. Standards: For the most part, standards for juvenile justice manpower are informal, but state-wide there is movement toward some consensus. The need for formal guides for employment, retention and training is widely articulated. Forty-three circuits and SBTS operate independently and in relative isolation from one another. Underlying the lack of formal standards is a lack of consensus about the principle function of juvenile court services and therefore what worker roles should receive emphasis.
4. Training: Pre-service training and education through institutions of higher education is plentiful in formal administration of justice programs, but little emphasis is placed on delinquency and juvenile justice in them. Several agencies have highly developed staff

training and development programs, but most rely on outside training resources such as Missouri Juvenile Officers' Association or college/university-conducted institutes for training input.

There is little utilization of the inter-agency training resource potential which exists. Certain staff categories, notably institution and group home line, and volunteers receive less than adequate attention.

5. Manpower Trends: Community-based staff numbers are growing and institution decreasing. Employees tend to be young and mobile. Staff educational qualifications are increasing as programs become more sophisticated and there is a discernable shift from custody and surveillance toward treatment and resocialization. Group home staff represent the largest new component of the manpower picture followed by the increased use of volunteers in child treatment roles. Police juvenile specialists are confined primarily to the metropolitan and adjacent areas, but employment of a staff person to the Police Juvenile Service Committee have been producing some change in this area.

RECOMMENDATIONS1. Data:

Urgent priority must be given to development of a uniform statistical reporting system and the mechanisms of disseminating the resulting data for use in all phases of program planning, including caseload management and personnel considerations.

Until such time as an adequate data base is readily available to policy makers (including legislators) and program planners, little else can be implemented or defended.

2. Compensation:

- a. Support of major salary increases for entry level institutions, group home, and field service staff, both circuit and state merit system.
- b. Investigate and draft legislation for salary subsidy plan to assist localities in upgrading and retaining juvenile services staff.
- c. Develop model salary schedule, including incremental steps for positions in the system.

Until such time as turnover rates are reduced to acceptable levels and career lines are clearly opened to staff, training, or all its importance, must be a secondary consideration for it is an unproductive use of scarce resources to expend monies and staff time repeatedly on transitory personnel.

3. Standards:

- a. Support and assist MJOA efforts to develop a manual or procedure for juvenile court services,

including standards for personnel practices and staff benefits.

- b. Through the Council and staff, provide consultation and direction to colleges and universities in upgrading course offerings and adjusting course requirements relating to juvenile justice in administration of justice programs.
- c. In cooperation with existing services, develop guides for volunteer utilization, recruitment, training and supervision, and, through consultation and training resource personnel, assist agencies in implementing these guides.
- d. Develop enabling legislation to further delineate RS Mo. 211.361 relating to juvenile officer qualifications and expand standard setting to other job categories.

The current lack of standardized procedures and practices is a major source of confusion and friction within the juvenile justice system. Territoriality and provincialism are major barriers to full utilization of the substantial expertise which exists within the system.

4. Training:

- a. Establish a Central Training Advisory Board to plan, co-ordinate, and oversee state-wide training efforts.
- b. Employ a full-time training co-ordinator to provide staff service to the Board, direction

and logistical support to programs, and communication linkage with program administrators.

- c. Use already appropriated manpower monies to fund training cadre for demonstration, orientation and training projects for 1974-75.
- d. Begin plans for a state-wide Juvenile Justice Training Academy which will incorporate current Police Juvenile Officer Training staff, offer regular orientation programs for all new staff in all jurisdictions, and certification of curricula for permanent status and/or advancement within the system, as well as specialized institute for defined target populations such as judges, A.O.J. faculty, institution-based educators, etc.

One of the major ways of standardizing procedure and introducing programmatic change is through centralized staff training and development. At present, it does not appear that any one agency or organization has either the auspices or sanction to sponsor and conduct such an activity. Only through a new cooperative entity made up of top administrators can such a program be launched at this time.

IMPLEMENTATION

The above-enumerated recommendations have several levels at which implementation is appropriate:

Manpower Committee: Through its existing structure and by re-definition of membership, the Committee can begin immediately to undertake certain tasks in the manpower and training areas.

- a. Sub-committee on compensation to further analyze salary structure, develop salary and benefit model.
- b. Staffing training sub-committee to begin planning of a Training Advisory Board and state-wide index of training to be offered in 1974-75 fiscal year which can be distributed to appropriate agencies.
- c. Refer to Police Committee the beginning consultation to colleges/universities in developing juvenile justice component; joint meeting with Police Committee to outline appropriate curriculum content.

Task Force: Several of the recommendations require either additional funds or sanction which the Manpower Committee does not at this time have. These need to be referred back to the Juvenile Delinquency Task Force for Action.

- a. Demonstration training program in orientation of staff at a variety of entry levels; funds required to employ cadre (part-time) and support training institutes.
- b. Establishment of committee on research and statistical systems to either directly plan or oversee the beginning development of a state-wide data system to be housed in the Division of Youth Services; funds for initial planning

form printing and distribution; EDP, and feedback. (Note: the research team recommends using indigenous consultation in design rather than going out of state and purchasing someone else's system.

- c. Ad-hoc committee on Volunteer Services, drawn for related standing committees to develop and promulgate standards for volunteer recruitment, screening, training, assignment, and supervision; to develop materials in these areas which may be used by staff conducting volunteer programs.

Legislation: Several of the most crucial recommendations require legislative action at state, county, or municipal levels.

- a. Refer total report and recommendations to Legislative Committee for preliminary analysis.
- b. By early October, draft salary, subsidy, and standards legislation for discussion at the Missouri Conference on Juvenile Justice and the Missouri Juvenile Officers' Association Annual Meeting; recommend that Legislative Committee be expanded to include Manpower Committee chairman or his delegate; in the event that the Legislative Committee does not have the necessary program or fiscal data, a small amount of Task Force funds should be set aside for its use in legislative research; drafting should be commissioned as has been the pattern in the past.