

**PROCEEDINGS OF THE
MISSOURI
CONFERENCE
ON
JUVENILE
JUSTICE**

**OCTOBER 4, 1974
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PROCEEDINGS

OF THE

MISSOURI CONFERENCE

ON

JUVENILE JUSTICE - *Proceedings*

SPONSORED BY THE

MISSOURI LAW ENFORCEMENT ASSISTANCE COUNCIL

Missouri Task Force
on Juvenile Delinquency

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December, 1974

Dear Colleague:

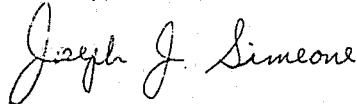
We are all aware of the many problems that face our youth in these modern times. The problems cry out for a concerted effort to help solve them. Missourians demonstrated their interest and concern by participating in the 1974 Missouri Conference on Juvenile Justice.

Their response was overwhelming. Twelve hundred people from all parts of the state attended. There were representatives from several hundred public and private organizations. Co-sponsors of the Conference included over 60 organizations, 25 judges, and 22 leading citizens.

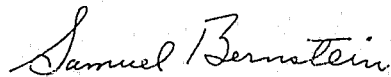
This group came together not only to hear state and national leaders speak about various aspects of the juvenile justice system, but to discuss the problems in Missouri and to recommend solutions. The goal of the Conference was to develop action strategy for a total productive juvenile justice system. As you study the general recommendations of the Conference we think you will find how successful this Conference was. It is now time to put these ideas into action.

A large measure of appreciation goes to the Missouri Law Enforcement Assistance Council's Task Force on Juvenile Delinquency for sponsoring the Conference and to the Conference Planning Committee for devoting so much thought and hard work to their task.

Sincerely,



Joseph J. Simeone
Judge, Missouri Court of Appeals
St. Louis District
Chairman, Task Force on Juvenile Delinquency



Samuel Bernstein
Director of Court Services
St. Louis County Juvenile Court
Chairman, Conference Planning Committee

GENERAL RECOMMENDATIONS OF THE CONFERENCE

Press for legislation -- the Youth Services Bill, the Pupil Personnel Services Bill, the Community Mental Health Bill, and changes in the Juvenile Code if necessary.

Increase state and local funding. Seek Missouri's fair share of federal monies to be appropriated under the 1974 Juvenile Delinquency and Prevention Act.

Expand prevention efforts. Press for necessary enabling legislation so programs can be coordinated statewide. Train teachers to recognize pre-delinquent behavior.

Improve court services. Rural courts need everything because they have nothing. Urban area courts need specialized services.

Expand training of juvenile justice staff, of police, and of teachers. Press for legislation to enable the Division of Youth Services to enlarge its training capabilities.

Develop statewide minimum personnel standards including an adequate salary schedule.

Expand community-based programs, treatment, and mental health services. Involve citizens of all ages, police officers, and court workers in community self-help programs which allow for diversion from the justice system.

Develop well-monitored volunteer programs in courts and schools. Establish screening, training, and performance standards.

Define the roles of the mental health system and of private agencies in the juvenile justice system. See what services are needed and who is responsible and develop the services.

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FORUM I

POLICE SERVICES FOR JUVENILES

Recorder: Normand Gomolak

Police Juvenile Services Officer

Missouri Law Enforcement Assistance Council

RECOMMENDATIONS

Expand training of police officers to reflect realistically the large number of contacts they have with juveniles. Develop programs both in basic training of police recruits and patrol officers and in advanced training for specialists.

Develop community-based programs involving citizens of all ages and funded locally if possible. Make sure police officers are visibly part of the local self-help effort.

Establish definitive guidelines as to what police officers should do to provide direct and immediate application of the laws of arrest and the rules of evidence. Publish a manual of uniform procedures statewide.

Sheriff Johannes Spreen discussed the question of specialization. He pointed out the need to bridge the gaps between social science theory and police practices, between social workers, psychologists, and police officers. Specialization is needed; patrol officers can't take time from their regular duties to follow up problems with juveniles. Specialization fosters professionalism, provides for high-level training, improved pay, and enhanced interest on the part of the officer; and helps avoid the indiscriminate treatment of young offenders which might alienate them from the justice system. There are serious disadvantages, however: compartmentalization and perhaps inter-officer rivalry, difficulty in coordinating operations, and perhaps a narrowmindedness leading patrol officers to avoid handling juvenile cases at all. Patrol officers, who make the first contact with young people, must be trained to handle juveniles with the same sense of service as specialists. Moreover, the police should make a conscientious effort to involve local citizens so that young offenders have improved chances to be helped. Methods Sheriff Spreen has used have been counter-crime clinics, talks by police officers, the Sheriff's Criminal Annoyance Team to foster broad-based citizen participation, and motor scooter patrolmen, an updated version of the cop on the beat. He concluded by saying

he has always felt strongly that the police officer must be more than an enforcer — not a social worker, but a practicing social scientist.

Detective Lawson Burford discussed the operations of the juvenile division of the Webster Groves Police Department. The division consists of five men who work only with juvenile-related offenses or problems, all of which must be referred to the division before any action is taken. The goals of the juvenile division were described as therapeutic; a child may be referred to the juvenile court or to another agency thought to be more appropriate or may simply be released to his or her parents. The juvenile division also participates in St. Louis County Juvenile Court's Court/Community Services Project; a court juvenile officer and one aide are assigned to the police department. All first-time offenders are referred when feasible to this project. Police officers also participate in the project by teaching juvenile law classes at the junior high schools, making classroom presentations, attending school staff meetings, getting local residents to help themselves, preparing work programs for youth, acting as a referral service in the community, and cooperating with other police departments and with the juvenile court. Detective Burford noted that positive changes have occurred in Webster Groves and that more will follow as long as the juvenile court, the police, and the schools continue to work together.

Mr. Gerald Montgomery enlarged on the discussion of the Court/Community Services Project and pointed out that the juvenile court, to divert referrals from its own system, set people trained in different disciplines to work with juveniles in their own environment. The project's staff takes referrals largely from police juvenile officers; they are diverted from the juvenile court because of the nature of the offense or the circumstances under which the child was taken into custody. Much of the work is counseling for individuals and families; other activities include providing jobs and recreational activities. The project, which involves school social workers as well as court and police juvenile officers, tries to develop community resources and excite citizens' interest in programs to prevent crime and juvenile delinquency. Although there are 60 to 70 volunteers, Mr. Montgomery recommended that increased efforts be made to recruit both adults and juveniles in locally-financed community programs. Ideas for such programs should be solicited from the juveniles themselves, and the programs should be carried on simultaneously with the diversions from the court. Mr. Montgomery noted that the juvenile court verifies the success of the project by referring cases to it which the court feels can best be handled at a local level.

Patrolman Richard Ruddle discussed a number of problems

frequently mentioned to him during his tenure as president of the Missouri Police Juvenile Officers Association. The most frequently stated was the responsibility of police officers to provide a direct and immediate application of the laws of arrest and the rules of evidence. A related problem was the lack of definitive guidelines as to what should be done; these should replace later decisions denoting what was wrong or unconstitutional in what in fact was done. Police officers feel the need for uniform procedures rather than the inconsistent application of laws from one jurisdiction to another. In addition to these problems, there is a striking lack of training for police juvenile officers and for field police officers. The St. Louis Metropolitan Police Academy, which trains officers for the City and County of St. Louis and for many municipalities, offers 640 training hours, *four* of which are in juvenile work. However, 50% or more of the police officer's work has to do with juveniles and young people — and that figure does not include informal street adjustments without court referral, neglect cases, mistreatment, missing children, and other such cases. Clearly more training is required, both initial and in-service. A positive approach is needed such as the police juvenile specialist program initiated by M.L.E.A.C.'s Task Force Subcommittee on Police Services for Juveniles. The position of state-level police juvenile services officer has been filled. Other recommendations include publishing a manual on police juvenile services, developing individual departments' procedures in accordance with the uniform state manual, training police recruits, providing in-service training for current officers and advanced training for specialists in juvenile work, and developing regional training forces.

Commissioner Robert Branom concluded the forum with a discussion of the question of police or court disposition of a case and of the implications of recent Missouri Supreme Court decisions. He referred to such matters as whether information given by a juvenile who is later certified can be used in an adult court; whether to notify parents when a child is taken into custody; what happens when a child is taken directly to the juvenile court; whether to return a child to his or her parents rather than make a court referral; and the requirement to state the Miranda warnings to a child taken into custody. In essence, he said, the problem is to treat each child individually so that he or she can be helped.

Chairman: Judge Noah Weinstein, 21st Judicial Circuit.

Resource-Consultant: Normand Gomolak, Police Juvenile Services Officer,
Missouri Law Enforcement Assistance Council

Speaker: Sheriff Johannes Spreen, Oakland County, Michigan

Panelists: Robert Branom, Commissioner, St. Louis County Juvenile Court
Detective Lawson Burford, Webster Groves, Mo., Police Department
Gerald Montgomery, Deputy Juvenile Officer, St. Louis County Juvenile Court
Patrolman Richard Ruddle, President, Missouri Police Juvenile Officers Ass'n.

FORUM II

PREVENTION OF DELINQUENCY

Recorder: Debbie Hill

St. Louis County Juvenile Court

RECOMMENDATIONS

Press for state and local funding of prevention efforts.

Expand the role of the Division of Youth Services in coordinating prevention efforts throughout the state.

Press for enabling legislation for the Division of Youth Services to develop its prevention efforts.

Develop and implement a program to train teachers to recognize patterns of pre-delinquent behavior, especially in primary schools.

Develop a system of responses to recognized pre-delinquent behavior. Coordinate efforts of schools, families, communities.

Dr. Irvin Cockriel spoke on the use of sociometrics as a means of preventing juvenile delinquency. As a tool for prediction, sociometrics can detect patterns of behavior in young children that contribute to delinquency in older youths. For example, in a school setting, sociometrics can help teachers in identifying isolated and rejected children, who have a high probability of becoming delinquents as they grow older. By having students list their most- and least-preferred study group members, teachers can identify isolated and rejected children, those who are chosen last or not at all.

As a tool for changing behavior, sociometrics suggests which interpersonal relationships can most benefit isolated or rejected children. Rather than placing them in groups that will reinforce the behavior patterns that cause them to be isolated or rejected, teachers can place them in groups where they will have the opportunity to learn new interpersonal relationship skills. Hence, sociometrics gives teachers the means of creating atmospheres that will prevent psychological failure.

John W. Wandless spoke on the Youth Services Center in Kansas City. The Center's operations are based on the premise that a lack of viable roles and feelings of alienation contribute to delinquent behavior. The Center has concentrated its efforts on creating programs that provide opportunities for viable roles and that decrease feelings of alienation. Delinquent youths are placed in programs

with non-delinquent youths rather than with only delinquent youths.

In order to keep track of youths who are referred for services and of the effectiveness of services, the Center uses a Case Management-Integrated Services system. Analysis of information provided by the system has revealed the following: 1) Only 42% of youths referred receive more than two hours of service. 2) During the first 90 days following referral, the presence or absence of services does not affect recidivism rates. 3) Young black males have the highest rate of recidivism, but they also appear to respond to services more often than other youths.

During the question-and-answer period, several important points regarding prevention of delinquency were raised. First, it is important to reach children before nine years of age if the patterns of behavior that lead to delinquency are to be broken. Secondly, total prevention efforts must include work with the various systems that affect children's behavior, including the family, the school, and the community. Moreover, prevention efforts need to be coordinated. It is hoped that the newly-created Division of Youth Services will provide this coordination. Finally, there is a need for legislative support of prevention efforts.

Chairwoman: Margaret Bush Wilson, Attorney-at-law, St. Louis

Resource Consultants: Kyle K. Conway, Director, Missouri Institute for Reality Therapy
Murray Hardesty, Ed.D., Assistant Director,
Drug Education, State Department of Education

Speakers: Dr. Irvin Cockriel, Professor of Education, University of Missouri at Columbia
John H. Wandless, Director of Evaluation Systems,
Kansas City Mental Health Foundation

Panelists: Kyle K. Conway
Evelyn Mann, Director, Division of Education and Special Services,
Family and Children's Service
Jack Roy, Ed.D., Director of Curriculum Implementation,
State Department of Education

FORUM III

THE ROLE OF MENTAL HEALTH IN JUVENILE CORRECTIONS

*Recorder: Patricia A. Moran, Ph.D.
St. Louis Juvenile Court*

RECOMMENDATIONS

Define who is responsible for providing current services to emotionally disturbed and/or mentally retarded young people who violate the juvenile code. Publicize these decisions to all agencies in the juvenile justice and mental health systems.

Define what services are needed but not being provided. Decide who is responsible for them and develop the services.

Establish a liaison between the Division of Mental Health and the Division of Youth Services.

Press for increased funding for existing services. Establish funding for new services and for purchase of services.

Develop programs to detect pre-delinquent behavior, especially in early school years.

Orient mental health workers to the procedures and policies of juvenile courts.

Develop programs to treat affectionless youngsters.

The forum presented a number of perspectives on problems the juvenile justice system faces in seeing that young people who need mental health services get them. Mr. Jack Bell began by discussing how the available mental health services in different parts of the state are viewed by the staff of the Division of Youth Services. The range moves from *no* nearby regional facilities in Springfield and Excelsior Springs to excellent cooperation from State Hospital No. 2 in St. Joseph which even treats learning disabilities in the schools. The staff of both the Poplar Bluff and Chillicothe Institutions felt excellent emergency services were available, but a regular visiting psychiatrist is needed at the Poplar Bluff Institution. At Chillicothe it was noted that inpatient stays might be too short and that more information on services available is needed. Comments of staff in St. Louis ranged from satisfaction to complete dissatisfaction. Problems mentioned include the need for liaison between the Division of Mental Health and the Division of Youth Services,

catchment areas especially in emergencies, vague diagnoses, little variation in treatment recommendations, unclear explanations to parents of what psychiatrists say, and insufficient follow-up or uncoordinated follow-up by several doctors.

Mr. Robert Perry, noting the lack of communication between the juvenile justice and mental health systems, said there is at this time no method for identifying who is responsible to deliver particular services to specific children involved with both agencies. The Division of Mental Health does not go beyond stating what a particular child needs if it does not provide those services, and both the Division of Mental Health and the juvenile system state they cannot provide certain services. These services must be developed and the agency responsible for each service must be identified. Moreover, rather than trying to solve crises, we must address problems in their early stages. This would be facilitated by improved mental health services for the general Missouri population, especially youths; by the expansion of community mental health services; by improved evaluation capability at the predisposition level. All these require increased funds. Another difficulty is the need for improved communication between mental health and juvenile court personnel. Mental health workers should be oriented to court procedures and policies, particularly those for hearings so the workers need not be reluctant to testify.

Dr. Emel Sumer described various types of delinquents and focused on the group which frustrates both court and mental health workers. She summarized Bowby's classification of delinquents: normal children, depressed children who have been unstable, unstable children who show alternating depression and overactivity, high performing children who tend to show constant overactivity, schizoid children, and affectionless children characterized by a lack of normal affection or sense of responsibility. It is this last group for which conventional psychiatric methods have proved notably ineffective, yet these children comprise 10% of the delinquents referred to the Youth Center of St. Louis State Hospital. The preferred treatment for these children is prevention, requiring early childhood detection particularly in the initial school years. Most psychiatrists feel the problem is a social, not a psychiatric one. A task force of psychiatrists, social workers, psychologists, juvenile officers, and lawyers was established to develop a treatment program and recommends a concerted integrated effort to remedy the antisocial behavior of affectionless youngsters.

Senator John Schneider clarified some of the problems. There are two systems, one dealing with emotionally disturbed youths and the other dealing with violators of the juvenile code, and

neither is clearly responsible for the emotionally disturbed child who also breaks the law. Another difficulty is that these systems tend to make decisions and to be funded on the basis of their own needs, not the needs of the individuals being served.

Observations made by members of the audience included: We need to identify the appropriate agency responsible for treating the emotionally disturbed delinquent child who is also mentally retarded. Funding is widely thought to be insufficient. Monies allocated to communities would allow for local control in funding services as needed and for small community-based mental health services accountable to agencies other than themselves for the type and quality of services offered. Support was indicated for appropriations to allow purchase of services from public or private agencies; these would be provided under Senator Schneider's Community Mental Health Bill. Of utmost importance is early detection of recognized symptoms of juvenile delinquency to foster prevention, and there was support for research and intervention programs. Finally, voters must be informed of the problems with juvenile delinquency and current mental health services and must be mobilized to support legislation to solve these problems.

Chairman: James L. Chapel, M.D., Professor of Psychiatry;
Chief, Section of Child Psychiatry, University of Missouri at Columbia
Co-Chairman: Senator John Schneider, General Assembly of Missouri
Resource-Consultant: Eugene Kissling, Ph.D., Director of Clinical Services,
St. Louis County Juvenile Court
Panelists: Jack Bell, Superintendent, State Training School for Boys
Elmer Jackson, M.D., Clinical Director, Warren E. Hearnes Youth Center,
Fulton State Hospital
George Nicholas, Attorney-at-law, Columbia, Missouri
Robert Perry, Director of Court Services, Boone & Calloway Counties
Emel Sumer, M.D., Clinical Director, Youth Center, St. Louis State Hospital

FORUM IV

JUVENILE COURT SERVICES

Recorder: Greg Goldberg
Associate Director — Juvenile Northwest
Missouri Law Enforcement Assistance Council

RECOMMENDATIONS

Expand the resources, staff, diagnostic capabilities, programs, and residential treatment and detention facilities of rural juvenile courts.

Increase the rapidity and individualization of services in urban juvenile courts. Develop specialized services for runaways, school problems, drug abuse problems, older youths, and high security treatment.

Press for legislation to expand the authority of the Division of Youth Services.

Determine if changes need to be made in the Missouri Juvenile Code and press for necessary legislation.

Press for increased state and local funding.

Seek a single coordinator and advocate of juvenile services by requesting the Missouri Supreme Court to appoint an Administrator for Juvenile Services.

Many issues were discussed concerning the problems of rural, suburban and urban juvenile courts in providing the best possible services for their clients and the community.

It was pointed out that lack of resources is the primary problem of rural juvenile courts. Most rural juvenile courts consist of only one or two professional employees serving a population jurisdiction of 50,000 or more. Many courts have only one juvenile officer. Because of lack of personnel, it becomes very difficult to deal with school and family problems and with child abuse and neglect, to provide probation services, to work with the Division of Welfare, to provide job opportunities, to educate the public, and to provide counseling and rehabilitation services. The rural juvenile courts need everything because they have nothing. When a child is referred to the court, there are only two alternatives — probation or commitment to the Division of Youth Services. Programs in the area of early identification and diagnostic services are necessary. Resources are needed to deal with mentally retarded offenders and first-time offenders. Many rural juvenile courts need secure detention facili-

ties and community-based residential treatment facilities. Additional probation services are needed.

It was pointed out that changes need to be made in the Juvenile Code that would help rural, suburban and urban juvenile courts in providing the best possible services to their clients and to the community. The Juvenile Code has ably withstood Supreme Court decisions and other changes during the last 17 years; however, some adjustments need to be made in light of those decisions and other changes and directions modern juvenile courts are now undertaking. Occurrence of jurisdiction problems is prevalent in that a child must be brought back to his or her circuit of residence for adjudication and treatment. Present statutes for certification to adult court are unfair in that a child 17-21 years old is immediately prosecuted as an adult, while children 17-21 under the jurisdiction of the juvenile court must have a hearing in juvenile court prior to transfer to adult court.

Improved service means additional funds. Responsibility lies in all areas of the government. The governor and the legislature are responsible for reasonable financial appropriations and development of sound, statewide programs. State agencies should have better communications with juvenile courts for better coordination of services and reduced fragmentation. County governments must be responsible for paying for additional services not paid for by state aid. It is also the responsibility of juvenile judges to see that county funds are appropriated when necessary. Juvenile courts must become an area of high priority.

Urban juvenile courts must be responsive, rapid, and accountable to both their clients and the community. Many large urban juvenile courts might find it necessary to restructure the court -- to individualize departments to provide such service. More frequent deputy juvenile officer-client contact is needed for more accountable services. Many specialized services are needed, such as runaway programs, school problem programs, drug abuse programs, residential care for older youth, and special programs for older youth with long records of crimes against people. There is also a need for high security treatment programs to avoid transferring youth to the adult system.

Efforts at the state level, primarily through reorganization, offer hope of meeting some of the needs and problems of the juvenile courts. The creation of the Division of Youth Services is a beginning; however, further legislation is needed to expand the authority of the Division of Youth Services. The Supreme Court rules for juvenile courts providing procedural rules for higher quality of services will be beneficial, if flexible. The Juvenile Justice and Prevention Act of 1974 will provide additional funds to meet

juvenile court needs.

There still remains a strong need for youth advocacy and for a higher priority being placed on juvenile services. The Task Force on Juvenile Delinquency has not been effective enough in past years. There needs to be one effective entity for the coordination and advocacy of juvenile services. The Missouri Supreme Court should recognize the needs and problems of juvenile courts and appoint a Missouri Supreme Court Administrator for Juvenile Services. The Administrator would be responsible for facilitating statewide communications, cooperation and analysis of problems and solutions. The Supreme Court, through its Administrator for Juvenile Services, would have the authority to develop a coordinated advocacy for youth services in order to reduce fragmentation, lack of coordination, and special interest groups, and to present a united cooperative effort to the public, the General Assembly, and state and federal agencies. Through the authority and integrity of the Supreme Court, juvenile services could reach a high priority in Missouri.

Chairman: D. Dean Askeland, Assistant Director, Jackson County Juvenile Court

Panelists: Gerald Doty, Director, Hannibal Juvenile Court

Judge Kenneth Elliott, 7th Judicial Circuit

Kenneth Hensiek, Chief Juvenile Officer, St. Louis County Juvenile Court

Donald Jones, Director, St. Louis Juvenile Court

James Walsh, Director, Jackson County Juvenile Court

FORUM V

THE SCHOOL'S ROLE IN THE PREVENTION OF DELINQUENCY

*Recorder: Walter Kopp
Director of Special Education,
St. Louis Public Schools*

RECOMMENDATIONS

Work for passage of a Pupil Personnel Services bill which will provide personnel to meet individual needs of students within the school and liaison with services of outside social agencies needed by students and their families.

Develop pre-service and in-service programs for teachers and administrators in affective education. Stress self-understanding, communication, values clarification, teaching students to think for themselves, and helping students in their personal growth.

Develop adult and youth volunteer programs which will provide for counseling, tutoring, and special encouragement of troubled youths.

Chairwoman Whitty Cuninggim began the forum by discussing schools' efforts to meet their students' needs. It is particularly difficult to provide for youngsters who are unsuccessful in traditional school settings: but, given the average dropout rate of 23% and the fact that more of our young people will spend some time in correctional institutions than in college, it is essential that troubled children's needs be met. The school can be the saving factor. Mrs. Cuninggim made available to the forum participants a number of publications discussing educational ways and means to provide for troubled youth and the results from a student assessment conducted in two Missouri communities by the Character Education Project of the State Department of Education.

Dr. Glenn White discussed the role of assessment in educational programs. Assessment is the first step, after which goals and methods to reach them must be established. Before listing some of the results of the recent student assessment, Dr. White stressed that much of the psychological information about delinquent behavior deals with the student's self-concept, especially in relation to his or her peers, family, teachers, and general school environment. He added that data from the assessment must be validated by the

schools and then noted the following points: Almost half the elementary school students questioned often wished they were someone else; two-thirds felt they would change many things about themselves if they could. Over 60% of junior and senior high students said there were times when they would like to leave home. Almost 40% of the junior-senior high students indicated their teachers make them feel they are not good enough. The fact that two-thirds of the junior high and almost three-quarters of the senior high students indicated that their teachers do not seem personally concerned about them is of great concern.

Mrs. Eileen Ochse discussed the need to train teachers and administrators to develop the affective dimension of education. A student spends nearly 1,300 hours a year in school, and negative feelings long nurtured in dehumanizing schools are definitely related to antisocial behavior. She presented one approach to making schools more humane than at present. First she examined the basic assumptions of most schools: "Learning is largely cognitive. People can be coerced into learning and like it. Learning is hard work and no fun. Educators know what one needs to know; students don't. Teachers teach subjects. Schools are buildings. Teachers should not smile until Christmas. Inactivity is a child's natural state; noise means kids are out of control. Good teaching means maintaining discipline. Students should learn the same things at the same rate, and they cannot learn from each other. Traditional methods work." Instead of working under these assumptions, teachers should focus on their students' cognitive and affective development.

In her opinion, ideal in-service training to help teachers and administrators change their attitudes towards students would be residential, would last at least ten days, would involve a minimum of five teachers and one administrator from any one school, and would be in four phases. Phases One and Two would be evaluation and acceptance of one's self, and time to become comfortable without the old barriers. Phase Three would provide training in skills — communication, clarification of values, decision-making, and involving students in decisions. Phase Four would be continuing support for and implementation of the new ideas. Training in affective education is as important for teachers- and administrators-to-be as for existing ones.

In a brief discussion session with Mrs. Ochse, these observations were made: schools should *look* interesting; their climate is both physical and emotional. Parents should be fully and clearly informed about the school's methods and goals for affective education. Information should be sought in various ways about any problems students may have at home or with teachers. Corporal

punishment is the antithesis of humane affective education.

Mrs. Jo Ann Goldstein discussed involving parents and citizens in the schools through volunteer programs. Volunteers allow teachers to be more effective, provide one-to-one help and exposure to another adult, reduce discipline problems and teachers' fatigue, and promote increased motivation to learn and improved self-images among students. Volunteers' services, such as those provided by the 400 volunteers in the University City School System, include working with individuals and small groups, staffing learning centers and libraries, providing mini-courses, serving as resource persons, and leading discussion groups. Individual tutoring can act as a preventive factor for a troubled child by improving his or her self-image and by providing a dependable adult friend. Student volunteers on all levels of the school system benefit themselves through personal growth as well as the students being served; junior and senior high students can receive credit for tutoring. Mini-courses often attract students not interested in regular courses. Classes are small and generally last a fairly short time, so recruiting volunteers for them is easy. Mrs. Goldstein stressed there must be strong desire for a volunteer program and it must be well-organized. Orientation programs acquaint volunteers with their roles and responsibilities, available resources, and techniques. Teachers learn how to train and use volunteers affectively and are encouraged to develop good relationships with their volunteers.

Mr. Charles Foster discussed the responsibility of the schools to encourage every youngster to pursue intellectual, social, physical, and career development. Prevention is far wiser than trying to meet crises, but crisis intervention programs are being developed every year to meet current problems. Increasing numbers of Missouri children—over 22,000 in 1972-73—drop out of school. However, we need resources to change from crisis intervention to prevention. A teacher responsible for 25-30 or more students has little time to help students with their personal problems. We need the means to analyze and provide services for every child's needs; we need not only volunteers but also social workers, psychologists, and psychiatrists. The key is the Pupil Personnel Services Bill, which the great majority of those in the assembly supported last year, but which did not pass. It is vital, Mr. Foster said, that we push for passage of the bill at the next session of the General Assembly.

Madeline Dee Morein, a sophomore at Horton Watkins High School in St. Louis County, discussed her reaction to the speakers. She believes that what goes on at home is the most important factor; parents must understand how kids feel. Teachers should care about their students and make their expectations clear, and

students will respond. It is essential that schools take steps immediately to tailor classes to students' needs and interests.

Gerald McDuffie, a senior at Soldan High School in St. Louis, agreed that the atmosphere at home is crucial and added that prevention of delinquency must start with pre-kindergarten children. The main problem is lack of communication, understanding, and compromise among students, teachers, and parents. Schools must train young people to think for themselves and should be aware of the value of peer counseling. Finally, he noted that it was unfortunate that many teachers good at communicating with kids had been dismissed and that many of those remaining were only concerned about keeping their jobs.

Mr. Walter Kopp summarized the forum, noting the need to develop affective education as well as cognitive, the benefits of volunteer programs, and the need to pass an effective pupil personnel services bill. Those wishing to support the bill were invited to write to Charles Foster, Director of Guidance Services, State Department of Education, Jefferson City, Missouri 65101.

Chairwoman: Mrs. Whitty Cuninggim, Catalyst Associates

Resource-Consultants: Walter Kopp, Director of Special Education,
St. Louis Public Schools

Keith Schafer, Consultant, Guidance Service Section,
State Department of Education

Panelists: Charles Foster, Director of Guidance Services, State Department of Education

Mrs. Jo Ann Goldstein, Coordinator, Volunteer Aide Program,
University City, Mo., School District

Mrs. Eileen Ochse, Educational Consultant, Center for Creative
Communications, Inc., Bethesda, Maryland

Dr. Glenn White, Director, Research Coordinating Unit,
State Department of Education

Student Reactors: Madeline Dee Morein, Sophomore, Horton Watkins High School,
Ladue, Missouri

Gerald McDuffie, Senior, Soldan High School, St. Louis, Mo.

FORUM VI

JUVENILE JUSTICE MANPOWER

*Recorder: Charles Ackerson
St. Louis County Juvenile Court*

RECOMMENDATIONS

Establish statewide minimum personnel standards including an adequate salary schedule.

Develop training capabilities within the Division of Youth Services for all staff levels.

Enact enabling legislation to provide subsidies for staff training.

Develop standards and guidelines for volunteer programs; include selection, training, and supervision of volunteers.

The forum on manpower and training reviewed the recent juvenile justice manpower study compiled of data gathered from training agencies, juvenile justice employees, and juvenile court judges and administrators. Mr. Wendell Metzner explained the study had been undertaken in accordance with a recommendation in the 1972 Task Force report. The study is the first comprehensive analysis of employment in Missouri's juvenile justice system.

Professor Paul Sundet gave an overview of the contents of the study (details of his report are on p. 39). He pointed out that personpower cuts across all service areas — prevention, police, detention, courts, probation, institutions, and community resources — but that the study was necessarily limited to public agencies and organizations identified with juvenile delinquency. In discussing some of the key findings of the study, he emphasized the high percentage of turnover of employees — 27% statewide and 50% in one metropolitan area. Training is virtually unavailable at the 44 colleges and universities in the state which were contacted, and, except for Kansas City, St. Louis, and St. Louis County, staff training is somewhat haphazard. Juvenile justice personnel tend to be young — 52% under 30 — and to have minimal experience. Salaries are low; court juvenile officers receive less than probation and parole personnel and group home staff less than prison guards. There is a wide difference in salaries in different parts of the state. Though the institutional population is declining and group homes are on the rise, high turnover means that group home staff have a

mean of five or six months' experience and that time must be devoted to recruitment rather than to programs. The study found no accurate count available of the number of police department juvenile sections, but it noted that where such sections exist, there are no standards yet established. Twenty-seven of the 44 juvenile court jurisdictions have volunteer programs providing at least \$85,000 worth of services, but there are major problems in limited supervision and lack of training. Juvenile court judges and administrators pointed out problems in pay, recruitment, retention, and training. The study noted that only 2% of juvenile delinquency funds are used for training.

Mr. Gerald Wittman, commenting on the study, emphasized the strength in Missouri evidenced by the willingness of such diverse groups as schools, government agencies, and businesses to work together to solve problems in the juvenile justice system. Difficulties can be brought under control despite the inherent problems in having 44 separate jurisdictions in the state. He pointed to unequal justice, irrational emphasis in training, and untrained line staff as problems throughout the country which need to be solved. Referring to the matter of unequal justice, Mr. Wittman described training sessions in which several judges rule on the same case, and consistently return decisions widely at variance. As an example of senseless emphasis in training, he cited the state patrol officers' academy in the State of Washington: one hour devoted to dealing with juveniles during the 16-week training session, eight hours to transporting mentally ill and violent patients. Fifty percent of the state patrol's contacts were with juveniles; one mental patient was transported in a year. (Editor's note: The St. Louis Metropolitan Police Academy devotes four hours of training to juvenile matters out of 640 total hours of training.) Mr. Wittman pointed out that without training, line staff tend to make "seat of the pants" decisions which become norms resistant to change.

Mr. Wittman recommended that the legislature enact a uniform statewide salary and standards act outlining requirements, qualifications, and salary schedules. He cautioned administrators not to overlook qualified, high quality personnel in the system and suggested they provide for educational improvements by allowing premiums for educational achievements. He encouraged participation in state and national training programs as well as local in-service training.

Wendell Metzner, responding to the presentations as a layman and volunteer, pointed out that if an industrial corporation had the turnover rate indicated in the manpower study it would soon be out of business. Training and standards designed to maintain

and upgrade personnel are most important.

In a brief discussion following the forum, the need was emphasized for increased training programs at colleges and universities. In response to a question about staff turnover, it was pointed out that at least on the professional level changes were made generally within career lines and frequently from Missouri to other states.

Chairman: Wendell P. Metzner, Chairman, Task Force Committee on Manpower
Resource-Consultant: Professor Paul Sundet, School of Social & Community Services,
University of Missouri at Columbia
Speaker: Gerald P. Wittman, Training Director, National College of Juvenile Justice

FORUM VII

VOLUNTEER SERVICES: A CITIZEN ROLE IN THE PREVENTION OF DELINQUENCY

*Recorder: Betty Seeley, Juvenile Officer
23rd Judicial Circuit, Hillsboro*

RECOMMENDATIONS

Establish a committee on volunteers under the Task Force on Juvenile Delinquency to publish guidelines on initiating, developing, and administering volunteer programs.

Select volunteers through a screening process with specific criteria.

Orient volunteers to the philosophy and mechanics — terms, methods, forms — of the agency.

Train volunteers continuously in specific skills and in uniform recording methods.

Provide job descriptions for volunteers. Spell out their rights and responsibilities.

Train professional staff in supervising volunteers.

Evaluate volunteer services for effectiveness.

Recognize effective volunteer work. Remove ineffective or damaging volunteers.

In her opening remarks Ms. Phyllis Hausfater noted that both the provider and the consumer of volunteer services were represented among the eighty present in the workshop — a cross-section of ages and orientations. The program, planned by Ms. Marie Williams, consisted of a narration by Mr. Fletcher Denton and of several clever and humorous skits presented by the National Council of Jewish Women — St. Louis Section and by the staff of the St. Louis County Juvenile Court. The skits focused on the problems with which the small discussion groups dealt. Each group provided answers to questions about a given area of volunteer services.

I. *Recruitment and Selection.* Volunteers are drawn from a cross-section of the community, from such sources as service organizations, church groups, and P.T.A.s. They are recruited by word of mouth, the media, speaking engagements, and other means. Volunteers recognize a need to share responsibility for a child with the child and the community; the client's needs are being met as a failure-oriented child is "turned around" and rein-

tegrated into the community. In this process, each juvenile court must specify specific needs in each case. The selection process should include applications, personal interviews, and screening according to criteria spelled out for the interviewer.

II. *Orientation, Training, Assignment.* Orientation and training are two separate processes of instruction. Orientation, which should be conducted by agency personnel, should give the volunteer a basic understanding of the philosophy and mechanics of the agency. Volunteers must be taught how to use terminology, methods, and forms. Training — the teaching of specific skills — should be performed by administrators, staff, outside consultants, and volunteers. It should provide for ongoing sharpening of skills. Volunteers should have job descriptions like paid staff and should be fully informed of their rights and responsibilities.

III. *Supervision and Evaluation.* Staff should be trained in supervising volunteers. The amount of supervision required varies with each case and should be jointly determined by the staff member and the volunteer. The volunteer program should be continuously evaluated for its effectiveness according to such criteria as changes in clients' attitudes and reduced recidivism. The evaluation should be conducted by agency professionals, volunteers, and clients.

IV. *Recording and Documentation.* The training of the volunteer must include how to record, what expectations exist for the documents, and how they will be evaluated. Uniform recording is necessary so that volunteer services and the development of volunteer-client relationships can be evaluated. In addition, such documents can enhance the volunteer's awareness of his degree of usefulness to the agency.

V. *Recognition and Termination.* Volunteers would greatly appreciate increased staff recognition of services rendered. This could take various forms; added responsibility, publicity, certificates, recognition banquets. Whenever the needs of the clients are not being met, ineffective or damaging volunteers must be removed.

The workshop was closed with a brief summary by Ms. Betty Seeley who presented the group's concluding resolution: "We resolve that the Task Force on Juvenile Delinquency establish a committee on volunteers, and that among its primary responsibilities would be publishing guidelines for the initiation, development, and administration of volunteers in the juvenile justice system."

Chairwoman: Ms. Phyllis Hausfater, St. Louis Chairwoman,
Governor's Committee for Children and Youth

Narrator: Fletcher Denton, Assistant Director of Court Services, St. Louis Juvenile Court

Skits: National Council of Jewish Women, St. Louis Section

Summarizer: Ms. Betty Seeley, Juvenile Officer, 23rd Judicial Circuit, Hillsboro

FORUM VIII

JUVENILE JUSTICE AND THE PRIVATE AGENCY

Recorder: John Dundas

Health & Welfare Council of St. Louis

RECOMMENDATIONS

Establish a task force of representatives from the public and private sectors.

Define the roles of public and private agencies in the juvenile justice system.

Determine what services need to be developed and by whom, and what services are no longer needed.

Evaluate the possibility of a state rather than county tracking system.

Establish guidelines and regulations for interstate placement of children.

Determine quality standards for public and private agencies alike.

Investigate problems in purchase of services from private agencies. Press for increased funding of such services.

Determine whether or not private agencies with a religious affiliation should receive public funds.

The present relationship between public and private agencies is characterized by misunderstanding and lack of coordination which must be replaced by honest dialogue and cooperation to provide a comprehensive juvenile justice system.

Frequently-heard comments about the private and public systems illustrate the current misunderstanding and lack of trust. When the private sector is viewed by those in the juvenile courts, the following concerns are mentioned: 1. Serious gaps in services provided in the private sector have forced the juvenile courts to establish their own services. 2. Private agencies are too selective. They accept children only when success is assured and avoid working with the difficult child. 3. Private agencies providing residential care keep a child either too long or not long enough. 4. Costs in private agencies are too high because professionals in them are undertrained and overpaid and exaggerate the services provided. 5. If a private agency is church-related, it is wrong to use public funds to support that agency.

Comments by those in the private sector on the juvenile court system are: 1. The power and authority of the juvenile court are viewed with suspicion. Some decisions of juvenile judges have had far-reaching effects on private agencies' programs and placement policies. Often juvenile courts appear to disregard recommendations from private agencies. Many times it has appeared that a court decision has gone against the best interests of the child. 2. There is a growing concern in the private sector over the quality of services provided by some juvenile courts. Private agencies must be licensed by the state and often also choose to join standard-setting professional bodies. Who certifies that services provided by juvenile courts are of good quality? 3. Many in the private sector applauded the decision of some juvenile courts to get out of child adoptions and would welcome a similar decision on services for dependent, neglected, abused, and emotionally disturbed children. Just as the courts still have legal responsibility in adoption cases, the courts would continue their legal responsibilities in these other areas.

Though there is some dissatisfaction on both sides, the wide variety of privately-offered services is as much a part of the juvenile justice system as the courts themselves and their services — foster homes, group homes, detention facilities, short- and long-term treatment facilities, and outpatient care. Services provided by the private sector include day care, diagnostic services, special education, child and family counseling (including adoption and foster home placement), residential care (for dependent, neglected, and disturbed children), group homes, and outpatient care. Private agencies provide specialized services and work with children as difficult as those served by any mental health center or state hospital. Many private agencies are providing needed alternatives to the services of the state training schools. However, there are still some children who need the closed facilities of the state hospital or of the state juvenile centers.

In addition, other public agencies such as M.L.E.A.C. and the Division of Education provide services to the juvenile justice system. With all these factors, only honest dialogue, intense cooperative efforts, and more definitive roles for public and private agencies can result in providing comprehensive services.

We should develop a treatment team approach which requires confidence and trust among the agencies which are the components of the juvenile justice system. The juvenile court, for certain children, can coordinate the services needed by the child and his or her family. At other times the Division of Family Services or another public or private agency can coordinate the components of the system; the agency would make court referrals as necessary

and as infrequently as possible. The juvenile justice system combines the efforts of all agencies, public and private, which provide services for juveniles and their families.

Some pressing problems must be resolved in honest, creative dialogue: What services need to be developed and by whom? What services are no longer needed? Would not a state tracking system of child placement be better than a county system? The matter of appropriately regulated interstate placement of children must be considered. What about standards for quality care for both public and private agencies? Purchase of services from private agencies must receive immediate attention. Children from Missouri are not being served while other states are willing and able to purchase needed services for their children. The question of whether or not private agencies with a religious affiliation should receive public funds must be resolved. (Most such agencies, more concerned with treating children than with winning converts, are careful to provide religious instruction in accord with the parents' and child's preferences.) These are all part of the basic problem of organizing the juvenile justice system into a manageable and effective system for the delivery of needed comprehensive services.

It should be apparent to most professionals by now that some children benefit most from adoption, others from adequate foster homes, others from group homes. Some hurt and damaged children can be helped with outpatient care; some with short-term and others with long-term residential treatment. The key is of course to get the child to the right treatment at the right time. To be sure, there are weaknesses in all of these programs, but the methods need not be condemned. All components of the system must be strengthened, and we can do it together for the sake of the children who need all of us. Let's start now with a task force of representatives from each of the relevant child service components.

Chairman: Richard Dunn, Superintendent, Boys Town of Missouri, Inc.
Resource-Consultant: John Dundas, Health and Welfare Council of St. Louis
Panelists: Judge Gary Gaertner, 22nd Judicial Circuit
John Steiner, Director, Spofford Home in Kansas City
Donald L. Wolff, Attorney-at-law, St. Louis County

FORUM IX

THE NEW DIVISION OF YOUTH SERVICES

*Recorder: William J. Obermark
Missouri Division of Youth Services*

RECOMMENDATIONS

Press for legislation establishing the powers of the Division of Youth Services and providing funds for its programs.

Press for a fair share of the federal funds to be appropriated under the 1974 Juvenile Delinquency and Prevention Act.

Keep juvenile court judges throughout the state active in juvenile justice programs.

Encourage local officials to contribute to the efforts of the Division of Youth Services but avoid absorbing local programs into a state bureaucracy.

Mr. Ron Larkin began the forum by discussing the historical development of Missouri's services for youth. In 1889 the state opened a penal institution for juveniles which functioned until 1948. In 1903 Missouri became only the second state to adopt a juvenile code recognizing the special status of children before the law. The state constitution of 1945 created the Board of Training Schools and classified its juvenile facilities as educational institutions. When it became apparent that the ideals of the two previous progressive steps were not being achieved, a task force was established under M.L.E.A.C. to study the juvenile justice system and make recommendations to improve it. One of these recommendations has been partially fulfilled; the Division of Youth Services has been established. What is needed now is legislation to define the Division's powers and authority and to provide appropriate funds.

Representative Harold Volkmer discussed why Senate Bill 510, which would have provided comprehensive youth services, failed to pass during the last legislative session. One reason was that the bill provided for a separate office of delinquency prevention not directly under the Division Head. The bill also provided that the Division of Youth Services operate the State Training Schools at Boonville and Chillicothe, and many felt that at least the Training School at Boonville should not be perpetuated by statute when there is a possibility it may be phased out. A House amendment

removing these provisions was not accepted by the Senate, and the bill died on the Senate floor. Representative Volkmer is confident that the legislation can be reintroduced and, with cooperation in preparing it and steering it through the General Assembly, it should have a better chance to pass this year than it had before. However, we should not rest content once that bill is passed; we must remain alert to changing needs and develop legislation accordingly.

Mr. Ray Manella, discussing national trends in juvenile justice programs, focused on the Juvenile Delinquency and Prevention Act of 1974 recently signed by President Ford. The bill calls for \$75 million in 1974, \$125 million in 1975, and \$150 million in 1976 — none of which has been appropriated yet. It is imperative that we press for immediate funding and urge Missouri's members of Congress to fight for our fair share once the money is appropriated. The Act provides seven means to reduce juvenile delinquency: thorough and prompt evaluation of all federally-assisted juvenile programs; technical assistance to agencies, institutions, and individuals in developing and implementing programs; training and person-power programs for professionals, paraprofessionals, and volunteers; centralized research on causes, contributing factors, and problems of delinquency; development and application of national standards; assistance to states and local communities with resources and funds; a national program for dealing with runaway children. Other topics being discussed at the national level include the question of closing juvenile correctional institutions and alternatives to institutionalization such as half-way houses, group homes, and day-care centers.

Dean Louis McHardy made a number of recommendations. As the role of the Division of Youth Services becomes more active, it is important to keep juvenile court judges throughout the state involved in the planning and implementation of programs. Without the judges' active participation in the programs we run the risk of losing a powerful advocate in the community. Dean McHardy also pointed out that as the Division becomes increasingly involved in controlling the state juvenile justice system, a fine line of compromise will be needed between state and local officials. Since counties are reluctant to turn over their programs to bureaucracy, the Division of Youth Services must stay in the field and grasp local problems and solutions. A national trend, Dean McHardy noted, is the interest taken by federal courts in state juvenile institutions; he warned Mr. Brand to be prepared for class action suits such as that filed in Texas. Finally, Dean McHardy indicated his support for the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals that juvenile courts yield to

family courts and that the standards and goals recommended for adults also be applied to juveniles.

The workshop concluded that communications must be kept open and cooperation obtained among all those who provide services to juveniles. We must strive for enabling legislation and appropriations for good programs.

Chairman: Max L. Brand, Director, Missouri Division of Youth Services

Speakers: Ron Larkin, Juvenile Delinquency Specialist,
Missouri Law Enforcement Assistance Council
Ray Manella, Consultant, Juvenile Delinquency Task Force,
Interdepartmental Council on Juvenile Delinquency, Washington, D.C.
Representative Harold Volkmer, General Assembly of Missouri
Louis McHardy, Dean, National College of Juvenile Justice, Reno, Nevada

WELCOME TO THE CONFERENCE

Joseph J. Simeone

*Judge, Missouri Court of Appeals, St. Louis District
Chairman, Task Force on Juvenile Delinquency*

My remarks will of necessity be short, for we have a full day's work ahead. Unlike the last two conferences which emphasized prevention, this conference is to deal with the broad range of problems concerning juvenile justice in Missouri and to attempt to answer these questions: Where are we in Missouri in 1974 in the juvenile justice system? Where should we be in the immediate future? How do we get there? We have, in my opinion, all the various experts in the field in this state. We have an opportunity to determine the present status of the system, what our immediate goals should be in both the governmental and private sectors, and what resources and manpower are needed to accomplish those goals. It is my hope that out of this gathering of expertise we can specify strategies for reaching the objectives. The problems are old; the solutions are like mercury; the areas of concern are vast. These areas of concern involve prevention, educational services, the role of mental health agencies, police services, court disposition and services, manpower and training, the role of private agencies, and the role of the newly established Division of Youth Services under the leadership of Max Brand

Since the dawn of this century, we have changed our concepts in dealing with youth from the harshness which used to prevail. You are all familiar with the high hopes of Judge Julian Mack and of the leaders of the Jane Addams School at the end of the last century, and the reformation movement of that era. That philosophy is embodied in Mack's little article in an early *Harvard Law Review*: "Instead of asking merely whether a boy or girl has committed a specific offense, we should find out what he is and how he got there, and to take charge, not so much to punish as to reform, not to degrade but to uplift, not to crush but to develop, not to make a criminal but a worthy citizen."

But in recent years, these hopes have not been realized. Justice Blackmun in a recent decision (*McKeever v. Pa.*) put it succinctly: "We must recognize that the fond and idealistic hopes of the juvenile system proponents and early reformers have not been realized. The community's failure to provide people and facilities, the insufficiency of time devoted, the scarcity of professional help, the inadequacy of dispositional alternatives, and our general lack of knowledge all contribute to a dissatisfaction of the experiment. Yet, we are reluctant to say that despite disappointments it still does not hold promise and that the system cannot accomplish its

goals. So much depends on the interest and commitment of the public, on our willingness to learn, and on understanding of cause and effect and cure. States should be encouraged to seek in new and different ways the elusive answers to the problems of the young."

That is why we are here today -- to seek new and different ways to the elusive answers to the problems of the young. For the problems since the end of the second world war have become greatly intensified. Whether it is because of sheer numbers or extrinsic factors, it is difficult to say.

Whatever the causes, the fact is that more and more young people are coming in contact with the juvenile justice system. The National Commission on Criminal Justice stated that more than one-fifth of all persons arrested in 1971 were under 18 years of age. The report stated that the "highest attention" should be given to prevention and to the juvenile justice system in order to minimize the involvement of youth.

The latest reports (Uniform Crime Reports 1973, pp. 128-29) show that there were almost three-quarter million arrests of children under fifteen years of age for *major offenses* in the United States, and almost two million arrests of persons under eighteen years. In Missouri, the figures show that there were 28,000 children processed through the juvenile justice system. This represents a population almost the size of our capital. Over 1,000 youths were committed to the training school; over 750 to LEAA-funded homes.

During the past year the Task Force has spent a lot of time developing goals and objectives. We have discussed short-term, long-term, intermediate, attainable, unattainable, desirable and undesirable goals. This process has been painful, but it is necessary if we are to direct our resources in the most efficient manner to improve our juvenile justice system.

The problems are vast; the solutions are not simple. While I do not believe we can solve the problems today even with your expertise, we can by putting our heads together answer the questions put to us, make some small turn in the road, and achieve a better and brighter day. At least we can try.

CHARGE TO THE CONFERENCE

*Samuel Bernstein, Chairman
Conference Planning Committee, Director of Court Services
St. Louis County Juvenile Court*

There have been many conferences on a national, state and local level on juvenile delinquency. I think what distinguishes this conference is that, to my knowledge, no other state conference has had so many concerned citizens working on its behalf. There are over sixty co-sponsoring organizations across the state and twenty-five judges, as well as twenty-two leading citizens co-sponsoring this conference. And, of course, all of this interest has led to twelve hundred participants here today.

Because of the tremendous interest in the juvenile justice program in Missouri, as manifested by your attendance here today, it seems to me that we all have a unique opportunity to be prime movers in helping to develop an action strategy for a total juvenile justice program which will result in a more productive system of services than now prevails in Missouri. It is also my hope that, in your various workshops, as you exchange information and as you develop recommendations, you will remember that it is not unusual for recommendations to gather dust on a shelf and never be implemented unless there is follow-up. As an example, I am sure each workshop will deal at one point or another with the necessity for legislation for a Division of Youth Services and Pupil Personnel Services. This legislation has been introduced in the past and came about by way of recommendations from people such as you. It failed to get through the legislature. It is exceedingly important that we not only develop action strategies, but that when legislation is being discussed you will voice your concern to the legislature. As you meet in your individual forums I would ask of you to keep in mind the object of this conference as you exchange information and make your recommendations. I quote from your program booklet: "This conference will concentrate on coordinating the efforts of the Missouri Law Enforcement Assistance Council, the Juvenile Delinquency State Task Force, and related community groups to determine and reach juvenile justice goals for Missouri." This means that you should consider the work already done in the formulation of goals. You need not necessarily agree with the long- and short-range goals, as listed on the sheets you have in your information packs, but these goals deserve attention as you deliberate on your recommendations. Another point to remember, if we are ever to get anywhere: we not only have to utilize the work of others, we have to coordinate our work with theirs because we are a total juvenile justice system.

Each of the forums: police services for juveniles, the prevention of delinquency, the role of mental health in juvenile corrections, juvenile court services, the school's role in prevention of delinquency, juvenile justice manpower, volunteer services, juvenile justice and the private agency, and the new Division of Youth Services — has its own unique problems. All of these components I have just mentioned are necessary, but each component must work with the others so that we have an efficient and effective juvenile justice program. The components, which range from police input through the courts to correction, have to be interdependent and yet each must function to some degree autonomously. This system, which on the one hand will prevent the possibility of a police state, on the other hand leads to extremely complex problems. Not the least of these is that the individual components do not really make a system. The components are not integrated nor coordinated, but are fragmented non-systems, and are a collection of agencies tied together by the procession of an increasing number of juvenile offenders. Our component parts are our non-systems which are marked by unequal fiscal, manpower, and equipment facilities, by a lack of relevant research and evaluation — and, until recently, by apathy on the part of the public which the total system is designed to serve. What is needed, I repeat, is a total juvenile justice program that requires the systematic and cooperative planning by all components making up the total juvenile justice system.

We look forward to the demise of a pure law enforcement approach which says what we have to do is lock up everyone. At the other extreme, we can ill afford those who say everyone can be saved. A total juvenile justice system recognizes that no easy answers exist, that there are individual differences within the so-called juvenile delinquency population, that the majority of children can be saved through rehabilitation, and yet the system recognizes that many must be incarcerated for the protection of the community. Those who come with a simple answer and who fail to recognize the need for a total integrated system, taking into account the various differences in people, do a disservice to juvenile justice planning.

The charge to this conference, then, is to develop reasonable, balanced recommendations, based upon sound data and the work of many, into a total system which has broad-based community support. The goals should be clear and take into consideration the recommendations of the other component parts, and what can and what cannot be done realistically. In Missouri, we have a significant start to build upon. We can pick up on this head start to make sure we have a balanced program with the means to implement the program.

THE MISSOURI DIVISION OF YOUTH SERVICES

*Max L. Brand, Director
Division of Youth Services*

Thank you for this honor and this opportunity to speak to you today. I am most pleased to see so many people demonstrating an active commitment to improving the still fragmented juvenile justice system in the state of Missouri. The time that I have today is precious; I consider our task today a very serious matter. There is much to be done during the next few hours.

My mission today is to attempt to explain the role of the Division of Youth Services. The Division should not be viewed in a vacuum nor seen as separate and apart from Missouri's juvenile justice system. It should not be seen in isolation from you meeting here today. Among you are those who gave rise to the concept of the Division of Youth Services. Here today is the collective strength to make the Division of Youth Services a meaningful agency.

When I accepted the position of Director of the Division, I knew that there were many high expectations for what this agency might become. It was this hope that attracted me to Missouri. I realize the responsibility which I have, but, ladies and gentlemen, I contend that the success or failure of the Division of Youth Services rests also upon your shoulders. I ask for both your advice and your support.

Controversy often breeds change, and change always breeds controversy, but only compromise produces growth. Since the Children's Bureau study of 1968 and report of 1969, there has been evidence of controversy, change, compromise, and growth in children's programs in Missouri, but not enough growth has occurred to lull anyone into a feeling of great accomplishment.

Two very basic issues face the newly-established Division of Youth Services. They are questions of focus and of scope. Will the Division of Youth Services focus on the protection and treatment of youthful offenders or upon social control and protection of society? To choose one or the other of these areas would be a gross oversimplification.

We must concern ourselves with both individual treatment and societal demands. Those individuals who claim to know which area is of primary importance probably are not seeking to make the Division of Youth Services a functional agency but are attempting to serve their own ends, causes or crusades. While people are entitled to opinions and even to causes and crusades if they are so inclined, I hope that they would engage in their personal efforts without putting divisive issues as roadblocks in the path of an agency which must pull together many very different points of view.

The Division of Youth Services proposes to intermesh these areas. To do so, a continuum of services must be made available. One way is to improve classification efforts: to recognize that, while many youngsters brought to the Division's attention would not profit from institutional care at all, many could well be viewed as serious offenders who might require specialized services in a secure environment.

Now, what authority does the Division of Youth Services have, want, or need to carry out its actual or perceived responsibilities.

This question of scope is probably the most serious issue facing the Division at the present time. Since arriving in Missouri, I've found that there's general agreement within the state that the juvenile justice system is fragmented. There is also agreement that efforts should be coordinated, and that the Division of Youth Services somehow ought to be involved in that effort. Beyond these elementary points of agreement, it is my conclusion that very few people agree with anyone about anything.

Right now, my basic concern is clearly to define and actively to attempt to improve the existing programs within the Division of Youth Services, and to see that this agency provides the very best services possible to those youngsters committed to our care.

Developing a statewide program for the pre-delinquent, delinquent, and committed youngsters of this state can never be as easy as it appears on paper. This is the challenge that lies ahead. What occurs is up to you, not to Max Brand, not to the Division of Youth Services. I care a great deal about young people and about the problems they face growing up, but no matter how great my concern may be, I cannot nor will I ever attempt as a single individual to pull together the fragmented system of juvenile justice which exists in Missouri.

As many of you know, I feel strongly that much can be accomplished in the field of community-based corrections. This is a current trend of juvenile treatment and the Division of Youth Services is headed in this direction. The Division currently operates ten group homes, will open six more during this fiscal year, and proposes to open five more next year. Our proposed regional plan will bring treatment facilities into the community in an attempt to treat youngsters in the communities from which they came and to which they must return. Some of these facilities will allow the youngsters to mix directly with the surrounding communities; others will be more secure. To my mind, community-based treatment and promiscuous juvenile correction programs are not synonymous. The Division needs to explore all aspects of community-based treatment, to reach out and utilize what works, and to discard what does not.

In recent years there has been an increasing transfer and/or abdication of responsibility from parent to school, from school to police, from police to court, and sometimes from court to state. With the many pressures that come to bear on juvenile courts, there is a temptation to say, "It's the state's problem. Let's get these troublemakers off 'our' streets and out of 'our' communities where they can be *rehabilitated*." Some seem to feel that keeping youngsters out of the community as long as possible improves the rehabilitative process. Simply taking city kids to the country is not productive. Removing youngsters from the families to which they must return and from the communities within which they must live hardly seems productive to me unless, of course, people think "out of sight, out of mind" is rehabilitation. If this is their point of view, I am afraid that those people and I might have some serious disagreements.

Sometimes someone has to put a stop to this abdication of responsibility and place it squarely back where it belongs: with the families of delinquent youth and with the communities from which these youngsters come.

I feel that Governor Bond took these facts clearly into consideration when he called for decentralization of state-operated facilities and for regionalization of juvenile treatment programs. This call wasn't made to win a popularity contest, but because there was a genuine desire to see youngsters in trouble be rehabilitated and reintegrated into the community and not shipped off and forgotten. Several courts within the state are already expanding their community-based alternatives and are taking a hard look at what is and isn't working. Many other areas of the state are more than willing to do the same but simply find it financially impossible to do what they want to do and know should be done.

Thus far we have only considered the Division of Youth Services as a reactive agency concerned with those youngsters who have already become seriously involved with the juvenile justice system. There are many other areas where the Division of Youth Services could provide services and fill voids. What of prevention and diversionary services? What of a unified approach to training? What of common standards, of technical assistance, of county subsidies, of a common voice in matters of legislation and funding? These are all areas in which the Division of Youth Services could potentially become involved, but the degree to which this agency's sophistication develops depends largely upon the degree of *your* commitment and upon *your* capacity to compromise.

Someone in the state needs to assume the responsibility for moving aggressively into these fields. As far as prevention and diversionary services are concerned, I am led to understand that

there are a number of organized citizens' groups throughout the state ready to deal with these problems. I know that funding resources could be made available. The Division of Youth Services is ready to act. Why then are we not moving into these fields? Very simply because we have no legal authority to do so. There are many youngsters in the state who could avoid even entering our juvenile justice system if we could simply act. However, until we are provided with workable legislation such as the defeated Senate Bill 510 proposed last year, our hands are tied.

The Division of Youth Services sees itself *not as a catalyst* to bring about change; the need for change has been adequately documented and generally accepted. Instead, the Division would like to provide the cohesiveness to link together this fragmented system of juvenile justice. The Division of Youth Services will be making no effort to ram anything down anyone's throat. No attempts will be made to take over anything nor to undermine anyone's authority.

Instead, the Division will stand ready to work cooperatively with all units of government that wish to see equal justice, equal services, and equal opportunity for the troubled youngsters of this state. I hope that each subsection, committee, and forum of this conference will begin by asking "How can we make the juvenile justice system in the state of Missouri work?"

It has been said that the wheels of government turn slowly, and anyone who has worked within a governmental structure can certainly attest to this. What we must do is establish a timetable for juvenile justice needs in Missouri. Once this timetable is established we must commit ourselves to working together to see that these needs are met and these goals achieved.

In summary I would like to point out that my assignment was to tell you what the Division of Youth Services is about. I hope you have a better feel not only for what the Division of Youth Services is but also for what we together can make it become. I wish to pledge to you today that I plan to give the Division of Youth Services 100 percent of my efforts to see that something meaningful occurs. I want to see juvenile justice become a reality, not a myth, within this great state. Thank you very much.

SOME FINDINGS OF THE JUVENILE JUSTICE MANPOWER STUDY

Charles Ackerson
St. Louis County Juvenile Court

I. TRAINING

A. Colleges and Universities

Of 44 colleges and universities contacted in the state, 23 had some form of Administration of Justice program. Of 6,088 students only 178 or 2.9% were preparing for employment in the juvenile justice field. Courses offered were universally survey courses on juvenile delinquency. There was no required field experience for undergraduates. Although 50% of the police contacts in the state are with juveniles and there are more persons involved in the juvenile justice system than in adult corrections, it is apparent that higher education does not view juvenile delinquency as an area of particular concern.

B. Professional Organizations

The Missouri Juvenile Officers Association has attempted to develop training programs, and agencies throughout the state rely heavily upon the M.J.O.A. for training. The Association now conducts four training institutes per year with an average of 40 to 60 persons attending. The institutes are strictly voluntary and there is no consistent curriculum.

Another potential source of manpower training in the field is the recently organized Missouri Police Juvenile Officers Association.

C. Agencies

Kansas City, St. Louis and St. Louis County have training programs in one form or another, from orientation to comprehensive in-service training. However, in other areas of the state administrators seem to have no real consensus as to the function or priorities of personnel in the juvenile justice system.

II. EMPLOYEES

A. Profile of Missouri Juvenile Justice Personnel

The 823 employees surveyed were either directly handling cases or in immediately supervisory positions. Their responses indicated a definite shift away from institutional care with 50% active in providing field services. Over 35% of Division of Youth Services personnel are in noninstitutional service areas.

Forty-two percent of juvenile justice personnel are women. Thirty-three percent are under 25 years of age, 52% under 30. Twenty-five percent are representative of minority groups, predominantly black.

The mean education of the respondents indicated a change

upward since 1963 by approximately 2½ years. Work experience indicators reflected both expansion and high turnover with 27.9% in the field less than one year, 51.8% less than two years, and 42% in their current position for over two years. These figures also indicate that with the influx of new persons, rapid promotions and changes take place before the learning-by-doing method of training can be effective. Circuit court, field service, and group living personnel tend to be the youngest and least experienced.

B. Courts

With the large number of independent jurisdictions (44) throughout the state and the varied statistical reporting systems in use, it is difficult to determine an average daily case load for field staff or even a universal definition of a case. It was also impossible to make any judgments regarding staff coverage. Case loads ranged from three per worker to 372. Salaries for Deputy Juvenile Officers were somewhat (\$133) less than for probation and parole personnel. Entry-level salaries vary by 53% from the highest to the lowest. The turnover rate is startling, with an annual rate of 27% statewide and as much as 50% in one metropolitan area.

C. Group Homes

The largest and fastest-growing program in the state is group home care. The average daily population of 81 in 1972 increased to 219 in 1974. Group homes are designed to provide treatment, not merely shelter care, and the staff ratio is 1:1.66 staff to child. Academic qualifications for group home personnel are adequate and indicate a marked departure from that of traditional institution staff. However, group home staff, who are generally responsible for therapy, analysis, consultation, and management, have very limited experience in these areas. The average salary for these workers throughout the state is less than that of prison guards.

D. Institutions

Institutional data indicates that populations have declined in such facilities as Booneville, Chillicothe, Lakeside, and Missouri Hills. There is a projected 50% decline in institutional populations by 1976 and a small continued rise in detention population. Salaries for detention and institution workers are minimal. The state merit system pay is higher than most county systems.

Recent upgrading of cottage staff positions to include therapy responsibilities as well as custodial care has resulted in upgraded salaries. However, the turnover rate among institutional employees remains high. There is a 30% turnover rate among teachers in institutions and the general attitude of detention workers is that theirs is a hold-over job until they can find something better. The mean for years of experience for group living staff is five or six months. This indicates that these institutions are of necessity too

much involved in personnel recruitment and management with too little time left for programs.

E. Police

There is no accurate count available of the number of police department juvenile sections in the state. The study indicated 251 with about one-third being town constables. Indications are that the number of juvenile referrals increases with the development of specialized juvenile sections. There are no studies on diversion available in the state.

Where there are police juvenile officers, their pay is better than that of court deputy juvenile officers. Experience ranges from one year to eleven years. However, there are as yet no standards and no tradition for police juvenile officers, who in some circles are affectionately known as the "Bicycle Recovery Squad."

F. Volunteers

Of the 44 separate court jurisdictions in the state, 27 had volunteer programs at the time of the study. Eight hundred thirty-one volunteers were reported providing services in direct counseling, recreation, and group supervision. Generally these volunteers were utilized in an interventive capacity. Each volunteer served an average of 3.4 hours per week. The minimum value attributed to volunteers was placed at \$85,000.

Major problems in the reported volunteer programs were limited supervision and lack of training. Of the volunteers reported in the study 40% had no direct supervision and 34% had no training. Sixty per cent had no ongoing training. From two to fifteen hours of orientation made up the training provided for the majority of volunteers.

G. Judges and Administrators

Reports from judges and court administrators indicated that adequate compensation for staff was a major problem. Recruitment, retention, and staff training were also basic problems indicated in the study.

The high priority from most judges and administrators was the need to build facilities. It was pointed out that only 2% of juvenile delinquency funds are used for staff training.

... FROM THE ATTORNEY-GENERAL'S REMARKS

John C. Danforth
Attorney General, State of Missouri

It is extremely gratifying to see such a large number — 1200 — people attending this conference. I urge you to carry your concern with juvenile justice home and put it to work there in the months ahead. Sustained interest is necessary for a number of reasons.

Juvenile delinquency is a serious problem for Missouri. The median age of felons in the state penitentiary is 23 years, 7 months. Eighty percent have had previous misdemeanor convictions. We must try to reach young people early so they do not turn as adults to criminal activities.

Young people are important on their own merits. They hold the promise of the future.

Conferences all too often lead to reports gathering dust on bookshelves, but this conference, meeting for the third year, has been a sustained effort. It is important that we carry its ideas into the field, but we must remember that we cannot seek the quick answers prevalent in the field of criminal justice. Panaceas are not the way to solve our problems; they do not conform to the complexities of our actual situation. Single, pat answers are no more than snake oil.

For example, when I toured the state explaining the revised, modern criminal code proposed for Missouri, the immediate reaction was usually, "How will this reduce crime?" The answer is "It doesn't", but it does provide a coherent, respectable approach to criminal law rather than the piece-by-piece enactment of laws the state had been doing since 1935.

Useful approaches to the problems of juvenile delinquency can be made by enacting such bills as the Youth Services Bill (Senate Bill 510). This would provide for an office of prevention, technical services, probation assistance, the establishment of statewide standards, and perhaps subsidies. In addition, the Pupil Personnel Services Bill would provide more, better, better-trained and better-paid personnel to identify potential problem kids early.

I must emphasize that these are approaches, not answers, to the problem of juvenile delinquency. We face long-standing difficulties, a cultural problem aggravated by the current apparent breakdown of families. Juvenile delinquency cannot be solved by statutes or programs, but this should not prevent our sustained interest in the problem.

We have seen a number of wars recently against crime, delinquency, poverty, and so on. These are not really wars, of course; there are no finite victories or losses. Our battles can never be completely won, but nevertheless we must give our best effort.

WHAT WE'VE DISCUSSED — AND WHY

Charles Mann, Director
St. Louis Bureau for Men

I'm going to try to synthesize the proceedings of this conference in sufficient detail to give a general idea of what happened in all nine forums. There are several approaches that could have been used to present this report: a chronological detailed review of each forum's discussion, selected conclusions of each forum, common agreements from all forums, or a combination of all these. I have chosen the last approach. I shall also assert some prerogative as the last speaker to add a few thoughts which I hope have some merit.

The highlights and major concerns of the forums are somewhat predictable. The forum's participants might not recognize details from their sessions, but I tried to consolidate all responses into more general form than was recorded.

Basically the conference arrived at what could be described as a set of principles that have general application and also specific value. They are listed here in terms of their content rather than as the comments of any particular forum:

1. *Legislation* was almost uniformly recommended to provide the Division of Youth Services with broader authority and responsibility and to create pupil personnel services in all schools. Emphasis was given to the need for adequate funding to provide needed services and technical assistance.

It is gratifying to see several state legislators in attendance and actively supporting their positions. We urge all of you to use your influence with your legislators in support of the legislation we need.

2. There was a strong thrust for *delinquency prevention programs* that would assure technical service and assistance to communities and existing groups working in that area. The need for early detection of children who appear headed for delinquency was recognized. Equal importance was given to the development of adequate response to the needs of those youngsters.

3. Virtually everyone in attendance agreed on the need to *improve the selection, training, and working conditions* of juvenile justice personnel. There was a call for more uniform standards statewide. The expanded use of carefully selected and properly trained volunteers was urged.

4. There was broad expression of the desire to *increase communication* and understanding among all elements of the juvenile justice system — police, courts, corrections. Reference was made to the fact that we all have essentially the same goals although we have different responsibilities.

5. Several *points of strategic importance* were given attention. They included evaluation of programs, diversion from the justice system, alternatives to traditional methods, increased reliance on community-based programs and services both public and private, departure from large mass-treatment institutions, and the development of small, specialized, individualized facilities near the communities of the delinquents.

6. The theme that ran through the entire conference was the need for greater concern, sensitivity, and involvement on the part of the general public, families, religious organizations, the education-training establishment, and employers as well as the justice system.

There is a need to provide care, treatment, and resources for every delinquent youth similar to that provided by affluent families for their children who get into trouble — special schools, treatment for emotional disturbances, non-punitive facilities, and a basic concern for the child.

We are again seeing and hearing those ancient simplistic bromides on the need to “get tough” in another “war on crime,” the demands to “lock ‘em up,” and criticisms of several elements of the justice system: of prosecutors who do not prosecute every case to its conclusion, of judges who do not impose the maximum penalty on all offenders (there is even some suggestion that they should exceed the maximum established by law), and especially of the correctional community. The charge refers to corrections as responsible for a 40% to 80% failure rate, depending on what statistics are used, but never refers to the accepted 25% clean-up rate for reported offenses. I think that is not bad; I have a high respect for law enforcement. We couldn't handle any more cases anyway, and all things being considered, we should not expect any miracles in law enforcement despite millions of dollars in computers, neutron reactor analysts, laboratories, and other hardware. What is objectionable is the phony charge that corrections personnel are any less concerned or less competent than law enforcement personnel in their efforts toward delinquency and crime prevention and control.

Where we may have erred, and I believe we did, is to promise too much. I also think I know why we did it. We are experiencing a backlash regarding progressive changes in the administration of justice. This comes in some instances from people in high offices, who should know better, but more importantly from a large segment of the general public. They probably do not understand the essential relationships nor the limitations of the justice system. The general public has been led to believe that the justice system alone can provide a much higher level of security than it is capable

of providing. The reasons that we in the field, as well as others who often speak in their own self-interest, resorted to raising the public's expectations of security are found in public awareness, public deception, and public anxiety.

We have supported reform and treatment programs on the promise that they would reduce recidivism and have a major impact on the rate of delinquency and crime. There are pitifully little objective data to support that expectation. Let me hasten to observe that there are no data to support the contention of the hard-line punishment advocates that their approach is any more effective. Both positions may be illusory.

It is not only deceptive but presumptuous to think that the justice system *alone* holds the key. There are many additional significant and profound influences that determine the extent and incidence of delinquency. The public's imagination is easily captured by promises and simplistic claims of great success that fail of proof under merely casual examination.

That does not mean we throw up our hands in despair. We must continue to work toward improvement in all elements of the justice system to find better methods of dealing with the small percentage of our communities' youth who experience difficulty. While we continue there is one thing certain: that is the essential requirement to provide our clients with the maximum level of humanity and dignity of which we are capable for their sake, for our sake, and for the community's sake. There is an obvious need and realistic purpose in that and we need not resort to promises we are unable to deliver, but we can speak strongly on behalf of our children.

STIMULATING CITIZENS' INTEREST: NEWS COVERAGE OF THE CONFERENCE

Why was the Conference held?

"According to experts, juvenile offenders are responsible for 37% of all crimes committed nationally."

KTVI-TV News, St. Louis, October 3, 1974

"By virtually any measure, juvenile delinquency has emerged in the 1970s as one of the more serious — if not the most serious — part of this nation's crime problem. More than one-half the persons arrested for violent crime in 1971 were under 24 years old; 20 percent under 18. Worse, once a young person gets into trouble, the more likely he or she is to encounter further involvement with police and youth authorities.

"This cyclical pattern holds a particularly bad omen for the future. Youthful offenders tend to become adult criminals. Despite evidence of this growing problem (juvenile arrests increased 100 percent during the 1960s) public policy has yet to be developed that could be considered adequate to meet the needs of this decade and beyond.

"Earlier this month Wyandotte County residents were shocked to find that youths 12 through 17 are committing crime at an extremely high rate. A study showed that there were as many arrests for serious crime in this age bracket as there were for all adults. Jackson County is more fortunate. The incidence of serious crime among youth last year was 31.3 per cent of all violations, down from 41 percent when a new program was started in 1969.

"The most frequently used word to describe the juvenile justice system in Missouri is 'fragmented.' That was the judgment of a special task force in 1972 and it also prevailed at the annual Missouri Conference on Juvenile Justice recently in St. Louis. 'Despite the efforts of public and private agencies and the leadership provided by individual citizens in developing more adequate services and facilities,' the task force said in its 1972 report, many of Missouri's children are being denied even minimal diagnostic, detention, shelter and treatment services — primarily because of an accident of geography.' The state, declared the task force, has not committed itself to a high-impact prevention program."

Robert P. Sigman

Editorial in *The Kansas City Star*, October 27, 1974

"The discouraging statistics on juvenile crime are the social cost of failed attempts to deal with the problem. From 1960 to 1970 juvenile arrests increased 100 percent nationally. Juveniles were

being arrested in larger numbers for more serious offenses against persons and property. In Missouri, the increase in juvenile crime followed national trends.

"Nearly 2,000,000 school-age children in the United States do not attend school, and the national drop-out rate among those who do attend is 23 percent. More students will spend some part of their lives in a correctional institution than those who will enter junior college or college."

Mimi Avins

St. Louis Post-Dispatch report, October 21, 1974

What is delinquency?

"Delinquency, or the condition of being a juvenile delinquent, especially from the point of view of psychologists and the mental health field, is strictly a legal label. It shouldn't be taken to imply any particular mental disturbance, psychological problems, emotional illness. There's a wide variety of children who come to the attention of all juvenile courts for a wide variety of reasons: some things that are crimes, some things that are conditions beyond the control of the delinquent, sometimes are the result of neglect. Much of the so-called delinquency that exists in this country is really the kind of behavior that wouldn't be a crime for an adult. The leading reason for referral, for example, by the police and parents to the St. Louis County Juvenile Court . . . is running away, as a single category. Now, when you're 17, you can run away, you can leave home, and it's no longer counted as a delinquency . . . At the same time, a child can be referred to . . . any juvenile court for murder, rape, arson, any of these serious crimes — kinds of behavior that would be classified as felonies from adults. So it's pretty hard to tag just what is a juvenile delinquent. About all you can say is that a juvenile delinquent is a child who is referred to the juvenile court and comes into the system for some reason based on a wide variety of kinds of behavior."

Eugene Kissling, Ph.D.

KSD-TV, St. Louis Interview, October 4, 1974

"On the average day, 55 youngsters are held in the St. Louis County detention center. Experts tell me the main reasons the kids are there seem to be problems in the home, communication problems with parents, association with the 'wrong types of kids', and poverty."

Cherie Bank, KTVI-TV News, October 3, 1974

"I think the social situation throughout the county has a lot to do with it, and so does the environment that a child has. How can you ask a child, for instance, that's failing in school to stay awake,

when perhaps he's been up all night because the parents were fighting or he's improperly fed. As we know, the amount of energy that people expend through frustration and through emotional trauma takes a toll, and many children because of this fail in school and have problems. They go out in the community and they have the same problems. There's a high correlation among delinquent children, school failure, and community problems. We have to correct that. And it starts, certainly, with the home."

Normand Gomolak, KSD-TV Interview, October 8, 1974

How would the Division of Youth Services help?

"At the present time, we're primarily responsible for working with committed youngsters from the state of Missouri. 'Committed' means that their cases have been adjudicated by juvenile courts throughout the state and they have been placed officially in our custody. This is the way the law currently reads. If we can get expanded legislation, we can work with citizens' groups and others in the area of prevention. We can work with technical assistants in the courts; we can be involved in developing training programs that can be of tremendous benefit to agencies other than the Division of Youth Services. Furthermore, we can apply for, accept, and disburse funds, which at the present time we're not permitted to do. Legislation, and working with the legislature, is really a priority."

Max L. Brand, KSD-TV Interview, October 10, 1974

"This legislature is going to have a bill before us again that we had last year that will coordinate all the programs under the new Division of Youth Services. At the present time the only legislation we have has to do with the old programs under the Board of Training Schools. We feel we have to have not only treatment programs under the Division of Youth Services, but also what we call prevention programs. And these will be implemented in a bill for the Division of Youth Services to set up a new and entirely different type of treatment for our youths in this state."

Rep. Harold Volkmer, KSD-TV Interview, October 10, 1974

"Until now, (Max L.) Brand said, the tendency has been to react to delinquency: to incarcerate youths. From now on more attention will be on prevention and diverting youngsters into treatment programs outside the institutionalized rut. That will involve some changes in state law.

"While some notable progress in prevention and other forward-looking programs has been made in Missouri the gains are limited. The record of the General Assembly in this vital area is dismal and manifests either apathy or a lack of judgment and knowledge. Yet

the legislature is where policy is made and funds appropriated.

"Unless the legislature can be persuaded to act there is little reason to expect significant inroads in juvenile delinquency and its ugly ramifications."

Editorial, *The Kansas City Star*, October 27, 1974

What would prevention programs involve?

"The schools are where the young people are. Therefore, the schools are the logical place for a concentrated effort to prevent, detect, and cure juvenile delinquency . . .

"We need to train teachers and administrators to be two-dimensional," (Mrs. Eileen Ochse) said. "They have to deal with information and people. Teachers have to know that it's all right to spend precious classroom time on things other than facts. It's OK to take an hour to discuss why that last fight broke out in the playground."

"Indifference to the personal needs of students is shown in the way state funds have been allocated. The City of St. Louis has five full-time and one part-time elementary school counselors, 50 social workers and 154 security guards. The largest allocation of money is being used to pay security guards.

"In the cause of delinquency prevention, many experts believe that social workers, counselors, psychologists and psychiatrists should be in the detection business. They should be in elementary schools working with what they call pre-delinquent children — children who haven't gotten into trouble but have all the characteristics of those who eventually do."

St. Louis Post-Dispatch Report, October 21, 1974

"There are some very interesting kinds of techniques and tools that make it possible to (detect pre-delinquent behavior in kindergarten or first grade, or even before that). There are ways in which, in a given group situation, simply by observation and by watching the way in which decisions are made among the children in the group, you can begin to detect what youngsters may later on, by virtue of being rejected or not chosen, begin to have sensitivities that may lead them (to delinquency) — to have negative feelings about themselves.

"(What to do after such children are detected) is where our problem is in the State of Missouri. Up till now, whatever services were available were so staggeringly uncoordinated and not really on any broad base. That's one of the reasons why I and others have been so interested in having the state of Missouri take an interest in and begin to develop on a state level the coordination, the planning, the organization, the training and so forth which will make the availability of the needed services broadly inclusive, so

that when you detect that a child may need this or that within the structure of the state machinery, those services can then be made available. It certainly doesn't make sense to be able to detect and then not do anything about it."

Margaret Bush Wilson, KSD-TV Interview, October 9, 1974

What is meant by a total juvenile justice system?

"The system (at present) is largely fragmented. I think there are a lot of really serious problems. Part of it is communications; part of it is unwillingness to compromise. Quite frankly, if we are to provide the services that the youngsters within the state deserve, I think it's going to take an awful lot of work and an awful lot of compromise on everybody's part."

Max L. Brand, KSD-TV Interview, October 10, 1974

"Let us assume that the police, as a part of planning, add 200 more police officers, and as a result . . . we arrest 1000 more youngsters. But we have not provided for the court to handle the additional 1000 . . . immediately we see the court begins to break down. It just can't possibly handle the additional burden. Or let us assume that we've taken care of the police, we've taken care of the court, but we haven't provided for treatment services. After we process these youngsters through the court, they go into the rehabilitation system. The rehabilitation system is not doing the job, and consequently, the youngster comes back out on the street not rehabilitated."

Samuel Bernstein, Ph.D., KSD-TV Interview, October 3, 1974

Police: "Missouri is one of the last four states which do not have mandatory training for police officers outside the class one counties. This means that many areas in our state have no properly trained juvenile officers either, while the delinquency problem grows."

Max Roby, KSD-TV News, October 8, 1974

"We're trying to provide training so that there's consistency in application of the law and also to show police officers how best to divert children from the juvenile justice system. The feeling is that if they're trained well, understand the local juvenile court procedures, know what their alternatives are -- their discretionary alternatives, they can do more in the community to help the child rather than refer him directly to court."

Normand Gomolak, KTVI-TV Interview, October 4, 1974

Courts: "There are many children who should not be involved in formal court hearings. There are programs to divert children who

probably would be traumatically affected if they were brought into a court and held there for any length of time or were to go through a formal hearing. I believe that it is an effective part of a total juvenile system and that it should only be used for particular cases and not in all cases."

Judge Herbert Lasky, KTVI-TV Interview, October 4, 1974

Rehabilitation: "I can't totally agree with any single-minded approach for the problem of juvenile delinquency, if you keep in mind that you're dealing with such a wide variety of types of children. The trouble is that kind of approach focuses on a single kind of behavior . . . The hard-core delinquent is so-called because he has committed a long string of delinquent behavior. And the assumption of that kind of thinking is that there is a single approach to the hard-core delinquent without recognizing . . . what the variety of factors is in this child's background that got him to that point.

" . . . individualized justice is the very concept on which the juvenile court movement was built. And when we get away from that and start defining large programs -- there's been a long history in the juvenile movement of large programs being 'the' answer. There have been a lot of panaceas. At one time it was vocational training; at one time it was education; at one time it was mental health as if all juvenile delinquents were sick, mentally ill. I think the point is that we must individualize and that means we have to screen, that we have to diagnose, that we have to lay out treatment plans that take into account what makes a single child a unique individual."

Eugene Kissling, Ph.D., KSD-TV Interview, October 4, 1974

ORGANIZATIONS REPRESENTED

Due to limitations of space, it has not been possible to list individual names of Conference participants, individual juvenile courts, police departments, schools, school districts, or school boards, although representative attendance from these groups was truly impressive.

American Association of University Women
American Civil Liberties Union
American Jewish Committee
Bi-State Transit Authority
Blue Cross
Boone County Division of Family Services
Boy Scouts, St. Louis Area Council
Boys Town of Missouri, Inc.
Callaway County Division of Family Services
Camp Avery
Cardinal Glennon Memorial Hospital for Children
Caroline Mission, United Church of Christ
Cemrel, Inc.
Central Baptist Church, St. Louis
Child Center of Our Lady of Grace
Children's Services of St. Louis
Christian Science Committee on Publication for Missouri
Clay County Sheltered Facilities Board
Consolidated Neighborhood Services
Crawford County Division of Family Services
DeLaSalle Education Center
Diogenes Foundation
East Central Missouri Mental Health Center
Edgewood Children's Center
Epworth School for Girls
Fair Haven Children's Home
Father Dunne's Home for Boys
Florissant Valley Community College
Follow Through
Fontbonne College
Forest Park Community College
Forest Park Community College, Dept. of Criminal Justice
Good Neighbors
Governmental Research Institute
Grace Chapel Early School
Grace Hill Settlement House
Grace United Methodist Church
Greene County Guidance Clinic

Harris Teachers College
Hannibal Youth Service Bureau
Head Start
Higginsville State School and Hospital
Judevine Center for Autistic Children
KETC-TV
Kinloch Community Mental Health Centers
Lakeside Center for Boys
Lemay Bank and Trust Company
Lewis and Clark College
Lindenwood College
Lutheran Family and Children's Service
Lutheran Hospital Community Mental Health Center
Malcolm Bliss Mental Health Center
Maryville College
Meramec Community College
Metropolitan Association for Philanthropy
Mid-Missouri Mental Health Center
Mid-Western Youth Association
Missouri Association for Children with Learning Disabilities
Missouri Congress of Parent-Teacher Associations
Missouri Division of Corrections
Missouri Division of Employment Security
Missouri Division of Family Services
Missouri Division of Mental Health, St. Louis Regional Center
for the Developmentally Disabled
Missouri Division of Welfare
Missouri Division of Youth Services
Missouri Hills Home for Boys
Missouri State Chest Hospital
Missouri State Training School for Boys at Booneville
Missouri State Training School for Girls at Chillicothe
Missouri State Way School
Missouri Southern State College
Moberly Division of Family Services
Mount Providence School for Boys
National Association of Social Workers
National Conference of Christians and Jews
National Juvenile Law Center
New Madrid County Division of Family Services
Northeast Coordinated Youth Services
Northeast Missouri State University
Oak Hill Neighborhood Association
Open Door Society of Missouri, Inc.
Plymouth House

Presbyterian Home for Children
Project Bold, Inc.
Project Youth Opportunity
Psychoanalytic Institute of St. Louis
Psychological Education Center
Rand County Division of Family Services
Randolph County Counseling Center
Reproductive Health Services, Inc.
St. John's Mercy Medical Center
S.L.A.D.A.C.
St. Louis Alliance for a Safer Community
St. Louis Archdiocese
St. Louis Business Resource Center
St. Louis County Department of Community Health and Medical Care
St. Louis County Department of Welfare
St. Louis County Narcotics Council
St. Louis Health Department
St. Louis State Hospital Youth Center
St. Mary's College of O'Fallon
St. Vincent German Orphan Home
Salvation Army - Booth Memorial Hospital
Scott County Division of Family Services
Sears Youth Center
South Side Day Nursery
Southern Illinois University
Springfield Diagnostic Center
Union Electric Company
Union-Sarah Health Center
United Church of Christ N.B.D. House
University City Community Education Program
University of Missouri-St. Louis
University of Missouri, Extensions at
Cape Girardeau, Ste. Genevieve, Flat River, Hillsboro
Urban League
Washington University School of Social Work
Webster College
Wednesday Club
Wesley-Catholic-Presbyterian Services
White House Committee on Education
William B. Ittner, Inc.
Yeatman and Pruitt-Igoe Mental Health Clinic
Yeatman Day Activity Center for the Mentally Retarded

CO-SPONSORING ORGANIZATIONS
With the MLEAC's Task Force on Juvenile Delinquency

Acid Rescue
Bar Association of Metropolitan St. Louis
Big Brother Organization of St. Louis
Boys' Clubs of Greater Kansas City
Catalyst Associates
Catholic Charities of St. Louis
Catholic Family Service
Church Women United in Metropolitan St. Louis
Easter Seal Society for Crippled Children and Adults of Missouri
Family & Children's Service of Greater St. Louis
Girl Scout Council of Greater St. Louis
Governor's Committee for Children and Youth
Grand Jurors' Association of St. Louis County
Grand Jury Association of St. Louis
Greater Kansas City Mental Health Foundation
Greater Kansas City YMCA
Health & Welfare Council of Metropolitan St. Louis
Human Development Corporation of Metropolitan St. Louis
Jewish Family and Children's Service
Junior League of St. Louis
Kansas City Bar Association
Kansas City Police Department
Kiwanis Club of St. Louis
Leagues of Women Voters, Metropolitan Council
League of Women Voters of Missouri
Mayor's Council on Youth
Mental Health Association of St. Louis
Metropolitan College of St. Louis University
Missouri Association for Retarded Children
Missouri Association for Social Welfare, St. Louis Division
Missouri Council of Juvenile Court Judges
Missouri Division of Mental Health
Missouri Division of Vocational Rehabilitation
Missouri Federation of Women's Clubs, Eighth District
Missouri Juvenile Officers Association
Missouri Police Juvenile Officers Association
Missouri Psychological Association
Missouri State Board of Training Schools
National College of Juvenile Court Judges
National Council of Jewish Women, St. Louis
National Council of Negro Women, St. Louis Section
Northeast Community Action Coalition

St. Louis Association for Retarded Children
St. Louis Commission on Crime & Law Enforcement
St. Louis Countil of Parent-Teacher Associations
St. Louis County Council of Parent-Teacher Associations
St. Louis County Library
St. Louis County Office of Drug Abuse Prevention
St. Louis County Police Department
St. Louis Police Department
St. Louis Public Library
St. Louis & St. Louis County Police Juvenile Officers Association
University of Missouri—St. Louis, Administration of Justice Program
Washington University School of Continuing Education
Western Missouri Mental Health Center
Women's Crusade Against Crime
YMCA of St. Louis & St. Louis County
YWCA of Kansas City
Youth Emergency Service
Youth Service Center of Kansas City

END