

The Second Governor's Conference on
the Prevention of
Juvenile Delinquency

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THE
Missouri —
SECOND GOVERNOR'S CONFERENCE
ON THE PREVENTION OF
JUVENILE DELINQUENCY, 1973

November 30 and December 1, 1973

A Report to the Governor
And To The People of Missouri

R9T

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The Second Governor’s Conference for the Prevention of Juvenile Delinquency was sponsored by the Missouri Law Enforcement Assistance Council in cooperation with the following agencies:

- Governor’s Committee for Children and Youth
- Missouri Department of Education
- Missouri Jaycees
- Missouri Juvenile Officer’s Association

For the second year, these agencies have contributed many hours not only in putting the conference together but also in continuing, throughout the year, to inform and assist the public in working for the implementation of the recommendations of the conference participants. This on-going dedicated service is sincerely appreciated and deserving of recognition.

We would also like to thank the University of Missouri-Columbia for their leadership and technical assistance in coordinating the conference plans and providing such excellent meeting facilities.



"Existing institutions in too many instances are monuments to the mistakes of the past, reflecting our propensity for trying to solve social problems by building an enclosure to keep them out of sight and mind.

There are some who would build or enlarge juvenile detention centers so that they could detain more children and keep them confined longer.

There are others, including you here today, who are more attuned to the needs of the present, and who have stimulated the development of new programs for community based treatment services, group treatment techniques, and diversification."

*Columbia, Missouri
November 30, 1973*

The Honorable Christopher S. Bond
Governor
Capitol Building
Jefferson City, Missouri 65101

Dear Governor Bond:

I am pleased to present to you the official proceedings of the Second Governor's Conference for the Prevention of Juvenile Delinquency which was held on November 30 and December 1, 1973, at the University of Missouri in Columbia.

The theme of this year's Conference was "Early Identification of the Child at Risk, The Communities Role in Delinquency Prevention." Approximately 200 concerned citizens took part in the Conference and vigorously applied themselves to looking at their problems in their own communities and attempting to find ways to correct them. As a result of the interest expressed at the Conference, fourteen regional citizens' committees have been formed to continue their efforts in their local communities.

The concerns, talents, and abilities demonstrated by those in attendance clearly illustrates the vast resources available when we bring Missourians together to solve Missouri's problems. Thank you again for your support in making this worthwhile conference possible.

Sincerely,

Robert C. Gruensfelder
Executive Director

RGC/RL/rb

**Identifying The Child At Risk-
The Community's Role in
Delinquency Prevention**

FRIDAY, NOVEMBER 30, 1973

A.M.
9:00 Registration MEMORIAL UNION
2ND FLOOR LOBBY

10:00 PresidingAUDITORIUM
Honorable Joseph J. Simeone
Chairman, MLEAC Juvenile Delinquency Task Force
Judge, Court of Appeals
St. Louis

Welcome
Herbert W. Schooling, Ed.D.
Chancellor
University of Missouri-Columbia

'Delinquency Prevention in the 70's - Missouri's
Challenge'
Honorable John C. Danforth, Attorney General
Chairman, Missouri Law Enforcement Assistance Council
Jefferson City

'The Critical Task: Identification of The Child At Risk'
Richard Carney, Ph.D.
Education Consultant
Educators Assistance Institute
Santa Monica, California

11:45 Buffet Luncheon MEMORIAL UNION N201-202
Address by the Governor
Honorable Christopher S. Bond
State of Missouri
Jefferson City

P.M.
1:30- 'Identifying the Child at Risk: MEMORIAL UNION
4:30 Some Contemporary Models' AUDITORIUM
Bertram M. Beck, Moderator
Executive Director
Henry Street Settlement
New York, New York

A Juvenile Court Model
James Walsh, Panelist
Director of Juvenile Court Services
Jackson County
Kansas City

An Educational Model
Mildred Winter, Panelist
Early Childhood Development Specialist
Missouri Department of Education
Jefferson City

A Community Agency Model
Evelyn Mann, Panelist
Director, Division of Education and Social Services
Office of Family and Children's Svc.
St. Louis

7:00 Banquet RAMADA INN
Putting It Altogether: STATE ROOM
An Integrated Community Approach
Joseph Rowan
Director
Florida Division of Youth Services
Tallahassee, Florida

SATURDAY, DECEMBER 1, 1973

A.M.
9:00 MEMORIAL UNION
AUDITORIUM
Charge to Workshops
Paul Sundet
Chairman, Governor's Conference Planning Committee

Assistant Professor
School of Social Work
University of Missouri-Columbia

9:30	Workshops	MEMORIAL UNION
12:00	Buffet Luncheon	MEMORIAL UNION N201-202
1:00	"Who's Going to Do What?" William A. Pearson Assistant Superintendent St. Louis City Schools St. Louis	N201-202
2:00	Adjourn	

INTRODUCTION

Missouri's First Governor's Conference on the Prevention of Juvenile Delinquency was held on the campus of the University of Missouri - Columbia in July of 1972. Approximately 200 youth, concerned adults, and professional youth workers were convened to examine "The State's Role in the Prevention of Juvenile Delinquency". This theme was addressed through a series of stimulating presentations featuring Dr. William Glasser and other recognized authorities, spirited workshop discussions, and a final open session in which the individual workshop recommendations were blended into an official Conference report. Copies of the report may be obtained at the Missouri Law Enforcement Assistance Council, Box 1041, Jefferson City, Missouri.

The major finding of the Conference was that the State had not taken a leadership role in the prevention of juvenile delinquency. More accurately, the existing statues were silent in regard to both the State's responsibility and authority to provide needed services. As a result only a handful of programs had been developed by state agencies and those could be characterized as being under funded and poorly coordinated.

Assured that no significant program could be made until this situation was corrected, the Conference recommended as its number one priority that "A new State agency or Commission should be created to fill the void now seen at the state level in the delivery of delinquency prevention services to Missouri's children and youth."

Having been charged with the responsibility for coordinating the follow-up implementation of the Conference, the Juvenile Delinquency Task Force of the Missouri Law Enforcement Assistance Council began to review this recommendation in respect of incorporating it into the comprehensive statewide plan for juvenile delinquency services. As a result, a Bill was introduced in the 77th General Assembly calling for the creation of a new Division of Youth Services. An integral part of that Bill contained language establishing a separate and distinct Office of Delinquency Prevention within that Division.

The Office, as proposed, would employ a small professional staff whose function would be to stimulate the development of preventative services at the community level through support and assistance at the state level. More specifically the proposed Office would assume the following responsibilities:

1. coordination of existing programs and activities;
2. statewide delinquency prevention planning;
3. technical assistance and consultation to communities;
4. grants-in-aid from both state revenue and federal funds to localities lacking money to promote effective programs;

5. evaluation of the effectiveness of prevention programs;
6. training for personnel involved in prevention programs; and
7. development of standards of quality for state and local programs.

Conference participants recognized that delinquency is caused by a multitude of different situations and conditions and that there are no "simple answers". Several "fronts" were identified where prevention programs may be launched, however, it was generally agreed that the public school systems represented the most fertile areas for concentrated efforts.

One group of participants supported this position from a service standpoint based on the fact that no other publically supported institution has the opportunity to observe children with a professionally trained staff over an extended period of time. Through this mechanism, they postulated that remedial education and social services could be provided at the early indication of problem behavior thereby reducing a child's chance of failing both academically and socially in his school experience.

Another group felt that the schools indeed were a focal point for action but not as a result of their remedial capabilities but instead because they were considered a major causative factor. Irrelevant school curriculum, arbitrary methods of discipline and expulsion, impersonal attitudes in relating to children, and the lack of opportunity to participate in meaningful extracurricular activities by many students were cited as problems that needed correcting.

The final major area addressed was the significant role that youth must play in any serious statewide effort to develop programs for their benefit. Consensus was apparent that in too many instances programs were developed, children forced into them, and then bewilderment as to why children do not want to participate in them. Emphasis should be placed on developing truly worthwhile and meaningful ways in which children can become actively involved in society. Specific suggestions were made in regard to the involvement of youth on all planning and program committees of the proposed state prevention agency, equal representations should be provided for on the policy and advisory councils of youth service bureaus, and that the mandatory age for school board members be lowered to enable youth to serve on local school boards as voting members. Through these and other types of involvement youth can begin to provide input to and to become a part of America's system of government.

RECOMMENDATIONS FROM WORKSHOPS

1. *What needs to be done in the region to prevent delinquency?*
 - *Conduct surveys to identify the needs of youth in their relationships with adults and with each other.*
 - *Increase and develop immediate direct service to the child at risk.*
 - *Coordinate services of the courts, schools, social agencies, law enforcement agencies, and churches.*
 - *Educate the public toward an awareness of resources available.*
 - *Expand community mental health education on child abuse, runaway, lack of activities for youth, and alternatives to criminal behavior.*
 - *Promote uniform data collection.*
 - *Generate programs in the schools, including the elementary level, to identify, refer, and counsel the child at risk.*
 - *Encourage neighborhood involvement in youth programs and centers.*
 - *Hold Regional Conferences on Prevention of Delinquency to discover problems, to emphasize the importance of the problems, the need for prevention, and to initiate communication among all community services.*
2. *What did the groups decide to do?*
 - *Plan follow-up meetings and committees immediately to continue the momentum of interest and commitment from the Governor's Conference.*
 - *Establish regional conferences on prevention to determine the needs of the child at risk, to educate the public, to secure support, and to develop programs.*
 - *Include leaders and members of a broader cross-section of the community in future conferences.*
 - *Avoid the label of delinquency whenever possible.*
 - *Seek funding for research and development of programs and personnel.*
 - *Start Inter-Agency Councils*
 - *Establish task forces to deal with community groups.*
 - *Utilize existing resources to assess and deal with problems.*
 - *Form groups of persons to give direct service on call to the child at risk.*
 - *Work with parents on coping with existing situations and preventing additional ones.*

- *Train parent and citizen volunteers for counseling in elementary schools.*
- *Emphasize vocational training.*
- *Establish more recreational facilities and youth centers.*

Address By
GOVERNOR CHRISTOPHER S. BOND
**GOVERNOR'S CONFERENCE ON PREVENTION OF
DELINQUENCY**
University of Missouri-Columbia
November 30, 1973

Last year's conference dealt with the state's role in delinquency prevention.

This year's conference is a follow-up of that theme, and centers on the community's role in prevention, with special emphasis on the early identification of children presenting behavioral problems and the provision of remedial or rehabilitative treatment to them within their own communities.

A little over a year ago, in a campaign position paper on the need for an effective penal system for Missouri, I called for implementation of basic reforms in our juvenile corrections system, to broaden the narrow, institutional approach of the past and to formulate viable alternatives to achieve real and meaningful rehabilitation of youthful offenders.

Among recommendations I made at that time were the following:

1. Retain more community-based Halfway Houses and group homes, and provide additional foster home placement in our metropolitan areas to provide our juvenile corrections system with more appropriate and diverse rehabilitative tools.
2. Post-release supervision must be improved, more juvenile officers are needed. Family, education, and employment guidance must be fully adequate to ensure that these young people are not forced to return to crime.
3. The state must exercise the motivation and leadership to involve concerned volunteers in juvenile corrections. The business, labor, and civic community can play a significant role in providing the help these youngsters need.
4. The state should help localities help themselves in establishing constructive preventive services, such as school recreational programs, youth councils, and police juvenile services, in both urban and rural areas. The state's role should be to assist localities to identify their needs, and make available the essential technical expertise and consultation.

These recommendations I believe to be as valid today as they were a year ago and many of them—including establishment of community-based facilities, involvement of concerned volunteers and state assistance to help localities help themselves in establishing constructive preventive services—are pertinent to the theme of this year's conference.

The National Advisory Commission on Criminal Justice Standards and Goals, in its "Report on Corrections" issued last September, noted that most correctional administrators agree that there are too many maximum security facilities for juveniles and adults alike on state and local levels.

Existing institutions in too many instances are monuments to the mistakes of the past, reflecting our propensity for trying to solve social problems by building an enclosure to keep them out of sight and mind.

There are some who would build or enlarge juvenile detention centers so they could detain more children and keep them confined longer.

There are others, including you here today, who are more attuned to the needs of the present, and who have stimulated the development of new programs for community-based treatment services, group treatment techniques and diversification.

The basic problem in corrections today is how to reintegrate the offender into society, and many states have taken great strides in the past few years to dramatically upgrade their correctional systems and to develop community-based correctional facilities which seek to help an individual to change and to ease the transition back to social freedom so that he or she can find a meaningful role in society.

The Governor's Mutual Assistance Program for Criminal Justice, sponsored by the National Governor's Conference, earlier this year reported the progress of state and local governments, working together with citizens, to reduce crime and improve all aspects of our criminal justice system.

Among its key recommendations was increased public involvement in identification and study of problems, establishment of priorities, development of alternatives and organization and execution of well-planned coordinated community-oriented programs.

The Governor's Report estimated that the cost of institutionalization of adult offenders consumes nearly 80 percent of the money allocated to corrections and requires 85 percent of correctional personnel. This leaves only 20 percent of the dollars and 15 percent of correctional, probational and parole personnel available to serve the two out of every three offenders who are not institutionalized but are under some manner of supervision in the community.

To achieve this goal, steps must be taken to inform and involve citizens in institutional programs, to educate the public of the

rehabilitative function of our corrections system, and to remove some of the fear and distrust of the community-based facilities program.

Ways to do this include publicizing correctional goals through the media; encouraging civic group participation within institutions (such as Jaycee chapters) existing now in Missouri, and other state correctional facilities; involving ministers, lawyers, and employers in pre-release center programs; obtaining citizen cooperation in locating work-release residences or Halfway Houses in communities (Springfield-Alpha); locating community sites for storefront drug abuse treatment centers or crisis intervention walk-in centers; obtaining employer and labor union cooperation in accepting work-release or parolees or probationers in on-the-job training of full employee status; permitting inmate "speaker's bureaus" to come and lecture to students in school systems; identifying and training young and older adults from churches, colleges, industry or the general public to serve as para-professionals, case aides or volunteers in one-to-one relationships with prior offenders in or out of prison.

The list may go on and on, limited only by imagination.

The best way of obtaining public support, however, is by actual evidence of successful community-oriented programs. Some are represented by the following examples reported by governors of other states:

**In Boulder, Colorado, citizens are involved in attention homes for juveniles as alternatives to incarceration. Structured sufficiently for appropriate control, the centers are homelike and are less restrictive or punitive than an institutional environment.

**California's increased parole effectiveness program entails involvement of community para-professionals working directly with youthful offenders. The program has led to the development of community Settlement Houses from which residents resume their jobs or educational program in community schools or colleges.

**Georgia youth services has established 14 community-based programs for youths in lieu of institutionalization of committed youngsters, all of which are operational and effective.

**Idaho has established neighborhood centers facilitating ease of access to juvenile offenders and their families. In these centers, volunteers, law enforcement officers, school officials, citizen groups, and other social service delivery systems enter into the family counseling process, thus heading off institutionalization of juvenile offenders. Their experience has shown that while youthful offender referrals have tripled in the past two years, the rate of incarceration has fallen from 40 percent to 10 percent.

**Utah established neighborhood probation units providing services

to juvenile probationers and their families in a community-based residential atmosphere.

Before closing, I would like to mention the areas of major importance that this administration has been working on, since taking office last January, in the area of juvenile corrections in Missouri. Most important, I believe, is our effort in the area of reforming the historic pattern of juvenile institutions.

Historically, we have not progressed very far from the days of large and isolated institutions designed for the sole purpose of removing violent and disturbing elements from our society. There are many significantly detrimental features of this approach to our juvenile delinquency problems. It reflects a policy of custody and forgetting those who most need our help. It has led to the establishment of large institutions in rural settings, typically characterized by an increasingly wide cultural gap between black youths from the urban centers and white, rural guards and personnel. It has discouraged the development of effective rehabilitation programs. Clearly the results of our juvenile delinquency and corrections programs, and our delinquency prevention programs, can be witnessed in our adult institutions.

On March 13 of this year, I visited with the members of the State Board of Training Schools and urged them to develop effective alternatives to this pattern of institutionalization. They set to work and designed a plan that will be characterized by smaller institutions, more capable of proper separation of offenders and located in our urban centers. In the development of effective rehabilitation programs within these institutions, it is very important that the human resources and programs located in our urban centers be made available to these institutions. Smaller facilities will also allow us to provide more effective separation of youths along the lines of maturity and sophistication; this will have a major impact in our ability to provide an appropriate approach to each of the various groups. The recruitment of responsive personnel who are attuned to the needs of urban youths will also be enhanced by placing our institutions in an urban setting. Finally, if a youth is to succeed ultimately in reintegrating into society, it is best accomplished if this is done within the frame of reference of his own life, family, friends, and surroundings.

I will repeat today what I said to the Board of Training Schools last March, "I want you to know that I consider your problems to be my problems." And I can assure you that my administration is deeply committed to improvement and reform of our juvenile corrections system. This system is the cornerstone of our entire criminal justice system: if we fail our youth, then we fail ourselves and our society. Presently, our

juvenile justice system clearly cannot meet its responsibilities and the burdens placed upon it. With your active participation and assistance, we can move forward from the age of approaching our juvenile offender by forgetting and neglecting him. But let me remind you that no program, regardless of its characteristics, can ultimately be successful without the understanding and assistance of members of the community. I can assure you that my administration will lead the way in supporting reform of our juvenile justice system. I look to you and other concerned citizens of this state to join with us in encouraging all our citizens to understand and assist in these efforts.

THE CRITICAL TASK: IDENTIFICATION OF THE CHILD AT RISK

delivered by

RICHARD CARNEY, PH. D.
Education Consultant
Educators Assistance Institute
Santa Monica, California

One risk that this conference is taking, I might advise you in the very beginning, is to invite a college professor to talk about his life's work in thirty to forty minutes. I think you have all been to school enough to know that we are accustomed and conditioned by long years of experience in never talking less than fifty minutes under any circumstances. But today I will try to restrain myself. When I got here last night, I suddenly discovered that my topic was going to be the critical task, Identification of the Child at Risk.

Delinquency is something I'm relatively new to. In fact, I have just come into this field this year. My major experience has been in the field of drug abuse. My major training is Theological Psychology and I became interested in what drugs did to people on a biological basis and what they got out of it motivationally. Another thing you should know about me is that I started with smoking behavior because it's a very risky behavior. It puzzled me greatly why anyone would subject themselves, number one, to such torture, and number two, to such a terrible biological risk. It seemed to me, because I get sick if I try to do it, a very foolish thing to do and yet it couldn't seem that way to so many millions of very intelligent people. Why would they do this? Why would they stick their neck out? Risk their health, waste their money on something which seemed to have so little returned. I puzzled with this a number of years and the answer came back to me after having finally thought to ask people "Why smoking was not foolish to them?". They were getting out of it their money's and their risk's worth. Smoking a cigarette paid off for them more than the risk that they were running. I spent many years developing questionnaires and interviewing thousands of people to come up with that extremely penetrating conclusion.

"If we can understand why a child opts for a high risk delinquent behavior, then we're in a powerful position to predict and prevent such behavior."

—Richard Carney, Ph.D.

However foolish crime may seem to you. However foolish delinquency may seem to you. However improbable the risk that a person will run by breaking the law; by challenging the police; by getting into trouble with his parents, with the court, with all of our social institutions; at the time that person did that behavior, it was to him, from his point of view in those circumstances, the best thing he could think of to do. I just want to leave you with that and come back to it again because this will be the theme of what I've got to say.

I had assumed that Missouri, being a progressive state, had forged ahead and carried out the recommendation of last year's conference, however I was informed last night that Missouri, like every other progressive state, is progressing most cautiously. The implementing bills got through one House of the State Legislature and died on the calendar in the other, and so on. So certainly there is work for this conference to do. Not only do you, as a conference, have to help implement the fine suggestions made last year, but you have to go back to where the work must be done, and that is home, in your local communities. You must interest yourself, educate yourself, and organize yourself so you can go back and effectively do what has to be done there. This is a task for you. My task is to give you some insight as to why people behave the way they do, particularly young children, so that you can help discover those circumstances and those people for whom the risk of delinquent behavior is high. With this knowledge in hand, hopefully you will mobilize the resources which are here today, in yourselves and in your organizations, and take effective steps to prevent this prediction from coming true. This is the critical need. I agree with the topic I was given to speak on. We must discover who these people are, and we must modify what we do in such a way that they will modify what they do in the direction in which we would like it to go. So what I hope to do is offer a point of view and some suggestions with specific steps that might be taken to prevent delinquency.

If you'll indulge me a moment, I'd like to look at the grand scale of things. We live in the midst of a revolution. It's being forced upon us whether we like to think of it or not.

Change is happening so fast that almost everyone here today, including myself, suffers to some degree from what Alvin Toffler calls "Future Shock". The future is upon us faster than we can cope with it. This means essentially that we live in very risky times. There are points in history in which everything was sure; culture was static; change occurred very clearly. Everyone knew the role they were supposed to play, what they were supposed to do under it. Today, however, we live in a

risky world. A risk behavior really is not a behavior that in and of itself is more dangerous than any other behavior, but a behavior which society has decided that it will punish in some way; that it will raise the ante on, so that you run the risk of not only gaining something from the behavior but perhaps losing more than you gain. In other times this definition was very clear. We knew those things we were going to punish. You knew that if you did a certain thing that you would get a certain kind of response from the culture. Those days are gone forever.

Another problem we have is that our politicians and our leaders in every area of life treat the older values as if they were immutable, in words of fire on tablets of stone. These leaders are proving less capable of meeting today's challenge. All too often they prove corrupt. When we see our leadership in this kind of ambiguity, when we see them getting into trouble, what can we say to our youth? This nation as a whole in the last election voted for those people who promised to keep things the way they were. And I really feel sorry for our national leadership because that's simply an impossible task. It cannot be done, tomorrow is gone. And one of the challenges we have, as individuals and in this conference, is to face up boldly to the challenges of tomorrow. In high risks also comes opportunity. That is, the fact that things are changing, means that we can be creative and dynamic agents in this change. And I hope that you will be that way. We could advance the quality of human life to an incomprehensible level. We have the technology. We have the resources that we never had before. We have the knowledge in the field of psychology and behavioral science. We have the social organization to carry these things out. If we will but employ them, I feel that we can creatively face up to what's happening tomorrow; and by doing this, we will be preventing delinquency.

What can we do on the small scale, here and now, where we live? What can we take back personally; that's the main thing I want to talk about. We must understand the needs of individuals and recognize also that these needs are met in interaction between the person and his social matrix. And it's the social matrix of the environment which determines what risks a person can and will take to meet these needs. We have to abandon our own demonology and mythology about bad people. There are obviously persons who do things we don't like and that are destructive to themselves and to society. But, if we try to exercise demons from people, we're lost before we begin. We have to replace this approach with an analysis of the very complex things which lead to delinquent behaviors. We have to concentrate on the behaviors and the changing of them, rather than the excuses that we generate for ourselves, and the feeling of real righteous indignation that we have got

to go out and defeat all those "damn criminals". The time for war is over, be it war on crime, war on delinquency, or whatever. We've had enough warfare. It is time now to use our intelligence, to use our knowledge, to go out and find out what leads to these wars, where the behaviors come from, and how they can be changed.

The last few years I have been working in the field of risk taking and decision-making and I have been asking very basic questions about why a person would make a choice like delinquent behavior. I feel that if we can understand the reasons why a child opts for a high risk delinquent behavior. Let me give you a simple, everyday example of the kind of questions I think we need to ask. For instance, a bicycle is stolen. Why would a child steal a bicycle? Well, I would assume a couple of things. First, that he has some unmet need that he feels that he has got to satisfy which motivates him to want a bicycle. It's something he wants that bicycle to do for him. If we knew what that was - whether it was excitement, recognition, simple transportation, hunger, (he wanted to sell it and get money to feed himself), if we knew what those motivations were - then we would be in a powerful position to help meet those needs in some other way before the child has to resort to stealing the bicycle. That is point number one. The second thing you'd have to consider here is, "Why theft?". Why would the child at that point in time, under those circumstances, decide that stealing a bicycle is the best way to satisfy whatever need he has? To him, at that time, this seemed to be the behavior with the highest pay off. No matter what he would do, it would be risky. Why didn't he go out and work? Why didn't he get the money from his parents? Why doesn't he do all of these other things? For one reason or another those behaviors are blocked and the one thing that is left for him is the easiest, most direct behavior with the least risk and the highest pay off is stealing the bicycle. And I might add that in most circumstances this is not an unreasonable thing to do. Recovery of bicycles in California is practically zero. A person who steals an expensive bicycle, with very high probability, can sell it for a reasonable amount and never have to pay any consequences for doing it. No one would ever know he did it or he could just keep it. If we knew how each child viewed the various behaviors ranging from the things we would like him to do, to the things we certainly don't want him to do; we would be in a very powerful position to predict what he might do, what the risks are of his becoming a delinquent, and what the chances are that he's going to opt for the socially acceptable behaviors.

So my suggestion is that our small scale perspective ought to focus on these questions, "What are the human needs that we all have? and

"How well do our social structures arouse us to meet these needs?" Our first step should then be an analysis of human values. The first one that we deal with is affection. Affection is getting the love and acceptance of other people. The second is respect. That is the feeling that you're worthwhile, that other people accept you and are willing to do things for you and accept you as a worthwhile individual. The third is the ability to perform skillful, manual activities. All of us need some feeling that we are capable of doing something in a skillful and confident manner. The fourth is learning wisdom, coming to understand how things are, why they work and what can be done with them.

A fifth value is power. In my own research I have found that this is the need which our society satisfies least. We pride ourselves on being a democracy in which we have freedom, self direction, self determination. Almost any of our organizations, government, school or corporate have a military line. Real self determination, real power, is shared very little. This is the hardest to understand and we find that this is given the lowest rating, the least importance and yet it is the least satisfied. A sixth and an extremely important value in our culture is wealth. The main thing that we have to get across is that having wealth is not just money, not just having goods, but having services, having things done for you, having the ability to travel, having the ability to have someone prepare food for you, to do all the various things that we share in and to have an opportunity to attend to the work of our society. That too is wealth and from that point of view we are an incredibly wealthy society. Even the poorest of us economically can be an incredibly wealthy person.

A seventh value is well-being. That is the sense of mental and physical health and happiness. In a way, all of the other needs focus into this central one. The eighth is one that is typically rated the most important by "nice people" like us, but not necessarily by those who are branded by society as delinquents. This is rectitude, understanding what the proper things are to do and behaving in a manner that's socially responsible. A manner which recognizes the rights of others, obeys certain ethical principles and so on.

I would suggest that what our social systems have to do is to organize themselves in such a way that they satisfy these needs. And should really be the goal that we're aiming for. The general assumption is that if people meet their needs in a way that society says they ought to, and if these are effective in meeting their needs, they will have no problem with delinquent behaviors. An unacceptable and illegal behavior is a signal that for some reason there is not an acceptable behavior that's available to this person to meet his needs. Now if he's doing what he

thinks is the best thing to do, then you'd have to ask why he thinks that's the best thing to do and how can we change his mind. If you're willing to go that far and really think in those terms, you've taken the big step, toward the prevention of delinquency. So we feel there is this common group of human needs and we assume that the behaviors are selected. Crime, drug abuse and so on may seem to you and me to be foolish ways of adjusting to the world. They have risks to us that far outweigh the gain.

Now I would like to quickly run through an inventory of risk-taking attitudes and then I'll come back and present them as research shows a delinquent child would see them. The first of these is the definition of the value goal. What as a human being do I need? What will provide a satisfying, high quality life for me? The second step is to assess the importance of these goals to me at this time. What behaviors do I think have the greatest pay off in general? Which behaviors can I do? I might think working hard and getting a good job is the best behavior in the world. This would be low risk and high pay off. But if I have no job skills or if there is no job available, "Am I going to do that?" No! It would be foolish for me to even try. However some other behavior may have a lower pay off but would be possible for me to accomplish. So one of our tasks must be to raise the probability of success in socially desirable behaviors.

The final thing in behavior analysis is asking whether I need to make adjustments in my actual behaviors and make them conform to behaviors I feel would be the best thing to do? And the last step in the process, of course, is looking at environment. No one functions in a vacuum. What help? What hinderances are working around the corner of me? Do the schools really help me? Do all of those social workers get in my way or do they help me get where I want to go? What about my family? What about the law? What about all of these things society puts out there supposedly to help me? Do they really? How credible are they? I have to decide where to turn for help. I can't do it alone. It may be to my gang; it may be to my priest; it may be to my social worker; it may be to the street for crime. If we understand these steps, if we know how a person goes through them, we can indeed predict with a better high degree of probability whether or not he is likely to engage in delinquent behavior.

How would "a high risk child" answer these questions? In the first place he would probably be confused and have a very incomplete picture of what human needs and goals are. These children don't understand what affection is and that people can get and how people go about getting it. In the area of rectitude or right behavior you might as well be talking into a vacuum in many cases. No one's ever demonstrated that; no one's

ever defined it for him. Also his frustration level is relatively high. The high risk child will be highly frustrated in the attainment of his values goal. And this is likely to be due to a history of his failure to satisfy even those lower levels of aspiration. I might mention that both of these aspects are progressive. The levels of aspiration go steadily down over age and likewise the levels that need satisfaction also go steadily down over age.

Due to lack of success and reinforcement, the high risk child has lower motivation on the usual acceptable means of reaching life goals. Things like work and play, artistic activities, marriage, things that we all value highly; he will value less highly. He sees these as less useful, lower pay off kinds of behavior. He will tend to see things like criminal behavior, drug abuse and the like as being higher pay off behaviors. Not only is this attitude reflected before the behavior actually appears, but when the behavior does appear it follows this pattern. Crime fits into a pattern, a large scale behavior pattern which includes the dropping of the most desirable kinds of behaviors and the increase of less desirable behaviors, even those that are not considered criminal. The last thing that we find in the delinquent is that when he does evaluate his environment, the family, the school, the law of the church, social services, all of them will seem to be more of a threat and less of an assistance in helping him reach his life goals. In fact, the probability is that for this child such environmental agencies have failed to help and have even actively blocked his path to satisfying life.

We need to survey where we are. What are your communities like? How well are they meeting the needs of the residents of the community? How well are the children receiving what they need in terms of satisfaction of human values? What kinds and patterns of delinquent or predelinquent behaviors now exist? Determine where you are and start from there. Once you've done that you can focus your efforts on where the problems are. You have limited resources, you can't spread it everywhere so put it where it needs to be done.

Let me share with you a few things that we've done on some programs I've been associated with around the country. We call these value-orientated programs. The kinds of things we would do is to try to involve the total community, parents, the schools, the social agencies, the law, the churches, and the children. In many action programs the target population never gets into the act. You might think that consulting four year old children is foolish, but if you want to know how they feel about things, then these are the people you want to talk to. One of the things we have learned in our research is that it doesn't do you any good to go in and try to repress "bad behavior" or to block it. The needs will be met and they will be met one way or another. If you want

to take away the things that people are using to adjust now, then you have to provide something else to take their place. If you tell people to stop stealing and go out and work, you'd better have a job available for them.

Dr. Glasser last year mentioned to you that failure in schools must be eliminated so that children do not feel that their life is impossible in school and that they cannot find any satisfaction there. There are other needs such as recreation which must be provided. Our police must be trained in community relations. Social workers and social agencies must be attuned to human needs and how they can help people satisfy those needs. We must reward responsible behavior so that it comes to be the desired and most useful way of adjusting to the world.

I want to close with the media because in our research we found these to be extremely important sources. I can hardly bear to watch television anymore, particularly during the prime time family hour on Sunday, because the majority of things I see coming out of there are crime; and what is particularly discouraging is that the heroes of these shows would make the watergate plumbers look like pikers. One of the nicest guys you see is breaking and entering without a warrant and rifling through someone's safe and beating up someone. He's a hero. That kind of behavior is how you get ahead. This is the kind of model that I see. I look at the newspapers and what do I see? What gets the emphasis. How do you make it big? You murder twelve people. No one ever heard of you before. Your chances of being anything but a loser are practically nil. But if you go out and kill twelve people you can count on it, every newspaper in the nation will put you in large headlines on the front page. Now we don't have to do that. We simply do not have to reinforce this kind of behavior this way. We certainly want to know if somebody shot twelve people, but do we have to know his name? That sort of thing is the reinforcement I am talking about that increments the pay off of delinquent behavior. We model it and we reinforce it. What can you do? Public opinions have got to be mustered, the most potent, the smoothest way. What I regularly recommended when I talked before groups as this is to have one or two interested people note whose commercials are associated with the most violent cartoons and television shows and in a news letter indicate whatever reasons they think these programs have an adverse affect on children and distribute it. Send a copy, not to the network, but to the sponsors. In the State of Missouri just the people at this conference would go back and organize a small movement in this direction, you would be astounded at what you could do to the content of television programs.

We need to build an effective evaluation component into our preven-

tion programs. We need to know whether we have achieved our goals, what our problems are, and what the effective steps are to solve them. But we need to be placed in a position that when we're challenged we will have the information to support our position. If we have this kind of feedback built into our program, not only can we improve it, but when the inevitable challenge comes, "Why all those frills? Why don't you stick to reading, writing, and arithmetic?" When those challenges come up and the hard decision comes as to how the money is going to be spent, you're in a position to say, that you can give dollar for dollar, the best buy for the money. Your kind of behavior pays off best for society. This is the kind of risk a person can put his capital into that will give the largest social gain. Unless you are in that position, unless you can document it, your programs will need support. What happens are initial flushes of enthusiasm, then there is a new school board elected, a new police chief, a new governor, a new president somebody gets in there and you then have to justify to them what you've done because they are the ones who now control the money.

If you follow the steps I've outlined today, if you orient your programs toward the meeting of human needs and the provision of alternate ways of meeting these needs to the people who most need them, namely those who tend to get in trouble in our society, then indeed I think we can make progress toward our goal of preventing delinquency.

**IDENTIFYING THE CHILD AT RISK:
SOME CONTEMPORARY MODELS**

delivered by

BERTRAM M. BECK
Executive Director
Henry Street Settlement
New York, New York

I would like to give you five evils that I think we have to consider when we talk about preventing juvenile delinquency. Evil number one is the failure to define what it is that you are trying to prevent. And I think that is a particular evil where there are fractions who define juvenile delinquency in a traditional way so as to include all kinds of behavior that would not be a violation of the law. Work should begin to legally define delinquency with a broad neck, and then to talk about preventing those behaviors.

I would suggest that part of the initial evil is that statistically the disease you're trying to prevent is aggravated by the way it has been defined legally. The present legal definition entraps young people in a juvenile justice system, where as a well-ordered society would address the behavioral problems of young people who have not committed a violation of law, through a system which would not involve the court. The courts today are essentially concerned with the adjudication of rights and not with the treatment of problem behavior. So I say, task number one is to find what it is that you're going to prevent.

I think task number two is the kind of public relations value of talking about the prevention of delinquency. The minute you push anybody who talks about the prevention of juvenile delinquency, you come to the fact that essentially he is talking about the production of a better world that would not only prevent delinquency, but also would prevent all other types of deviant behavior. But the push to use the slogan "delinquency" comes from the fact that legislators and people in the general public are often very interested in preventing delinquency; where as if you go to them and say that you want a community that nurtures young people or enhances their development, they would think that's too expensive. If you say prevent delinquency, however, they say that this will protect property and therefore protect life, so it's something that needs to be done. I suggest that by using the catch-all

"We must not view kids merely as people who need our help but rather as people who have substantial contributions to make as to what can be done with their own lives."

—Bertram M. Beck

phrase "delinquency prevention" to attract funds and to attract public attention and support, we may be aggravating the fundamental disease. We need the kind of service or organization in society that would serve the purpose of nurturing the basic potential of all human beings, and not only preventing the small fraction who are going to engage in action that will destroy property, or destroy life. So I say the second tract in preventing delinquency is public relations. You can see that's a fundamental problem of prevention of delinquency.

The third tract is the approach to the problem that views the disease or problem as essentially being within the individual rather than in society. I would think that a psychological or clinical approach to delinquency presumes that everyone who gets caught is a delinquent and should be treated individually in order to produce a positive change. One has only to look at the interests of young men and women who commit delinquent acts, the interests of persons from minority groups, and the statements of the population who are poor and suffer discrimination. You must realize that it's ridiculous to expect to change society through one to one clinical work. Yet the evidence is before us by simple statistical examination of the young people in our training schools, that these causes can not be approached "one by one" by clinicians. I know that this is not too helpful to someone out in a particular county. It's tough as it is, to change individuals; it's much tougher to change society. Nevertheless, as tough as it is, I don't think it's helpful for us to delude ourselves, to kid ourselves by expecting a recipe, a diagnosis of the problem that fits what we can do. It's best to say that what we can do may be limited, rather than to delude other people about the genesis of the problems in these clinical terms.

The fourth tract then is focusing on the individual without due regard for the group, the impact of association on behavior. I find in my own work it is certainly a fight to influence what happens to people and if your approach is a singular one toward a teenager without giving attention to his group associations, I think you're just barking up the wrong tree.

Lastly, there is a tract that's comes out of the very nature of how we define ourselves as helping people, whether we're juvenile officers, civic leaders, police officers, teachers or social workers. Dr. Carney mentioned the power need of people, how important it is for people to feel they have control over their own destiny. Our function must be to help people to truly help themselves. We must involve the population with whom we are working in shaping and in becoming our employers. I think again we may not see the cure of the problem but the cause of the problem, because we are perpetuating a society. We do beautiful

work. Some of us are the sanctioned helpers, the saviours. But in order to make our goal possible, we must not view kids merely as people who require our help but rather as people who have substantial contributions to make as to what can be done with their own lives.

So I lay before you some of these dilemmas that I think we face as we try to work on this very difficult task of preventing juvenile delinquency. We will hear different approaches and different perspectives of this problem from our panel. Perhaps we can have some exchange with one another about the problems and perhaps some resolution of them.

A JUVENILE COURT MODEL

delivered by

JAMES WALSH
Director of Juvenile Court Services
Jackson County
Kansas City, Missouri

Shortly after I was called to come here to speak on this particular panel, I went to jail. I spent the last six months in jail, as an employee, trying to organize the infamous Jackson County Jail. While I was there, I almost ended up being put in the jail rather than working at it. While I was there, many, many, fascinating things occurred. The Jackson County criminals, a large number of men involved in rather vicious offenses, always said one thing, "Do what you say you're going to do". On a particular day in August, August 31, a series of conflicts erupted in the jail. At this particular time we had contained this group in one area. Fifteen to twenty prisoners were on one side and all the guys in our jail were directly behind me. A big muscular fellow with a big broom handle said, "I am going to kill the first "bleep" that comes through here". At that moment I was the first "bleep".

But the point I'm trying to make is that if you are going into the area of prevention, you say why and do it. Do what you say you're going to do. In my experiences over the past twenty years in Juvenile Court and family agencies, I was the exponent of the social work methods which I think are valid in many different ways. But in a short six month period in the jail I had a change of attitude. My point is this. We need to recognize just who is influencing whom. For years I struggled with the concepts taught by Father Flanagan. He said he never saw a bad boy. Well, I've seen burglars at age fourteen or fifteen. I've seen armed robbers and I've seen vicious kids.

What is a good boy? Well, this boy is one who obeys his teacher. So if you just take this little dictum and you put it to work and you say who is teaching whom? Who is influencing whom? Who is helping our boys in jails, helping our boys in training schools, and helping them our on probation. It is not the magnificent school teacher. It's not the probation officer. I'm here to tell you that kids are being taught on the streets by those who find them separately. They have found a spot. They have found something that's meaningful to them. They have found

"If you can get kids into a work world experience, some kind of a dignified job, you are really preventing problems."

—James Walsh

a way of life, an adaptation to life, that's meaningful. They don't get that at school. They don't get that at home, because perhaps the father isn't there or the mother's working. The child doesn't have anybody there to help him in any particular way. He's got the T.V. Set, with all the shootings, killings, murders that make a burglar look like an easy going character. I don't know how many of you here have seen anybody ripped apart, but perhaps some of you have been in an emergency room of hospitals or in the army. There is nothing pleasurable about violence or death, but it is on T.V. The schools, and the churches are not influencing kids. They are getting satisfaction from their buddies on the street. Juvenile delinquency is a teacher, not school teachers but the teachers on the streets, the tough guys with dollars in their pockets, who are fortified very strongly by T.V. and the movies which make these things very attractive.

So, what are we going to do about it? Why not go after them? Why not go out there and ask them? Go out there and push them. Go out there and mess around with everything that they mess around with. Get involved all the way. Do what you say you're going to do. Get involved with his buddies on the streets; the guys he hangs around with; the good girl he hangs around with; his parents who, despite contrary beliefs, don't want their youngsters involved in difficulties. Why push them? Why ask them? Why run after them? Why fight them? Why work with the little kids? Why go to a detention hall where a guy calls you every dirty name? You've got to come after them. You've got to go after them because they're worth it, no matter what level they're on, no matter what physical complications you get involved in.

If you look at the classic approach in handling difficulties, you have teams organized in the jail. Who is going to fight 20 men? This way, you don't have to hit anybody. You can handle these guys physically, psychologically, but you've got to be honest.

In Jackson County we've had a decrease in delinquency for three consecutive years and I'd like to say that it is attributable to the delinquent prevention programs. Right now we're having an increase. I don't know why. In this country it's all right to do whatever you got to do as long as you don't get caught at it. Get away with what you can. That's the philosophy that prevails most frequently in jail, or an institution or out on the street. We do what we've got to do. Don't get caught; that's what's wrong. We have tried to force our staff in the Juvenile Court to go out, to ask the kids, to push them, involve themselves in their lives. Involve themselves in the lives of their family as fast as they can. How? Perhaps neutrally, by using a film on family problems and inviting the parents. The parents will realize that they've got the same problems.

We have also set up adoption programs, particularly for black youngsters. In order to influence the friends of certain children, we contacted the Boys' Club to set up programs to mingle the "good" kids and "bad" kids. In the prevention programs we keyed in on kids in first, fourth, and seventh grades to identify problems and attempts to get help as soon as possible.

What is the point of all these programs? It should be that the child will get a work-world experience. We forget that these kids have to get jobs. We need vocational programs. Preventions of delinquency on any level is a day to day fight, physically, emotionally, psychologically. If you can get kids into a work-world experience, some kind of a dignified job, you are really preventing problems.

AN EDUCATIONAL MODEL

delivered by

MILDRED WINTER

Early Childhood Development Specialist
Missouri Department of Education
Jefferson City, Missouri

A child begins to learn at least as early as birth, and yet traditionally we haven't been very concerned about the informal learning that goes on in the home during the first five or six years of a child's life. The early years from birth to six in the life of a child are critical, not only in terms of intellectual development but also in terms of developing attitudes, human relations, skills, concept of self, and perception of others. These early years are our best time for identifying special problems in children, emotional, social, physical, intellectual.

In these same early years, we know that parents are by far the greatest influence on the lives of their children. And, therefore, if we are really to be effective in early childhood education, certainly we cannot ignore the parent and work only with the child for the child is spending the major part of his waking hours in that family, be it good, bad or indifferent. And so we finally come to realize that we have to accept the family as part of the solution and not as the problem.

In the Missouri Department of Education we've been working very hard to coordinate our efforts in education with other organizations and agencies in a state which are equally concerned about young children and their parents. We just recently had an early childhood conference featuring Dr. Lee Stock. We've had a task force that works in this state developing guidelines for early childhood screening because we are very concerned that schools and communities somehow get together and begin to identify the child at risk very early. We're also working on guidelines for early childhood programs, because we're very concerned that young children who are exposed to people outside their home in any kind of an early childhood program have a very quality experience.

I'd like to talk for just a few moments about early education as it exists in the public schools and particularly about one model that seems to be working, that is accepted by parents in the community, and that is a low cost model which school districts almost anywhere in the state can duplicate. This program is called the Saturday School Pro-

"The early years are our best time for identifying special problems in children, emotional, social, physical, intellectual."

—Mildred Winter

gram which we developed in the Ferguson - Florissant District in St. Louis County. In this program, we bring the children and their parents into the schools on Saturday when nobody is using the facilities. We have a teacher for every twenty children and the parents make up the rest of the instructional team. They take their turn on rotating basis. It's a great way to involve fathers as well as mothers because most dads are home on Saturday. During the week our teachers go into the homes and work with the children and the parents in the home on an individual basis. If the parents are working, they work with the baby's mother or the grandmother, or whoever is at home with the child and then try to see the parent on weekends or at night. An important part of this program is a great deal of close looking at the child and his needs from every aspect, and an attempt to try to prescribe some experiences from him.

We have found that about a third of our children have had some problem, one kind or another, that we felt was going to have a definite affect on his success in school and as an individual if we didn't pay some attention to it early. While the children are in Saturday school parents have an opportunity to meet with a social worker or a counselor and talk about any problem that concerns them. These discussions are held either individually or in a small group. You would be amazed how many parents take advantage of this service. Social workers, counselors, and teachers do not have all the answers, but they do know where to go for help and they do make a lot of referrals by matching up families with services that they need. We make it very clear to the parents, that in no way can the schools do this job alone and that to be effective we need to form a partnership with the parent and work together on behalf of the child. Parents seem to like this assistance and are willing to be involved. This program has now been started in several other communities in the State of Missouri.

Does it achieve results? Yes, we have evidence that it does. We do know this; as our children go into kindergarten, we're seeing very few of our children being referred outside the special district or to programs outside of our own regular elementary program.

Can any community in the state initiate a program like this and what does it cost? In a district in which you may have as many as seven or eight hundred children in a program, the cost per child is a little less than \$200.00 per year. This figure includes all special services that are given to handicapped children, children that have emotional problems, children with any special needs at all. If you're in a smaller community it may cost more.

Is there funding in the State of Missouri for programs of this kind?

Not at this time. But House Bill 474 will provide as of September, 1974, money to school districts for programs for handicapped three and four year olds. I hope that in working with children of high risks, the school districts will see fit to integrate them into a program for all children, that they will not attempt to label and segregate children at age three and four, but will rather give them a well-rounded experience with other children their age and with their parents. This will mean, of course, some committment of local money, but at least the beginning financial aid is there.

A COMMUNITY AGENCY MODEL

delivered by

EVELYN MANN

Director, Division of Education and Social Services
Office of Family and Children's Services
St. Louis, Missouri

Family life education has been done by a variety of people, in a variety of ways; by the YWCA, the home economist, sex educators, mental health educators, and social health educators. Family life education has been used interchangeably with parent discussion groups as a method of prevention and early intervention. It is designed to provide the opportunity for parents with common concerns and common interests, mainly their children, to come together to acquire new knowledge and to reinforce their old knowledge towards strengthening family life. Producing a child does not automatically provide wisdom and effectiveness in the art of being a good parent. Yet most people expect to be good parents, want to be good parents, and desire to raise a good family.

In our agency, we have almost 300 parent education groups lasting six, eight, or twelve weeks meeting an hour and one-half weekly. We have been doing this for almost eleven years. Since 1963, we have used the child study method but have modified it and adapted it in accordance with the community and our groups. Our method helps people find ideas for themselves and reinforces their own strengths. The technique is a relatively simple one, although it does have definite structures and definite goals. There are no books, no lectures, no audio-visual aids; no rule or recipes are given to parents. Each person in the group is given the opportunity to voice his problems or his concerns as he sees them. The leaders of our group get concrete examples of what the parents mean. They revolve around real, every day concerns of the family.

Two of our earliest groups met in the infamous Pruitt-Igo housing projects. There were mothers in the group who had children ranging from 13 to 16 years of age. There were very few fathers around to provide male models or to protect these children. These women were greatly concerned about the dangerous hostile environment in which they were living. And they shared the common fear, that their sons and daughters would become delinquents. As a result, these mothers were too harsh, too

"Producing a child does not automatically provide wisdom and effectiveness in the art of being a good parent."

—Evelyn Mann

rigid and too controlling. Learning to talk in a group about their anxieties, their sorrows, their fears, was a new experience for them. And they soon realized that to feel as they did was not unusual, nor were they as isolated with their problems as they thought. They got mutual support from each other which gave them a feeling of more emotional security than they had in a long time. As this series progressed, many of these women could see that if home was such an unpleasant place where mother was always angry, or seemed not to care at all, then it was a meaningless place for their children to come. The streets then became an accepting place and one where kids could achieve status.

We often see the group members begin to talk and think about their children with much more understanding and even report positive results in their children's behavior, as they modify their own behavior. It was in one of these groups that one of these mothers said, "You know, I tried a little kindness this week and it worked." Our primary goal in discussion groups is to build parents' self-esteem. Hopefully by building parents' self-esteem and self-confidence, we can help them see the importance of communicating these to their children and making them see that their children are valuable human beings and have self-worth. In this method, our leaders tell the parents in the very first session that there are no magic recipes, or precise formulae for human behavior. Each parent knows his child best. The group can build new ideas and alternate ways of handling the situations. They themselves must take from the group what they believe will work best for them. Parents exchange ideas and life experiences and often develop new and useful insights about themselves.

This method of parent group education really opens the doors of parenthood. It is a vital source in prevention, early detection and intervention can be geared to all parents in any social economic group. As leaders of groups, one of the principles we attempt to convey to the parents, is that parenthood is a process of progressive adaptation and as the child goes through changes, through naturalization changes, the parent should learn to know a little about what this means. This process is educational and not therapeutic.

People attribute delinquency to many things, to slums, poverty, progressive education, traditional education, divorce, depression, inflation, parental spoiling, parental harshness and on and on. But no one of these can be considered the exclusive cause. It is my firm conviction that the family is the dynamic unit which has the potential for growth, development and strength. And if we get to the family before there are crises, before there are serious breakdowns, we are then doing a job of prevention and early intervention. I am suggesting for those

of us who are committed to working with families that our commitment become the establishment of maximum opportunity for health, intellectual fitness, and above all, the development of family competency. This is an absolute necessity for all of us to work with people.

**PUTTING IT ALTOGETHER:
AN INTEGRATED COMMUNITY APPROACH**

delivered by
JOSEPH ROWAN
Director
Florida Division of Youth Services
Tallahassee, Florida

The topic for tonight is an integrated system for the prevention, treatment and control of delinquency. I'm going to cover a lot of topics that may not all seem to be related but they provide a backdrop for comments and recommendations that I will make later.

There's a strong feeling on the part of many people in the field that the labeling of youngsters produces delinquency; and therefore, if we're going to label youngsters as potentially delinquent, we had better have the services there to prevent them from becoming delinquent because otherwise if we do nothing, we're going to make criminals out of pre-delinquents. From another standpoint of this self-fulfilling prophecy, we've got to keep in mind this business of expectation level. If you expect a person to be as he is, he will stay as he is. If you expect him to be as he could be and ought to be, he will become as he could be and ought to be. This is a major factor not only in delinquency prevention but also in treatment.

Diversion from the juvenile justice system is a current fad which is strongly emphasized and is being developed throughout the country. The purpose of diversion is to keep youngsters out of the system, because one of the major findings of national commissions has been that the earlier a delinquent comes into the system the more difficult it is for him to get out successfully. However, recent research has shown that in a number of places where delinquency prevention and diversion programs have been developed, they've actually pulled more people into the official system. Instead of moving one step down, so to speak, in keeping people out of the system, the developing of diversionary programs has brought more into the system. This increase has happened not only in the juvenile field but also in the adult field.

During a survey in which I was involved in helping develop a ten year master plan, we saw a youngster who committed thirty-two separate felonies before he ever got to Juvenile Court. He was a confirmed

"If we're going to label youngsters as potentially delinquent, we had better have the services there to prevent them from becoming delinquent because otherwise if we do nothing, we're going to make criminals out of pre-delinquents."

—Joseph Rowan

criminal long before anybody had even thought about it. So it's the old story, if you're doing nothing, you're making criminals out of people that you might be diverting.

Another concept is that, "Government is best which governs closest". This is only partly true in the juvenile justice field. From the standpoint of law enforcement, schools, and prevention in church, in home, and other services, yes. But, when it comes to the secondary area of services established for prevention, treatment and control, particularly on the state-wide basis, it has been proven that the farther away the government is, the more efficient it will become. To put it more bluntly, right this very minute we have better probation services for adults nationally than for juveniles. Simple explanation is that we have 37 states which administer adult probation, finance it, and have developed standardized practices and training for its personnel. We've got only 16 states in which juvenile probation is administered and financed by the state.

Furthermore, there are not too many character building agencies who are out there trying to pull in the unreachables. Many people say that parents or society are responsible for 90 percent of the delinquency. But I have learned, after a number of years of experience in developing early services for and identifying delinquents, that we concentrated too little on delinquents; but even less on the systems in which they're living, particularly the educational system. The mania in America that everybody needs a college education, has got to change in this country. How many poorly equipped college trained people have you found at gas stations lately in this country?

Another concept is that with greater economy will come less delinquency. However, we find that we've got the highest standard of living of any time in history in any country of the world. We've added twenty-seven years onto our lives in the last forty because of medical advances. We've got more people as members of churches, more people getting more education, and yet we find delinquency increasing four to seven times faster than the child population.

Another concept is that the classical, the clinical, mental health, psychiatric approach is most successful in treating delinquency; however, the major findings of the Commission on Manpower and Training was that from the standpoint of probation services the classical, clinical, mental health approach does not work for most delinquents.

As far as delinquency prevention measures our concern, it's a very complex situation. Where delinquency prevention programs have been established in various states, they've been discontinued. The American educational system basically teaches us how to make the dollar but not

how to live while we spend it. Premarital counseling, I believe, is more important than worrying about licensing barbers. I think barbers ought to be licensed but I think we also ought to give some attention to what help we might be able to give from the standpoint of help to people before they do get married, because they aren't getting it in our educational systems. They aren't getting it in our churches. Public agency sponsorship of help for families having trouble with children is a major delinquency prevention measure. Reality-based group counseling in the schools helps kids. It relieves racial pressures. It helps to take problems away from kids so they can concentrate on getting an education.

According to the 1971 study of HEW and the National Education Association, Missouri ranks 34th in the nation in the number of ninth graders who will eventually graduate from high school. This means that you've got some serious problems in this state. I believe in integrity and honesty. One difficulty in good delinquency prevention is that we have a hell of a lot of dishonesty in our field. We have judges who say to youngsters, "We're going to send you to so and so and you're going to get some help". The kids don't get any help. And all the way down the line we've got this lying to kids, maybe with good motivation, but the officials that carry on this way ought to look at the programs where youngsters go. Therefore, we've got to revamp our educational system. This includes developing services for early detection, early referral, early diagnosis and early treatment. If we're going to identify a kid on an early basis, we have to provide the services. If we can't and don't provide the services, we should not label them as potential delinquents. Because they're going to end up in prison through the process.

Most educational systems in this country are geared to educate the middle range, the median and not the exceptional child on either level. We've got to reach out and assist the churches in reaching the unreachables. I have worked in most of the states in this country since 1955 and not very many churches really go out to reach the unreachables. They work with you and me. They open church on Sundays and try to bring our children up that way. But when it comes to really going out to reaching the unreachables, they are not doing it. And I can assure you there is a lot of rejection of unreachables by the churches.

Eighty percent of our offenses are being committed by people who have committed them before. So this means that in delinquency prevention we cannot think of only the youngster who has not committed a delinquent act. We've got to really concentrate on those who have committed delinquent acts before. The most important step at least one of two I think you could take in Missouri, is to remove status offenders

from Juvenile Court. I strongly urge you and Missouri to keep truants, incorrigibles and runaways out of state institutions. Many types of non-coercive measures are possible to serve these children but they are not being developed. We have not done a very good job in this country with delinquents. So let's concentrate there and show them we can do the job.

I talked earlier about the idea that government is best which governs closest. And it's true as far as the local communities' law enforcements services in the delinquency prevention area are concerned. But when it comes to a state-wide delinquency prevention program with guidelines and statutes, we've got to develop a division of delinquency prevention at the state level. We cannot sit idle and continue to live with a situation in which kids are not getting as good services nationally as adults, simply because we have probation and other services on a county-operated, poorly financed basis.

I cannot over emphasize the importance of public involvement. Unfortunately, most of our educational systems do not train people in our field to work with the public. We have got to consider both the client and the public because the public provides the resources, the money, and right or wrong the public has the final say. For a while we got too professional; we got away from volunteers and now thank God we're back there with volunteers. I was very glad to hear about the number of developments in Missouri and I feel that you're on the brink of really moving among the more progressive states, that half dozen. It will only be accomplished with a hand and glove type combination of the professional and a lay person. Most reform in this field has not come from us in the professional field. It has come from the outside, frequently as a result of a riot, kids hanging themselves, public scandals, etc. So let's team up with a lot more lay people, agriculture, business, industry, labor, law and news media. Let's get them informed and involved, because that's the way we are going to do it.

Community-based diversionary programs have got to be developed to the fullest because the best institution is still a bad place for most youngsters who should not be there. I congratulate Missouri from going from about 600 some youngsters down to about 150 or so in your state training school. I don't know whether all of the substitute services have been good but you're certainly headed in the right direction. Martin Gold of Michigan did an extensive study in which he found that those people who grew up and admitted that they were involved in delinquency as youngsters and never got caught did considerably better than those who did get caught and were given services. And so we've got to keep in mind the business of labeling and if we're going to

label we've got to provide the services for intervention to change problems which might exist otherwise we're going to create more.

Junior Leagues of America, Lutheran churches, a number of other national organizations have adopted delinquency as their major program topics and we strongly encourage all organizations to take this approach because this is going to be needed to really move the field ahead.

We're happy to hear that in Missouri you're developing police juvenile services. In the corrections field, we've got the first obligation to work and try to do more with law enforcement to involve them in this field. The State of Florida has a state-wide delinquency prevention program. This is our number one priority in the upcoming session of the Legislature. In this program, standards and guides are being developed and efforts have already been made to develop efforts like you start here with police, with the schools, with the churches, citizen groups and developing volunteers throughout the state to work with professionals in every walk of life. Florida, two years ago, had juvenile probation and detention intake on a country level just like Missouri has now. I'd like to stop there in by saying that Lincoln once said that where there's a will there's a way, and I know that from the will that's been expressed in this state you're going to provide the way.

WHO'S GOING TO DO WHAT?"

delivered by
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I wanted to come to this Conference because I wanted to know more about this business of positively motivating young people. The one thing I know about the culture and climate often typically supportive of the juvenile syndrome is that it pervaded the neighborhood in which I grew up. That is not particularly unusual. But it developed my interest in people, and raised for me a perennial concern—why so few from that neighborhood, and others like it, succeed in a world where success is available to so many.

The considerations in which we have been involved today and on yesterday probably have not yielded for any one of us the certainty which we seek to the many questions and issues that are now before community leaders who serve young people.

In truth, one rather important observation in summarizing the Conference's efforts is that it has perhaps *raised more questions* than it has provided answers. Yet, the raising of such questions is essential, for this effort holds the promise of sharpening perceptions and widening options in that perennial search for the *content and character* of that experience which produces that truly remarkable entity: "the effective, happy human being."

After hearing the plethora of hypothetical conjectures advanced on yesterday and today for curing the ills of young people, in some measure, I am reminded that although we may have an abundance of information—we are still far from solution. Perhaps this disconcerting feeling which I am experiencing is best summarized in the words of T. S. Eliot:

Where is the *LIFE* we have lost in *LIVING*?
Where is the *WISDOM* we have lost in *KNOWLEDGE*?
Where is the *KNOWLEDGE* we have lost in *INFORMATION*?

From the behavioral psychologist who addressed the Conference, there were echoes of Jerome S. Bruner, of Harvard University, who once posed the interesting question: (*The Uses of Immaturity*):

"The one thing I know about the culture and climate often typically supportive of the juvenile syndrome is that it pervaded the neighborhood in which I grew up—it raised a perennial concern—"Why so few from that neighborhood, and others like it, succeed in a world where success is available to so many."

—William A. Pearson

Will man's response to novelty, which is a feature of his primate heritage, be trained-out as the young are inducted into society by increasingly decontextualized representations of the world?

Professor Bruner reminds us:

To understand the nature of any species fully, we need to know how its young are brought from initial, infantile inadequacy to mature, species-typical functioning. For variation in the uses of immaturity tells us much about adaptation to habitat. The nature and uses of immaturity are themselves subject to evolution, and their variations are subject to natural selection much as any morphological or behavioral variant would be.

Since our ultimate concern is with the emergence of human adaptation, the most distinctive feature of that adaptation must concern us first—man's species-typical trait of "culture-using" with its intricate set of implications. Man, so the truism goes, lives increasingly in a man-made environment. This places a special burden on human immaturity, for it is plain that adaptation to such variable conditions must depend very heavily on opportunities for learning, or whatever the processes are that are operative during immaturity. It must also mean that during immaturity man must master knowledge and skills that are not stored in the gene pool nor learned by direct encounter, but which rather are contained in the culture pool.

In search of WISDOM, perhaps we should quickly sift through the information which has been shared at this conference in the hope of at least finding KNOWLEDGE. In the process, it would be important to attempt to validate such information in terms of its internal consistency, its inclusiveness, its practical value, its recognized success, its logical underpinnings.

One clear conclusion that must be reached after hearing about so many varying programs, each enjoying a measure of success, is that there is need for alternative treatment for young people with problems. Further, it is clear that money, while it in itself is not a cure to the problem of delinquency, is needed to assist with research, pilot programs and the extension of staffs and services of a wide variety.

It is also evident that a part of the search for WISDOM will be a search for RESPONSIBLE BEHAVIOR, a search that recognizes the RELATIVITY OF ACCEPTABLE SOCIAL BEHAVIOR, its placeness, its timeliness.

Risk-taking is involved in the search, for in such risk-taking the quality of human existence can be advanced. (Perhaps the risk-taking for most of us, I would suggest, should be moderate risk-taking. See

David McClelland's *The Achieving Society* and his work in *Achievement Motivation* for some additional views on this subject.)

To the extent possible, we should be mindful of a number of pitfalls related to the solution of the problem of juvenile delinquency and of implicit suggestions for positive response in those pitfalls:

We have failed to define precisely that which we purport to prevent and to understand the context for the definition which is advanced.

We have not provided a strong communications link to the general public relating to the problem. This failure leaves untested the public relations value in mere discussion of the problem.

We have failed to see the societal disorder that contributes to the problem as well as the individual contribution to the problem.

We have not focused on group behavior that contributed to the problem without ignoring the personalized nature of the behavior involved.

Agencies, institutions, and persons have failed to perceive their role definitions in sufficiently large terms.

There is a need to enlarge our specific knowledges of program models that seem to possess the promise of success. . . . promise that is based not merely upon empirical or statistical evidence. . . . but also on those programs that provide logical or speculative evidence of such promise.

A key ingredient in addressing the problem of juvenile delinquency would seem to be positive involvement of the recipients of the various services, young people and their parents.

In addressing the problem, there is the obligation to recognize the need hierarchy among young people. Immediate, personal need satisfaction would seem to provide a sound point of departure and a point of beginning for shaping longer-ranged needs. A realistic use of appropriate work-world experiences may enhance the success margin enjoyed in promoting positive, social behavior. There is the need to provide the necessary range of supportive and ancillary services for children with problems, regardless of their socio-economic status. There is also the need for early identification, diagnosis and treatment in a comprehensive (non-fragmented) approach to solution and the need to refrain from labeling young people with problems, since the available research tends to suggest that such labeling has been a self-fulfilling prophecy.

From other sources, the conferees have been advised that the breakdown of authorities and the pervasiveness and heightened tempo of change complicate the achievement of a rational, comprehensive sense

of purpose and maintenance of an effective balance among all the competing claims of success with young people. Yet, whatever the sphere of action, it is well to refuse to become simplistic and one-sided. It is well to put into effective interaction and counterpoint such competing but essential values as change and continuity, freedom disciplined by justice, excellence tempered by equality, innovation wedded to conservation.

We have witnessed again in this Conference that wherever one looks in areas bearing on human rights, human dignity, and human development, one sees a long agenda of urgent, unfinished business. Indeed, there is a great need for fresh, imaginative, and critical insights, and for new efforts toward better solutions. This need seems obvious, and the purviews should be wider.

The Regional Workshop Groups that met this morning are to be congratulated for a rather significant, *initial* response to this year's conference theme.

Among some of the more impressive plans are the following:

1. To organize interagency councils at the county level to exchange information, pool resources and to begin to cooperatively develop new programs.
2. To develop Regional, cooperating councils for a similar view toward coordination.
3. To organize steering committees to develop regional conferences on juvenile delinquency and to further serve as on-going planning and communicating arms for various areas.
4. To emphasize the school as the major institution for involvement in juvenile delinquency prevention and to support the school's efforts to address this problem. To this end, groups are committed to legislation and other sources of expanding the resources of the school to make this charge a reality.

The range, specificity and vision reflected among the summaries are clear indicators that we are approaching UNDERSTANDING in the quest for WISDOM.

In our society, the broad and variegated public interest which should be addressed allows much scope for intelligent, beneficent choice, and embraces some deep tensions that call for comprehension and conciliation. As many of the young have been saying, more attention must be given to ends, to what makes the good life and the good society. This means looking beyond change and beyond novelty *per se* to seek lines of action and adjustment which are not just responses to immediate, one-sided pressures, compelling though such pressures may be.

In some ways, this emphasis on change and innovation is natural and perhaps necessary. Change is the law of life, as Heraclitus taught long ago. It is especially so now, and with a pace that is often staggering. In many ways, science and technology are constantly thrusting new opportunities and new demands on us, so that change invades virtually all aspects of one's daily life and work. To live with change, there is no choice but to recognize it, perhaps embrace it; and seek to guide it toward better, rather than worse, ends.

But it is mainly the supremely important *questions* that cannot *now* be answered. How will American communities respond to challenges of the young that so obviously confront them? Will there be enough of the precious qualities of innovation and resolute will? Can we count on the emergence of leaders who can compound all the ingredients into a formula of achievement? Again, we come back to *questions* rather than answers.

The note on which we conclude, therefore, is not unlike the reaction of the returned Peace Corps volunteer who doubted whether he had succeeded in helping the primitive people he worked with but was sure he understood himself and his own society better. After all, one significant objective in search of the longer-ranged goal is to know ourselves more profoundly. A knowledge of the various sub-cultures throughout the communities of Missouri and a willingness to share accomplishments and resources with less-advantaged peoples can assist this progress.

In the pursuit of goals so noble and compelling, perhaps we should not expect to see the future in any terms clearer than uncertainty mingled with hope. The process is not easy, but this is the challenge that I offer you. In search of WISDOM, become catalysts of institutional change in your own organizations by making that dedication of time and effort to build new values, and so the process of self-renewal, into the system. Few would be better equipped for such a task than those of you who represent various leadership elements in your respective communities. As I challenged a group not long ago, "If not you, who? If not now, when?"

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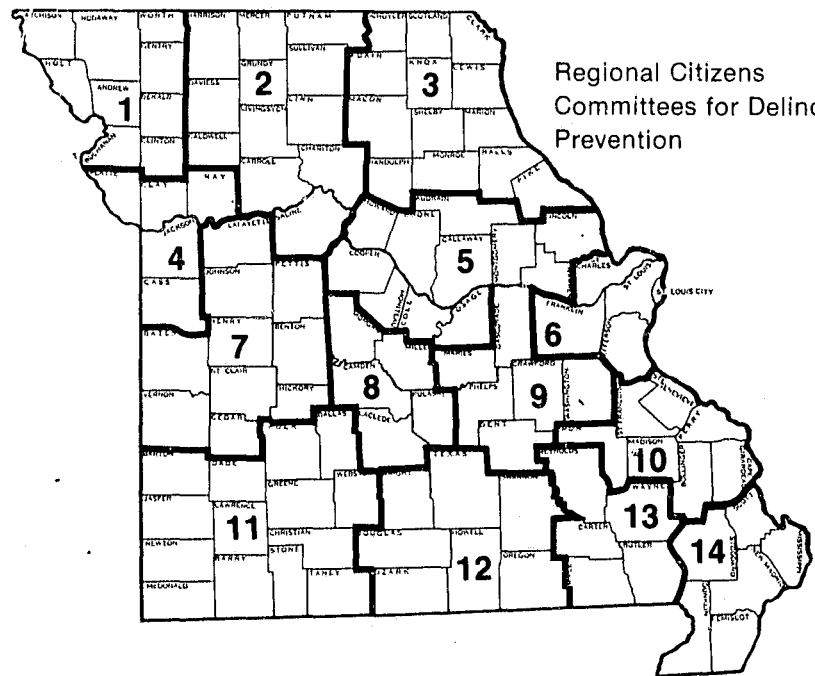
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