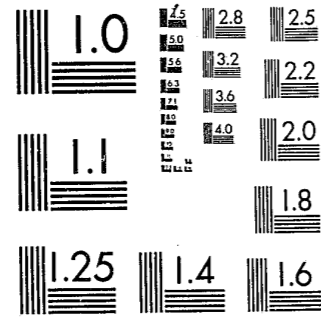


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

10/08/81

✓
✓ **Citizen Participation in Juvenile Courts**
Citizen Advisory Councils



Citizen Advisory Councils

U.S. Department of Justice
National Institute of Justice

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Children's Charter of the Courts of Michigan, Inc., was created in 1959 by the Probate/Juvenile Court Judges of Michigan. Children's Charter provides annual seminars, consultation and technical assistance to agencies that work with children who are in jeopardy of abuse, neglect, or delinquency.

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INTRODUCTION

This manual will give you the information necessary to develop a Citizen Advisory Council for your juvenile court. It will answer your questions of "Why develop a Juvenile Court Citizen Advisory Council? Who should develop a CAC? What will the Citizen Advisory Council do? How-to develop a CAC?"

You obviously are interested in quality justice for juveniles. You are aware that the juvenile is the least visible part of our juvenile justice system. The press does not cover juvenile court cases -- jury trials are the exception in juvenile courts. Yet the juvenile court has the most important responsibilities. The juvenile court judge has great discretion -- he or she can accept or reject petitions, terminate parental rights, plan treatment programs, administer detention homes, and decide when a delinquent is rehabilitated. The juvenile court needs citizen participation -- as monitors and as supporters of its work.

Children, particularly abused, neglected and delinquent children, are not organized into effective consumer groups. Their unheard -- perhaps unspoken -- voices, must be heard by decision-makers. Children need citizen participation in juvenile courts.

This manual is the product of fifty-or-so citizens in Michigan. It started with the pride of two juvenile court Citizen Advisory Councils in their own programs. It was further developed by ideas generated at a two-day conference funded by the Michigan Committee on Juvenile Justice (through the Office of Criminal Justice). Part I will give you the information necessary to develop a Citizen Advisory Council. Part II will help explain how to set up a similar conference in your own area.

You have the interest in juvenile justice. This manual provides the tools.

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The Berrien County Citizen Advisory Council
The Kent County Citizen Advisory Council
The League of Women Voters of Michigan
The Michigan Council on Crime and Delinquency

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I. DEVELOPING A JUVENILE COURT CITIZEN ADVISORY COUNCIL

CITIZEN INVOLVEMENT IN JUVENILE COURTS

CHARTING UNCHARTED WATERS

HISTORICAL REVIEW

Of all the concepts in juvenile justice, none is older than the concept of citizen involvement. Indeed, the origin of the juvenile court movement began through the efforts of caring and concerned citizen leaders. Historical writings relate such activities in detail:

"In Chicago it was the social and civic organizations, notably the Chicago Women's Club and the Catholic Visitation and Aid Society that first urged a juvenile law. The Women's Club actually had a bill drafted in 1895 for a separate court for children and a probation department, but their legal advisors told them it was unconstitutional, and they abandoned it. They and many other organizations kept up the agitation. Hull House, under its peerless leader, Jane Addams, interested itself in the plight of the thousand of children then in the jails".

It was on July 1, 1899 that a bill, introduced by the Chicago Bar Association, became law in Illinois titled "an act to regulate the treatment and control of dependent, neglected, and delinquent children".

Citizen action later went beyond legislative work and it was the "private philanthropists, as well as charitable and women's organizations", that bailed the court out when legislators failed to appropriate funds for the probation officers it authorized the court to appoint.

In addition, volunteers came forth for probation work. Both business and professional men were among those to come forward and volunteer. The fact that the first probation officers in early juvenile court history were volunteers, made the legislators' failure to provide funding less significant. The system was to grow because the public wanted it to grow.

By 1904, fifteen policemen served as probation officers, ten to fifteen more officers were supported by the Women's Club of Chicago and several others were furnished by individual philanthropists. By 1907, all probation officers in Illinois were publicly paid.

However, the new courts did not show immediate success in resolving the complex and involved family and social problems that came before them. As the concept of a separate juvenile court grew, so did its jurisdiction to include such children as "runaways", "incorrigibles" and "truants" from school.

On the whole the court's lack of success with difficult children and persistent offenders led to varying degrees of disillusionment among its founders. Increasing familiarity with the range of cases dealt with by the court and the growth of insight into the complexity of factors involved in such cases led to reduced expectations as to what the court could realistically accomplish. The functioning of the juvenile court was soon enveloped in public apathy.

Reawakening of Citizen Action

In recent years, however, there has been a reawakening of citizen involvement in the juvenile justice system. The American concern for, and fear of, crime together with its high cost to the taxpayer and the systems unsuccessful attempts to deal with delinquent and criminal behavior, has made it a national political issue.

Since the President's Commission on Law Enforcement and the Administration of Justice was released 13 years ago, numerous reports and surveys have identified the need for a better informed and involved public that will support successful programs and provide the necessary resources to improve the system.

No significant change in the criminal justice system will occur unless citizen participation and citizen influence become realities.

Citizen involvement in the policy making and program development activities of the court is important for the following reasons:

- 1) The courts are an important part of the criminal and juvenile justice system, acting as the pivot point for the defendant;
- 2) Most juvenile and family courts administer custodial and counseling services for youth under the court's jurisdiction; and
- 3) There is a need for greater understanding on the part of the public, of the court's responsibilities to the defendant and public in determining jurisdiction and the orders of disposition.

Although these statements and others, were made several years ago, the record will show when it comes to citizen advisory councils for our juvenile courts, we continue to spin our wheels in the same rut.

Why? Because, for the most part, we still have no clear map which points us in the right direction, that shows the obstructions we must encounter, or when we are off course. We have, for the last 24 hours, been helping each other to chart these unchartered waters, to draw, if you will, the map.

As with any journey we make for the first time, we are filled more with questions than answers and probably feel more insecure than secure. There may even be times when deep inside we must wonder, as Columbus probably did, why did I ever get involved in this in the first place?

Each of us in this room probably wonders how will it work out? "Can I work with citizens who may not be able to understand what it means to work with children in trouble, day in and day out"? Will the Judge be offended if I suggest a different or new approach for the Court"? As Court Administrator, how can I ever go back and tell the clerical staff I've just committed them to more work at the same salary"?

Our nature tends to have us look toward those areas that we anticipate as problems, rather than to look and put the emphasis on the positive side. As well as raising the concerns, we must keep our goals in mind. What will it be like to have an informed group of citizens supporting the court before the board? "I've always wanted to say that I know what our courts are doing about juvenile problems, now I can". These are the areas we need to look toward. By keeping our compass pointed in the right direction, we can get to the land we dreamed of but never thought we could reach.

We cannot lose sight of the fact that the purpose of a Juvenile Court Citizens Advisory Council is to develop the best possible services for our children and youth and not simply to make our courts look good. A Citizens Advisory Council can help the public to restore its confidence in the court and to feel secure that the judicial branch of government is being responsive to the needs of the community when it cares for its "children in trouble". When this happens, the court will not worry about its public image, it will be in the best shape its ever been in.

All of this awaits us. It's on the maps that are in the minds of each of us in this room. It will take time and effort from court staff and citizen alike. It is not by any means a free ride, but it can be done.

IS THERE A ROLE FOR CITIZENS IN THE JUVENILE COURT?

A WELL-KNOWN JUDGE SAYS VOLUNTEERS IN THE '80'S ARE A NECESSITY

I have been asked to talk about the Juvenile Justice System in the 80's. What is going to happen in the next decade?

I've been a Judge for thirteen and one-half years. I have been able to observe both in Kent County, and also I've been active in National Council of Juvenile Court Judges and with Child Welfare League of America, so I have had a chance to see different kinds of things around the country. I would like to make some personal observations. I think there is some merit to them. Let's talk about what I see in the next decade in the juvenile justice system.

I believe that in the 80's we're going to see a more realistic approach toward delinquency. The theory is individualized justice. Defferent strokes for different folks. We'll look at the needs of the child and parents. We really haven't done that. In fact what we've done is said we're really going to treat all kids alike. I think what you're going to find in the 80's is that we really are going to individualize. We are going to treat the status offenders differently from the shoplifters, the shoplifters different from the armed robbers. We're going to individualize. That does not mean that we're going to desensitize, but we are in fact going to have to practice what we preach. I think we're going to also see in the whole area of status offenders a more balanced approach. We're going to focus on families, families in need of some kind of intervention. Indeed we may have to authorize the court to be able to make some meaningful orders. Order a school to institute a particular program that a child is in need of, order a mental health agency to respond appropriately. I think you're going to see some standards coming.

In the area of neglect, I think we are finally learning that the prevention dollar is the best dollar. It's the most vaulable. Work on the problem before it gets so bad that we have to spend the big dollars. Keep families together if at all possible. If kids have to be removed, make foster care what it was intended to be initially -- short term, temporary care. Then go out to those families and help them get their act together. However, if we've done all we can do, then I think we owe it to those kids to help them find some permanency. Long term foster care is not permanency. It should not be a choice by default. I think we're going to find an emphasis on permanency by adoption. We know today that there is no such thing as an unadoptable child. That being the case, there is no excuse for kids languishing in foster care.

Our juvenile courts cannot operate in a vacuum, behind closed doors, with the public understanding very little of what goes on. Judges and court staff cannot singlehandedly compete for tax dollars, develop sound programs or expect public support. We need you and we need your involvement.

As taxpayers, you own our juvenile courts and are responsible for what happens to children and youth. As citizens and taxpayers, you must recognize that child abuse and neglect and juvenile delinquency are your business and not just the responsibility of the courts and social service agencies.

As leaders of your community you are in a strong position to identify delinquency and abuse producing factors and to urge the development of services that will address these problems. You are not likely to be accused of empire building if you recommend more staff or of being soft on crime to suggest more effective and tax efficient ways of helping kids besides incarceration, because you represent the view of many outside the court's employ.

Services to children and youth will be as good as your citizen advisory council and the court wants them, and your council will be as good as the judge and court staff want it. It must be team work throughout the trip.

It has been said that "no significant change in the criminal justice system will occur unless citizen participation and citizen influence become realities". The first obstacle is psychological - the feeling that only experts can make valid decisions concerning the new directions that criminal justice should be taking. But the dismal record of failure and neglect only accentuates the paraphrase of the famous dictum: "criminal justice is much too serious a matter to be entrusted to lawyers, judges, correctional officials and politicians".

Each of you who have participated in this conference know this -- why else would any of us wish to chart unchartered waters?

*From a speech by Chuck Kehoe,
at Michigan's Conference on
Citizen Advisory Councils,
December 4, 1980*

We can't begin to talk without talking about fiscal implications and financially, we all know we're in a crunch and it's probably going to get worse before it will get better. I think the 80's is going to find us having to look very carefully at the quality of care we give and then you have to figure out some other ways to do it. Not just with more and more programs and more and more people, we're going to have to figure out some other ways to do it. You're all aware that new Federal legislation relates to putting some money into states for neglect, training of social workers, review, internal review by the state agency or by the court, subsidized adoption and the use of system technology. The Feds are going to put money into the states. The states are going to have their act together in order to get the money and again for once we're getting some incentives. We're using some sense in legislation. So there are some changes coming and I think in the 80's you're going to see them.

I think that maybe in the past, volunteerism has been a luxury, interesting, helpful. I think volunteerism in the 80's is going to be a necessity. I think it's going to be something we're going to have to have if we're going to have any kind of quality care at all. Such as with a Citizen Advisory Council (CAC), information from the community to the court and the court to the community. I urge each of you to look at this as a necessity.

There is need for the use of volunteers in the court system. Whether it's a hands-on thing with the kids, or people who don't want to work with the kids directly. There are all kinds of things people can do. We can't afford to hire people to do job-finding, for example, and we're not going to be able to hire folks in the 80's, I can assure you. There is no end to things volunteers can do, and I say in the 80's have to do. Citizen involvement gives credibility to the system. So folks -- I am urging you to go home and do the best job you can to get the citizens involved in the juvenile court system.

*From a speech by Hon. John P. Steketee
at Michigan's conference on Citizen
Advisory Councils, December 3, 1980.*

A. WHY DEVELOP A JUVENILE COURT CITIZEN ADVISORY COUNCIL?

Listen to these individual concerns...

- A PARENT *"We don't have any recreation programs for kids -- not even a junior high sports program. Kids have no outlet for their energy. Small wonder that juvenile delinquency is on the rise."*
- COURT ADMINISTRATOR *"The county commissioner cut a probation officer out of my budget, yet has increased funding for animal control."*
- JUDGE *"Our county needs a system of community services for children which could prevent court intervention. We need fosterhomes, a youth service bureau, a runaway program..."*
- SCHOOL SOCIAL WORKER *"The elementary school principal has never informed teachers of their responsibility to report suspected child abuse."*
- STORE OWNER *"Shoplifting has become a serious problem in my store. I don't want to install costly security devices and raise my prices."*

Think about what these people together could do:

- they could* SET UP A VOLUNTEER STAFFED YOUTH RECREATION CENTER,
- they could* OFFER SUPPORT FOR FUNDING OF CHILDREN'S SERVICE PRIORITIES,
- they could* COORDINATE A MULTI-DISCIPLINARY TEAM TO ASSESS AND DEVELOP YOUTH PROGRAMS,
- they could* CREATE A SCHOOL POLICY AND IN-SERVICE TEACHER TRAINING ON THE TOPIC OF CHILD ABUSE,
- they could* IMPLEMENT A COUNTY-WIDE CAMPAIGN TO PREVENT SHOPLIFTING.

They, joined together as a Citizen Advisory Council, could do any (or all) of these things. A juvenile court Citizen Advisory Council (CAC) brings together people who are concerned about children in their county. This concern may be about programs for children, the rights of children, juvenile delinquency, child abuse, or juvenile justice in general. Different counties may have different problems and different needs related to youth. A juvenile court Citizen Advisory Council (CAC) can be tailored to the specific concerns of the county which it serves. For example:

	<u>County X</u>	<u>County Y</u>	<u>County Z</u>
PRIMARY PURPOSE	to bring the court's needs to the public attention	to secure strong support for the juvenile court and youth programs in the county	to bring public concerns to the attention of the court
STRUCTURE	30 members drawn from civic and service clubs meets monthly	18 members drawn from political districts meets quarterly	15 members representing three school districts meets regionally monthly, as a whole quarterly
ACTIVITIES	fundraising for special projects for the court (camp program, furnishing new cottage for abused children)	lobbys with commissioners and legislators	grass-roots programming in local districts

An infinite number of combinations is possible. But before any activity is possible, a structure must be developed. The following sections on "how to" develop a Citizen Advisory Council (CAC) will explain the vital and variable components of a successful Citizen Advisory Council.

B. WHAT WILL THE CITIZEN ADVISORY COUNCIL DO?

First of all, the Citizen Advisory Council (CAC) must determine what needs to be done. Informally, the CAC (or the initial planning group) may ask:

WHAT ARE SOME OF THE PROBLEMS FOR ABUSED, NEGLECTED, OR DELINQUENT CHILDREN IN THIS COUNTY?

ARE THERE ADEQUATE RESOURCES AVAILABLE?

IS THE GENERAL PUBLIC AWARE OF THE SCOPE OF THE PROBLEM?

WHAT SOLUTIONS HAVE BEEN TRIED? WITH WHAT RESULTS?

DOES THE JUVENILE COURT HAVE STRONG COMMUNITY SUPPORT?

IF NOT, WHAT ARE BARRIERS TO IT?

WHAT ARE SOME OF THE WAYS THAT A CITIZEN ADVISORY COUNCIL COULD HELP THE JUVENILE COURT AND THE CHILDREN THAT IT SERVES?

WHAT COULD A CAC CHANGE?

At the CAC Conference in Michigan, each team addressed the above questions, and brainstormed how a Citizen Advisory Council (CAC) in their county could meet the problems that were identified. Each county team expressed different concerns and developed a different focus for their planned CAC. Three possible functions for a Citizen Advisory Council were conceptualized at the conference, and are named by this author as follows:

- a EDUCATION function
- a PROBLEM-SOLVING function, and
- a SYSTEMS MODIFICATION function.

FUNCTIONS OF A CAC

The functions of a Citizen Advisory Council were planned differently by three county teams at the CAC Conference:

EDUCATION FUNCTION

One county wants to develop a Citizen Advisory Council to educate the public about the juvenile courts' procedures, programs, and unmet needs, and would like to receive public input for the juvenile court.

The community needs to know more about how juvenile court works -- so that the court can be used more appropriately. Families need to understand the legal process. Foster home parents need to be educated about court proceedings; and school personnel need to develop procedures related to such things as suspensions, which are compatible with court policy.

The court needs to be in touch with the community's concerns. A lone judge and a small court staff need the strong support of the citizens, and assistance in providing good community-based programs for children under the court's jurisdiction, as well as sound delinquency prevention programs.

Ideas for developing the Juvenile Court Citizen Advisory Council include utilizing the member organizations of an existing child advocacy group and appealing to the larger community through informative newspaper articles written by the judge.

If knowledge is the key to understanding, an informed and educated public will be better able to empathize with and assist the court. An informed court will be prepared to meet community needs. This rationale provides an excellent focus for a Juvenile Court CAC.

PROBLEM SOLVING FUNCTION

Another county had prior experience with a Citizen Advisory Council -- an active CAC existed for eighteen years. That CAC was dissolved five years ago when its goals were accomplished: programs had been developed, a detention home built, and a solid relationship established between the court and the community.

Currently, the judges are involved in many public relations activities -- the public may observe court hearings; the judges are active in youth oriented civic groups; tours are given; annual reports are written, etc. Volunteers are involved with the juvenile court; citizen donated funds are used for special purposes; and an annual citizen-volunteer banquet is held.

The greatest area of concern for the court and citizens is the problem of diminishing fiscal resources. Court programs and staff could be lost. New, alternative funding sources need to be identified.

The court, and a small group of citizens, will now decide about re-activating a CAC.

This county utilizes the CAC as a "problem solver". The previous CAC identified problems, then designed and implemented solutions.

The county now recognizes an upcoming financial crisis -- and the potential need to again create a problem-solving CAC.

A crisis can serve as a mobilizing focal point. It can help a group coalesce for action, and can make committee work extremely meaningful for participants.

It certainly is possible to use a CAC as an ad-hoc problem solver. The CAC can be a blue-ribbon type of committee, appointed by the judge, brought together for a short period of time, to address specific needs.

SYSTEMS MODIFICATION FUNCTION

In a third county, children are removed from home on neglect petitions because of inadequate housing -- this could be prevented if decent, low-income housing was available.

Children may become court involved because of school-related problems such as truancy -- perhaps stemming from learning disabilities or emotional impairment.

Children may become involved with the court unnecessarily -- perhaps because there are few early intervention, prevention or diversion programs in the county.

The planned Citizen Advisory Council could act as a liason between the court and the community; evaluate the effectiveness of present court functions and programs; look at needs and plan for long-range goals, and finally act as an advocate for children. Specifically, the CAC might develop volunteer programs for probationers and detained youth. It could act as an arbitrator between the different factions of the juvenile justice system. A CAC could enhance the status of the court with the community and help secure financial support.

This county draws a parallel between the delinquent child and the community which may have been delinquent in meeting its responsibilities to youth. The objective of systems modification is to change those conditions which bring the child to the attention of the court. Poverty, learning disabilities, and a lack of youth services could greatly affect the delinquency rate -- the eradication of these social problems may provide the key to solving the delinquency problem.

C. WHO SHOULD DEVELOP A JUVENILE COURT CITIZEN ADVISORY COUNCIL?

The idea of developing a Citizen Advisory Council can originate with anyone -- a judge, a citizen, a member of a civic organization. Obviously, if it will function as an advisory group to the juvenile court, it is necessary that the CAC is sanctioned by the juvenile court judge or judges. If the idea emanates from a citizen, he or she should immediately contact the judge and solicit his/her support. A judge may then convene an initial planning group, and should participate as a member of it.

THE PLANNING GROUP

The initial planning group will organize the CAC. It need not become the Citizen Advisory Council. The tasks of the initial planning group will be to:

1. IDENTIFY THE PROBLEMS RELATED TO YOUTH AND THE JUVENILE JUSTICE SYSTEM THAT A CITIZEN ADVISORY COUNCIL COULD HELP SOLVE.
2. DECIDE ON THE BASIC PURPOSE AND OBJECTIVES OF A CITIZEN ADVISORY COUNCIL.
3. DESIGN AN ORGANIZATIONAL STRUCTURE FOR THE CITIZEN ADVISORY COUNCIL, INCLUDING:
 - BY-LAWS
 - MEMBERSHIP STRUCTURE
 - COMMITTEE STRUCTURE
 - POLICIES
4. RECRUIT MEMBERS FOR THE CITIZEN ADVISORY COUNCIL.
5. ORIENTATE THE MEMBERS OF THE CAC TO THE PURPOSE, OBJECTIVES, AND ORGANIZATIONAL STRUCTURE.

DESCRIPTIONS OF TWO EXISTING JUVENILE COURT CITIZEN ADVISORY COUNCILS: their histories, organization, and accomplishments.

THE KENT COUNTY, MICHIGAN CITIZEN ADVISORY COUNCIL as described by Andrea Haidle and Al Strempler:

"The Kent County CAC started way back in 1943 - when there were many complaints from citizen's groups, citizen's professional organizations about the way youngsters were being handled in the secure detention facility. There was the big issue of the "tight room". The tight room was a kind of "hole", like we sometimes hear about in jails, that young people were placed into when they first came into the detention facility without any consideration whether they needed that or not. There were other criticisms going on at that time about the way youngsters were physically being handled, the way delinquent youngsters were being placed together, also the emotionally disturbed being placed together. All of these kinds of things were being charged at the juvenile court. So in 1950, the Council of Social Agencies planned a committee to look into these complaints and that then resulted in 1953 the Kent County CIO council made public the conditions of the detention home. Still no improvement. Runaways became frequent, the judge blamed the fact to lack of funds.

The Board Supervisors of the county appointed another subcommittee to study the problems. The judge called the Michigan Jail Inspector into the scene. It was interesting because the inspector who claimed he didn't know anything about juvenile detention came in and recommended that the individual rooms have a steel door and a food drop inside the door. They also thought it would be a tremendous idea to put floodlights on the building and to put a very large and tall fence around the tight room area. The League of Women Voters didn't think this would be the answer to the problem and got support of the AFL and CIO and asked the County Board of Commissioners to set up a census committee to study the entire problem. They were turned down. They then approached the Grand Rapids City Commissioner and they finally appointed a committee including members of the City Commission, CIO, AFL, Junior Chamber of Commerce, League of Women Voters and also two members from the Board Supervisors. But by this time the floodlights had been installed, and a new superintendant of detention was hired.

In 1955 the National Probation and Parole Association was called in. While the League of Women Voters continued to work for better treatment of the youth, the NPAA did an indepth study and came up with four recommendations. First, let's hire a director of court services plus an additional staff, let's also hire a referee to conduct the preliminary hearings at the court. Let's also abolish the nursery. The very young children would then be placed in the care of the area private agencies, and finally let's remodel the tight room that was in existence.

In May of 1955 the League of Women Voters got the Judge's permission at that time to arrange a public meeting to consider the feasibility of a Citizens Advisory Council. In May of 1955, the Citizens Advisory Council of Kent County Juvenile Court was actually born. The Judge at that time consented because a local newspaper ran the following article and may I quote "The detention ward is unfit for human habitation. It is cold and dark because the broken windows are stuffed with rags and covered with cardboard. There are no beds or furniture. The boys are kept locked in their cells to enforce idleness. The complete lack of any program that includes recreation, rehabilitation, guideness or training is in great part responsible for the physical damage the boys have done to the building."

In April of 1955 a meeting was held. It was sponsored by twelve civic and social organizations of the community. 400 citizens turned out for that meeting. All the past investigations, all the past reports were read and discussed. As you can presume, it was probably a very heated meeting. After this meeting, the Judge agreed to appoint a representative from the twelve sponsoring civic social organizations to serve on the Kent County Juvenile Court Advisory Council.

From 1955 to the present date, the Citizens Advisory Council has been extremely active in the Grand Rapids area.

Today the Kent County Citizens Advisory Council is composed of 25 member organizations each of which sends a representative to the council; plus 8 at-large members. The four probate judges, the director of court services, and the superintendant of detention are ex-officio members.

The length of term is three years. No particular individual can serve more than two three year terms.

The member organizations select their own representatives. We have a three-to-two ratio for members at-large, by that I mean for every three members, we may invite two members-at-large to join us. There is no set number of seats on the council. I suppose we could have 100 members but we do not, we only have 25. Our By-Laws do not state a limit on how many member organizations join us. We'd always be happy for a new member organization to join us who's interested in what we do.

We meet approximately 9 times a year from September through May, we take the summer off. A typical meeting agenda would include after opening it, a secretary and treasurer's report, a report from our standing committees, the report of director of court services, report from the superintendant of detention, judge's report and the program.

To enlarge upon this briefly, the council currently has six standing committees. They are executive, memberships, public relations, detention, legislation and hearings. Each committee chairperson gives a monthly report.

Every month the director of court services gives us news of any significant events occurring within the court, such as programs developed for staff. The superintendant of detention gives us a report on the detention facility. Each month time is available to the judges to report on matters on which they feel the council should be made aware of.

The written purpose of the Kent County Citizens Advisory Council is to consider with the judges of Kent County Juvenile Court and the court staff all matters of general court policy; to represent the public's legitimate concern for effective operation of the administrative phases of the court; to become well informed about the services, problems and needs of the court; to stimulate interaction by bringing the public's thinking to the court and take the court's problems and needs back to the public, governmental bodies and other concerned agencies. That is our function and that is what we try to do.

We solicit \$10.00 per member organization, most of them pay and we use this money for in-house expenses: mailings, postage, printing. If we do build up a surplus of money, we usually will give it back to the court, usually in the form of trying to fill a special need in the detention center. We don't have alot of money to work with. We write alot of letters however so we do need it for mailings. Everyone on the council is a volunteer -- there are no paid positions on it.

We really began as a watchdog organization, I would almost say it was an adversary one. This is no longer true. I would feel that our goal now is a complimentary one with the judges. What we want to do is to understand what the court is doing, what the court needs to educate the community in these areas are the primary things we would do. We do on occasion push and prod the judges but that is not our primary goal. I would hope that we are primarily a helping force in attaining a good juvenile justice system in Kent County.

There is no structured relationship between the Kent County Advisory Council and the Board of Commissioners. We do on occasion lobby for the court with the commission. We've done that more than once and we'll probably do it again but there is no liason between the two, it is a voluntary thing.

What have we done? In 1956 we influenced county leadership to separate delinquents in one facility. A separate facility was then built for neglected children. In 1959 the Citizens Advisory Council was involved in promoting a millage vote to build a new juvenile court detention center which was completed in 1963 and which the court still uses. In 1980 we comported the courts request for additional space to the council commission and we are now just finishing an additional 7000 square feet building project. We have sponsored an area wide conference on alternative education programs for alienated youth. We set up a Living Memorial Fund to financially supplement detention programs. We endorsed a fourth probate judge position and now have a fourth probate judge which helps in the back-up cases. We have worked with the mental health people in developing an emergency bed for juveniles in a psychiatric hospital. We did aid in attaining a full time prosecutor at the juvenile court. We have consulted with the Grand Rapids Board of Education to increase their teaching staff at the detention school. We consistently keep abreast with legislation affecting the juvenile justice system. This is very important. Each month we review any and all legislation dealing with children. Those have been some of our achievements.

What are our plans for the future? We do not have any specific long term plans. We do have the goals however of listening, being aware of both the policies and the needs of the court, educating and every once in a while pushing and prodding. What we do depends on the reports of the standing committees of the Citizen Advisory Council.

There are six factors which were credited to the effectiveness of the Citizens Advisory Council -- These are:

1. Knowledge -- the citizens knew the facts about the situation.
2. Interest -- they informed themselves on essentials of a good program.
3. Assistance -- they availed themselves of professional help.
4. Cooperation -- their groups, the press, elected officials, professionals, laymen, all worked together for a common cause.
5. Determination -- they never lost sight of the ultimate goal. They were not satisfied with small or token improvements.
6. Diplomacy -- they refrained from injecting personalities into the discussions thus keeping the issues clear and opening the way for public officials and key laymen to take the initiative in putting the program across.

THE BERRIEN COUNTY, MICHIGAN CITIZEN ADVISORY COUNCIL as described by Maureen Berden:

Berrien County Board of Commissioners contracted the John Howard Association of Illinois in 1971 to conduct a feasibility study for a new juvenile detention center.

One of the many recommendations was the organization of a Citizens Advisory Council. Realizing a millage vote would probably be required to finance the detention facility, the County Commissioners began to organize a citizens group which represented various areas of the county. Their purpose, at that time, was to assist the county in developing public support for a millage vote.

It was discovered in late 1972 the county had financial resources and did not need to go for a millage vote; since the council was already organized, the commissioners then decided to redirect their energies to juvenile justice.

In 1973, the Berrien Juvenile Court Citizens Advisory Council was formed, with a twenty person membership. Members represented each school district (fourteen school districts) in our county, and six at-large members.

Members serve a five year term. At the end of five years, they must leave the council board and after they are out for a year, they can be re-recruited.

Most of the people on our council are recommended by civic minded people; we might get their names from a school superintendant, a county commissioner, or a mayor. We never know where we are going to get the names. Usually the people on the council are already very active, busy people. We have alot of homemakers, doctors, lawyers, ministers, business people, and educators -- the only pre-requisite is they must care about kids.

The structure of our council is we meet once a month except for the months of July and August. In November we have our annual public meeting. In December we provide a Christmas party for the youngsters in the juvenile center. The other eight months out of the year we meet at the juvenile center over lunch from 12:15 to 1:00 and then we have a business meeting from 1:00 to 2:30 and we try to adjourn promptly.

A typical agenda is introducing our guests and members and hearing minutes from the previous meeting. We always have a legislative review or an update. We usually have plans for public speakers in the works. The council members always give reports on the court hearings that they have observed, and also on their meetings with the local superintendant from their school district. We might have discussions of special concerns.

The council does have a written purpose statement which is contained in Article II of our By-Laws and states: The purpose of this council shall be:

- (1) the transfer of information from the juvenile court to the county community;
- (2) the transfer of information from the county community to the juvenile court;
- (3) the monitoring of juvenile court programs, especially as they relate to cost, community needs, council goals, program and community standards and goals;
- (4) the setting of priorities and the review of same, for the juvenile court; and

(5) the involvement of the council and the community in special projects as they pertain to council and court goals and areas of concern.

We do not have a budget. We really don't need a budget. The Court Director's office takes care of our postage and does all of our typing of correspondence.

Our relationship with the judges is excellent. They allow us in the courtroom at anytime. They are kind enough to notify us of any cases that we might be interested in. They really go out of their way.

Our relationship with the Board of Commissioners is good. We do not have much direct contact although we do have a Commissioner on our council who acts as our liason for any questions we may have or on what needs to be done.

Our major accomplishment is that we helped form a closer relationship between the schools and the court. Representatives from the school districts and the court director meet and we inform the schools of alternative resources for problem kids. We also conduct surveys to see where improvement is needed.

One of our plans for the future is to do away with school suspension to keep those kids in school, and develop means to do this. We need to make the public more aware of the sexual abuse in our county. There is a new program which is to start in the elementary schools which is reinforced discipline -- discipline with rewards and we are anxious to see that take effect. We are also planning to push the reading programs in the schools which we feel is very important.

The reason I serve on the Berrien County Citizen Advisory Council is, and I would like to quote, "A child's life is like a piece of paper on which every passerby leaves his mark." I hope my mark is a positive one.

D. HOW TO DEVELOP A JUVENILE COURT CITIZEN ADVISORY COUNCIL

INCORPORATION OF THE CAC

While it is not necessary for a Citizen Advisory Council to incorporate as a non-profit corporation, it may be desirable to do so. An incorporated CAC may be in a better position to solicit donations and receive grants to be used for needed items which are not in the court's budget.

It is wise to check with the Internal Revenue Service regarding tax exemption, and with the Attorney-General's Office regarding regulations on soliciting donations.

BY-LAWS OF THE CAC

The By-Laws of a CAC specify the purpose, powers, and organizational structure of the Citizen Advisory Council. They are basically similar to the By-Laws of any organization -- except for the fact that the "advisory" function limits the external control of the council. For example an advisory council would not be in the position to hire or fire court staff, or to handle the business transactions of the court itself. The By-Laws of the CAC will address the relationship between the court and the council, but will primarily concern the internal operation of the Citizen Advisory Council.

Sample By-Laws used by the Kent and Berrien County Juvenile Court Citizen Advisory Councils follow.

Juvenile Court Citizens Advisory Council

FOR BERRIEN COUNTY
COURTHOUSE, ST. JOSEPH, MICHIGAN 49085

MARGARET CLARKE
President

TIMOTHY KNAUFF
Vice-President

MARY DeFOE
Secretary - Treasurer

BY - LAWS

Article 1 NAME

- 1.1 The name of this organization shall be the JUVENILE COURT CITIZENS ADVISORY COUNCIL OF BERRIEN COUNTY.
- 1.2 The work year for the Advisory Council shall be from the first of January to the 31st of December. The Annual meeting of the Council shall be in November.

Article 2 PURPOSE

- 2.1 The purpose of this Council shall be: (1) the transfer of information from the Juvenile Court to the County Community; (2) the transfer of information from the County Community to the Juvenile Court; (3) the monitoring of Juvenile Court programs, especially as they relate to cost, community needs, Council goals, program and community standards and goals; (4) the setting of priorities and the review of same, for the Juvenile Court; and (5) the involvement of the Council and the community in special projects as they pertain to Council and Court goals and areas of concern.

Article 3 OFFICERS

- 3.1 The officers of the Council shall be a President, a Vice-President, and a Secretary-Treasurer.

Article 4 EXECUTIVE COMMITTEE

- 4.1 Council officers shall comprise the Executive Committee of the Advisory Council.
- 4.2 The purpose of the Executive Committee shall be: (1) to direct the functioning of the Advisory Council; (2) to meet with Court personnel for consultation and planning; and (3) to oversee, coordinate and assign responsibilities within the Advisory Council structure.

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Article 5 MEMBERSHIP

- 5.1 Membership on the Advisory Council shall be limited to one representative from each school district in Berrien County that is listed with the State of Michigan and is so designated K through 12.
- 5.2 Membership shall also include six (6) members-at-large, who shall represent a cross section of the County community.
- 5.3 Appointment to the Advisory Council shall be made by the Executive Committee of the Council. Nominations shall originate from the Council or Court staff. Members shall be appointed at the Annual meeting for a full term. Following a resignation or declared vacancy, an interim appointment shall be made at the next Executive Committee meeting.
- 5.4 Membership shall be for a one year term. Unfulfilled terms shall be filled for the remaining full term in accordance with Article 5, Paragraph 5.3. Members can succeed themselves.
- 5.5 No member shall serve more than five (5) consecutive years on the Council. Members not eligible for re-appointment shall become eligible after a one (1) year vacancy from the Council.

Article 6 ELECTIONS AND NOMINATIONS

- 6.1 Nominations for officers will be selected by a Nominating Committee, appointed by the Executive Committee each September.
- 6.2 Elections of officers shall take place at the Annual meeting. Elections shall be by majority voice vote of those present or where appropriate, by ballot.
- 6.3 Officers shall serve for one (1) year. Officers can succeed themselves. No officer shall serve more than three (3) successive terms.

Article 7 MEETINGS

- 7.1 The Advisory Council shall meet a minimum of six (6) times each year. Time and place to be set by the Executive Committee. Special meetings may be called by the Executive Committee when appropriate.

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- 7.2 The Executive Committee shall meet a minimum of nine (9) times each year.
- 7.3 The Executive Committee shall term a membership position "vacant" when three (3) consecutive Council meetings are missed and the member in question indicates an unwillingness to continue as a member.

Article 8 ADMENDMENTS AND CHANGES

- 8.1 These by-laws may be altered, added to, amended or repealed by voice vote of two-thirds of the Advisory Council members present at any Council meeting provided written notice of proposed change is submitted to each committee member at least fourteen (14) days before such meeting.
- 8.2 These by-laws shall be reviewed every two (2) years.

1/31/80

By-Laws of the
Citizens Advisory Council
of the Kent County Juvenile Court

ARTICLE I

Name

The name of this organization shall be the Citizens Advisory Council of the Kent County Juvenile Court.

ARTICLE II

Purpose and Functions

The purpose and functions of this Council shall be:

1. To consider, with the Judges of Kent County Juvenile Court and the Court Staff, all matters of general Court policy.
2. To represent the public's legitimate concern for effective operation of the administrative phases of the Court.
3. To become well informed about the services, problems, and needs of the Court.
4. To stimulate interaction by bringing the public's thinking to the Court and take the Court's problems back to the public, governmental bodies and other concerned agencies.

ARTICLE III

Policy

The Council shall not interfere with any judicial function of the Court and shall maintain independent control of its own internal organization and operation. The Court shall provide professional and technical services to the Council to implement the effectiveness of its advisory function.

The relationship between the Court and the Council is based on the free interchange of ideas benefiting both, and must include mutual respect, responsibility, and confidence.

ARTICLE IV

Membership

Section 1. The Council shall include representatives of citizen organizations and also members from the community-at-large. The ratio of membership shall be three organizational members to two members at large. There shall be one representative of a City or County Law Enforcement department.

- a. Organizations suggested by the membership committee and approved by the Executive Committee shall be invited to become a member of the Council.

- b. Application for at-large memberships shall be by invitation of the membership committee.
- c. Membership shall be for a three (3) year term, with no member serving for more than two (2) consecutive three (3) year terms. A member may be reappointed after a lapse of one year. Any exceptions will be decided by the Executive Committee.
- d. To provide continuity, one-third of the members shall be appointed each year.
- e. Vacancies in the membership shall be filled by the membership committee.
- f. Members-at-large having three unexcused consecutive absences shall be called by the membership committee and may be replaced. The membership committee will contact member organizations when their representative has had three consecutive unexcused absences.

Section 2. Responsibilities of Membership

- a. Member organizations will receive reports from their representatives on the Council and will offer public support for court needs, subject to provisions of their respective by-laws.
- b. Organization representatives will serve on Council committees, and will make annual and special reports to the boards of their respective organizations on activities and needs of the Council and the Court.
- c. Members at large will attend Council meetings regularly and contribute their talents to its committees and activities.
- d. Dues for member organizations shall be ten (\$10.00) dollars per year, with any exceptions determined by the Executive Committee.

ARTICLE V

Officers And Their Duties

Section 1. Officers of the Council shall be chairman, vice-chairman, secretary and treasurer, who will serve one-year terms, or until their successors are duly elected.

- a. Duties of Officers
 - 1. The chairman will preside at meetings of the Council, name its standing committee chairmen, and direct its activities.
 - 2. The vice-chairman will preside in the absence of the chairman and arrange for programs.
 - 3. The secretary will keep minutes of the Council meetings and conduct the correspondence of the Council.

- 4. The treasurer will receive and disburse monies of the Council and keep an accurate record of all financial affairs.

Section 2. Officers shall be elected from the membership of the Council by a majority of those present at the meeting in May.

Section 3. A vacancy in the office of chairman shall be filled by the vice-chairman. Other vacancies will be filled by the executive committee.

ARTICLE VI

Committee on Nominations

Section 1. The nominations committee shall consist of three persons elected at the February Council meeting.

Section 2.

- a. The committee shall present a slate of officers at the April meeting of the Council to be voted upon at the meeting in May. The consent of the nominees shall have been secured in advance.
- b. Nominations may be made from the floor providing consent of the nominee has been secured in advance.

ARTICLE VII

Meetings

Section 1. Regular meetings of the Council shall be held as scheduled in rooms provided by Kent County Juvenile Court, or at such other times and places as the chairman shall designate.

- a. Special meetings may be called by the chairman provided written notice is received by members 48 hours prior to date of special meeting.

Section 2. A quorum shall consist of 10 members present provided the membership has been duly notified.

ARTICLE VIII

Standing Committees and Their Functions

Section 1. The Executive Committee is composed of officers of the Council and chairmen of standing committees. The judge, director of court services and the superintendent of detention will be ex-officio members. This committee shall

- a. seek to anticipate and (study) issues involving the Court;

- b. refer such issues to appropriate committees;
- c. make recommendations for consideration of the Court and Council;
- d. assume responsibility for execution of policy decisions when necessary.

Section 2. The Membership Committee shall consult with the Judges and presidents of organizations regarding nominations to the Council and will confer with the Judges regarding nominations of members-at-large. This committee shall

- a. keep the membership list current;
- b. contact representative organizations regarding membership in the Council;
- c. contact members-at-large and member organizations regarding unexcused absences;
- d. notify members of their appointment.

Section 3. The Public Relations Committee shall

- a. monitor the various news media and bring pertinent information to the Council meetings;
- b. arrange for publicity when needed.

Section 4. The Detention Committee, meeting with the Superintendent and Groupwork Supervisor, shall

- a. make recommendations relative to the detention program;
- b. seek contributors of supplies not covered by the Court budget;
- c. recruit volunteers for evening and holiday programs at the detention center.

Section 5. The Legislative Committee shall

- a. monitor legislation and bring to the attention of the Council;
- b. recommend action;
- c. be responsible for writing or contacting legislators;
- d. arrange meetings with legislators and notify the Council members of place and date.

Section 6. The Hearings Committee shall

- a. arrange times for Council members to tour the detention facility and other Court related youth programs;
- b. arrange times for Council members to attend Court hearings.

ARTICLE IX

Amendments

These by-laws may be amended by a two-thirds vote of members present at a regular or special meeting, provided the proposed changes shall have been mailed to all members two weeks in advance of such meeting.

ARTICLE X

Rules of Order

Roberts Rules of Order shall apply in conducting the business of the Council and its committees, except as modified by these by-laws.

Mrs. Marie Boersma, Chairman of
By-Laws REvision Committee

By-Laws revision approved at the January 29, 1981, meeting of the Citizens Advisory Council of the Kent County Juvenile Court.

MEMBERSHIP ON THE CITIZEN ADVISORY COUNCIL

The membership of a juvenile court Citizen Advisory Council can be structured in a variety of ways. For example:

MEMBERS MAY REPRESENT GEOGRAPHIC JURISDICTIONS such as school districts, county commissioner districts, etc.,

OR

MEMBERS MAY REPRESENT COMMUNITY ORGANIZATIONS such as service clubs, neighborhood associations, youth organizations, etc.

The size and composition of the membership of the CAC will be determined by its purpose and objectives. Basically, members of a Citizen Advisory Council can provide:

SANCTION by various segments of the community. Juvenile Courts are often viewed as the domain of one individual, a judge. The CAC makes evident the broad community involvement of the juvenile court and its programs. The issue of sanction shows why the CAC membership must be representative of the community in terms of demographic characteristics and special interests. No court can afford to lack support of any important segment of the community.

ACCOUNTABILITY to the community. It can communicate the rationale of court policies and the need for programs -- or dollars -- without being accused of vested interests.

EXPERTISE of the community. A CAC can bring together citizens with special skills that the court staff may not possess. This could include financial expertise, psychoanalytic training, etc.

EDUCATION of others. Each CAC member will become better informed about the juvenile justice system as an individual, and will share this knowledge with his/her family, neighbors, and co-workers.

It is important to have definite terms for membership, and a rotation plan. New members, with fresh insight, can insure a vital Council. An advisory body, such as a CAC, can be larger than a policy-making board -- up to 40 members..

AGENDAS OF MEETINGS OF THE CITIZEN ADVISORY COUNCIL

MEETINGS OF THE CITIZEN ADVISORY COUNCIL SHOULD BE HELD ON A REGULAR BASIS -- EITHER MONTHLY, EVERY OTHER MONTH, OR QUARTERLY. A SAMPLE AGENDA FOLLOWS:

<u>WHO</u>	<u>DOES WHAT</u>
PRESIDENT/CHAIRPERSON	I. CALL TO ORDER
SECRETARY	II. ROLL CALL
	III. APPROVAL OF MINUTES
TREASURER	IV. TREASURER'S REPORT
PRESIDENT/CHAIRPERSON	V. PRESIDENT'S REPORT
JUDGES	VI. JUDGES' REPORT
COURT DIRECTOR	VII. COURT UPDATE
CHAIRPERSONS	VIII. COMMITTEE REPORTS - FOR EXAMPLE: PUBLIC RELATIONS LEGISLATION/PUBLIC AFFAIRS MEMBERSHIP FUNDRAISING SPECIAL INTEREST COMMITTEES: CHILD-ABUSE AND NEGLECT DETENTION VOLUNTEER SERVICES FOSTERCARE ETC.
	IX. OLD BUSINESS
	IX. NEW BUSINESS
	X. ADJOURN

COMMITTEE STRUCTURE FOR THE CITIZEN ADVISORY COUNCIL

The CAC will need to develop committees to implement the objectives and programs that have been planned.

Most CAC's will want the following:

A. STANDING COMMITTEES

1. Executive Committee - composed of officers and judge or representative
 - develops long range plans
 - assigns tasks to committees
 - may handle the work/decisions of the CAC between meetings of the entire group as necessary.
2. Public Relations Committee
 - plans, writes, and disseminates all information about the CAC to the public
3. Legislation/Public Affairs Committee
 - monitors legislation
 - recommends CAC positions
4. Membership Committee
 - recruits members
 - nominates members*
 - orientates members

*members should be formally appointed by the Judge
5. Fundraising Committee
 - solicits funds according to budget

B. OPTIONAL SPECIAL INTEREST COMMITTEES

1. child abuse and neglect
2. detention
3. volunteer services
4. fostercare
5. probation
6. prevention programs
7. case review

Each committee should have:

1. a chairperson
2. a mandate from the CAC
3. annual objectives

SAMPLE COMMITTEE MANDATE FOR
PUBLIC RELATIONS

EFFECTIVE PUBLIC RELATIONS BY THE CITIZEN ADVISORY COUNCIL WILL:

- :DEVELOP COMMUNITY UNDERSTANDING OF YOUTH PROBLEMS, COURT PROGRAMS, AND THE WORK OF THE CITIZEN ADVISORY COUNCIL;
- :INFORM THE PUBLIC ABOUT GAPS IN SERVICES TO YOUTH, AND RECOMMEND NECESSARY PUBLIC ACTION;
- :INFORM THE COURT OF ATTITUDES AND PERCEPTIONS OF THE COMMUNITY;
- :RECOGNIZE THE ACCOMPLISHMENTS OF THE JUDGE, COURT STAFF, AND CITIZEN VOLUNTEERS;
- :SECURE FINANCIAL, LEGISLATIVE, AND PUBLIC SUPPORT OF THE CITIZEN ADVISORY COUNCIL, AND
- :PUBLICIZE THE EVENTS AND ACTIVITIES SPONSORED BY THE CITIZEN ADVISORY COUNCIL.

WHO?

THE CHAIRPERSON AND THE ENTIRE CAC:

THE PUBLIC RELATIONS COMMITTEE:

DOES WHAT?

-DEVELOPS POLICIES GOVERNING PUBLICITY (E.G., WHO HAS THE AUTHORITY TO SPEAK FOR THE COURT, THE CAC, OR APPROVE PUBLIC RELATIONS MATERIALS).

-RECEIVES, AND ACTS ON, RECOMMENDATIONS AND REPORTS FROM THE PUBLIC RELATIONS CHAIRPERSON.

-PLANS, WRITES, AND DISSEMINATES ALL INFORMATION ABOUT THE CITIZEN ADVISORY COUNCIL TO THE PUBLIC.

-DIVIDES RESPONSIBILITIES FOR SUCH PUBLICITY AS:

- | | |
|-----------------|--------------------------|
| BROCHURES | PRESS RELEASES |
| NEWSLETTERS | SLIDE SHOW |
| PUBLIC SPEAKING | RADIO AND TV APPEARANCES |
| MAILINGS | SPECIAL EVENTS |

-DEVELOPS AN OVERALL PUBLIC RELATIONS STRATEGY AND ANNUAL GOALS AND OBJECTIVES.

FUNDING THE CITIZEN ADVISORY COUNCIL

Generally speaking, a Citizen Advisory Council will not need a large budget. Meeting space, secretarial assistance, mailings, and other aspects of council work will usually be covered by the juvenile court. It may be worthwhile to develop a budget which indicates the "in-kind" contributions of meeting space, secretarial assistance, etc., and has budget lines for items that are appropriate for the Citizen Advisory Council -- items which are not included in the courts' general budget. These could be items such as equipment for the youth programs, conferences for the staff, holiday parties for the children in care, speakers for the council and court staff, or other costs. Conceivably, funds could be raised through proposals to small foundations or corporations in the county, from service groups such as the Rotary Club, Junior League, Optimists, etc., or from fundraising events such as an art fair, movie benefit, a skate-a-thon, etc.

SUMMARY

Children who have been abused, neglected or become delinquent, need your concern. The juvenile court needs your participation as a monitor and supporter of its important work.

You have the interest.
You now have the tools.

Will you take the responsibility to create a Juvenile Court Citizen Advisory Council in your community?

II. ORGANIZING A CONFERENCE ON CAC'S FOR JUVENILE COURTS

HOW TO ORGANIZE A CONFERENCE
ON CITIZEN ADVISORY COUNCILS
FOR JUVENILE COURTS

The idea of holding a statewide conference on Citizen Advisory Councils was conceived by the Juvenile Court Citizen Advisory Council of Berrien County. Their council was receiving many requests for information on "how-to" set up a council. A formal needs assessment was conducted, asking all of Michigan's probate judges whether or not they had a Citizen Advisory Council, whether they wanted one, and whether they would attend a seminar to learn how to institute a CAC themselves. The results of the survey were very positive: 80% of the judges responded; and over 65% stated interest in both attending a training seminar and developing a council.

The plan for the Conference was developed by a larger group of cooperating organizations, including the League of Women Voters of Michigan, the Michigan Council on Crime and Delinquency, the Advisory Committee on Juvenile Justice and Children's Charter of the Courts of Michigan. The involvement of the state's Advisory Committee on Juvenile Justice led to an allocation of JJDP funds through the Office of Criminal Justice, which was augmented by foundation grants solicited by the initial citizen group from Berrien County.

The implementation of the conference was coordinated by Children's Charter of the Courts of Michigan, Inc., a private firm with experience in planning training conferences.

The following materials will detail the conference development and provide examples of agendas, budgets, sample letters, and press releases.

CONFERENCE PLANNING STEPS

STEP 1: Organize a small conference planning group. Composition may include court personnel, criminal justice planners, and should include representatives of citizen groups such as the League of Women Voters, Rotary Clubs, Junior Leagues, Ministerial Associations, etc.

STEP 2: This group should conduct a simple survey of the judges in the state (or with a particular region) to ascertain the current status of (and interest in) citizen advisory councils in juvenile courts. Basically, three questions should be asked:

- (1) Name of the juvenile judge/county
- (2) Does the Court have a Citizen Advisory Council? If not, would they consider developing a council?
- (3) Would they be interested in attending a two-day conference to learn about setting up a council?

STEP 3: If the results of the survey indicate interest, the planning group should proceed with:

- a) developing an agenda and budget
- b) securing funding
- c) locating speakers
- d) arranging for facilitators
- e) inviting conference participants

THE CONFERENCE FORMAT

The two-day (noon-to-noon) conference format used at the Michigan conference was very effective.

FIRST DAY

REGISTRATION was held from 11:00 to 12:00, allowing participants adequate driving time from various regions of the state.

THE OPENING SESSION began with lunch, and an opportunity to meet and socialize with other "team members". Each county team received color-coded name tags, so that they could recognize each other.

THE LUNCHEON SPEAKER was a nationally known expert on citizen participation projects -- and a dynamic speaker. He set the tone on the importance of citizen action in criminal justice.

A WELCOME was given by Michigan's Director of the Office of Criminal Justice.

A PANEL PRESENTATION offered a clear picture of what a CAC does and how it operates. Volunteers from the existing CAC's -- two citizens, a court employee, and a judge were panelists.

WORKSHOPS in the afternoon divided participants into two groups: (1) Judges and Court Directors, whose workshop dealt with practical concerns about developing a new program for their court; and (2) Citizens, whose workshop dealt with ways to effectively work with court directors and judges.

DINNER HOUR featured a Juvenile Court Judge as the speaker, who discussed his perspectives on juvenile justice in the 1980's.

THE EVENING SESSION gave practical information on setting up a council.

The evening concluded with a cash bar and opportunity for participants to relax together.

SECOND DAY

TEAM MEETINGS were the feature of the morning of the second day. Each county team met with a facilitator and discussed the needs of children in their community -- and the ways that a Citizen Advisory Council (CAC) could help meet those needs. Each team then reported back to the group. A luncheon and speaker concluded the conference.

SUGGESTED BUDGET ITEMS

I. PERSONNEL

- A. Major conference speakers (fee or honorarium)
- B. Panelists (donated time)
- C. Facilitators (donated time)
- D. Conference Coordinators (professional and secretarial)
(approximately ten days each at employed rate -- or donated)

II. TRAVEL

- A. For conference speakers (e.g. plane fare, taxi, mileage)
- B. For conference coordinators
- C. For participants (optional)

III. LODGING AND MEALS

- A. Hotel rooms for all participants and presentors
- B. Meals for all participants and presentors (lunch, dinner, breakfast, lunch)

IV. OPERATING COSTS

- A. Telephone (calls to participants)
- B. Printing (agendas, handouts, etc.)
- C. Supplies (newsprint, markers, paper)
- D. Postage (mailings to participants)
- E. Rent (pro-rate conference coordinators' costs)

POTENTIAL FUNDING SOURCES

1. Criminal Justice Planning Agency or Training Council
2. Probate and Juvenile Court Judges Associations - Bar Associations
3. Private Foundations
4. Local service clubs: Rotary Club, Junior League, Optimist Club
5. Local small businesses

CONFERENCE PARTICIPANTS

Each county "team" should be composed of:

- a juvenile court-probate judge
- the juvenile court director
- three citizens

Citizens may be located in a variety of ways:

- through the sponsoring organizations
- through service clubs
- through newspapers
- through boards of directors of human service agencies
- from PTA groups

Qualities needed in the initial three citizens are:

- interest in the juvenile justice system (yet not employed in the system)
- organizational development skills (e.g. boards, goal setting, etc.)
- representative of community (men and women, ethnicity, business)

Steps in recruiting citizens:

1. Develop initial list of two or three contacts in each county -- they will supply additional names.
2. Place telephone call to the people on list, telling them:
 - purpose of a CAC
 - date of planned conference
 - that they are invited
 - ask for a commitment
3. Send follow-up letter of confirmation and explanatory material and roster of all attendees.

MEMO

SAMPLE CONFIRMATION LETTER TO JUDGES

TO : JUDGE CASEY

FROM: LISA KAICHEN

DATE: November 13, 1980

I am so pleased that you will be participating in the Citizen Advisory Council Conference on December 3rd and 4th, at the Hilton Inn in Lansing. Judges who have already registered include Judge Harmony, Judge Dodge, Judge Seitz, Judge Greig, Judge Doner and yourself.

The purpose of the conference is to provide you with the information and resources necessary to develop your own juvenile court citizen advisory council. I think you will find such a council will bring far greater public support for your court. It will be a great help to you in developing community programs, new court programs and for fundraising.

Only ten counties are being invited to this conference. Each will send a probate judge and two citizens. Each may additionally send their court director and another citizen. Five spaces will be reserved for each county "team". The sponsoring agencies, including the Michigan League of Women Voters and the Michigan Council on Crime and Delinquency, will identify the citizens. However, your suggestions of interested citizens are welcomed. Perhaps someone from the Rotary or Kiwanis Club, or the school board would be a good addition to your team.

The conference format includes:

- presentations by courts that have active citizen advisory councils
- nationally recognized keynote speakers
- "how-to" workshops on recruiting citizens, writing by-laws, and securing funds
- team meetings with your county's participants, and
- time to socialize, swim, and sauna!

A manual will be written using some of the content of the conference and given to you in January. Since we are breaking new ground, the conference participants will really be the authors of this manual -- and will be credited as such!

As the Director of Children's Charter, I will be available to provide follow-up consultation to you as you set up Kalamazoo County's Juvenile Court Citizen Advisory Council.

Please send back the enclosed registration form. I will be in touch before the conference, and am looking forward to seeing you there.

Lisa

Judge Casey is one of nine Probate Judges in Michigan who will attend a conference on the topic of citizen involvement in juvenile courts.

The conference is designed to provide information on setting up a juvenile court citizen advisory council. Typically, these councils keep the Court in touch with the community and the community in touch with the Court. Activities of a council may range from studying the feasibility of additional youth programs, to sponsoring public meetings on juvenile justice to adopting position papers on legislation affecting children.

The Kalamazoo County team which will attend the conference on December 3rd and 4th includes Judge Casey, Court Director Harold Dyer and citizens Ruth Stoddard, Dorothy Brown and Dr. Leo Stine. These individuals may begin the initial planning of a Kalamazoo County Juvenile Court Advisory Council.

The conference, entitled "Citizen Involvement in Juvenile Courts -- Charting Uncharted Waters" is sponsored by the Juvenile Justice Advisory Committee, the Michigan Council on Crime and Delinquency, the League of Women Voters of Michigan and the Juvenile Court Advisory Councils in Kent and Berrien Counties. There is no cost to the Kalamazoo County participants.

Children's Charter of the Courts of Michigan, Inc., a non-profit agency created twenty years ago by the Probate-Juvenile Court Judges of all eighty-three Michigan counties, is coordinating the conference and will be available to provide assistance in the development of a local council.

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The Chief Judge Michigan Court of Appeals
The President State Bar of Michigan
The President Michigan Probate and Juvenile Court Judges Association
The President Michigan Judges Association
The President Michigan District Judges Association

SAMPLE

CITIZEN ADVISORY COUNCIL CONFERENCE

GENERAL INFORMATION

DATES: December 3rd and 4th, 1980; Noon through Noon
PLACE: Hilton Inn - Lansing

DIRECTIONS TO HILTON INN-LANSING. From 96 get off at Exit 93-B (the Saginaw Highway Exit). The Hilton is approximately 1/4 mile east on the Saginaw Highway.

CAR-POOLING saves gasoline! Perhaps you could drive with other team members.

MEALS AND LODGING will be provided at the Lansing Hilton Inn at NO cost to you. This includes lunch and dinner on December 3rd, and breakfast and lunch on December 4th. Hotel rooms will also be provided.

PURPOSE The purpose of this conference is to provide county "teams" with the information and resources necessary to develop a Juvenile Court Citizen Advisory Council.

PARTICIPANTS Seven Michigan counties with interest in the topic of Citizen Advisory Councils will send "teams" of five individuals -- the probate judge, the court director, and three citizens. Citizens have been recruited through the conference sponsors and suggested by community organizations. Two additional counties with active councils will serve as resource persons and sponsors.

COMMITMENT The conference sponsors hope that the judges who participate in this conference will develop new Citizen Advisory Councils, although there is certainly no obligation to do so. The court directors and citizens can serve as the initial CAC planners, developing by-laws, membership, structure, etc. The citizens who attend the conference may or may not be the actual members of the CAC.

MANUALS AND RELATED MATERIALS will be supplied at the conference. The actual content of the conference will be recorded, and ultimately included in the manual. Since we are breaking new ground, the conference participants will really be the authors of this manual -- and will be credited as such!

FOLLOW-UP CONSULTATION for the development of Citizen Advisory Councils will be available through Children's Charter of the Courts of Michigan, Inc.

CONFERENCE SPONSORS The Juvenile Justice Advisory Committee-State of Michigan, The League of Women Voters of Michigan, The Michigan Council on Crime and Delinquency, The Berrien County Juvenile Court Citizen Advisory Council and The Kent County Juvenile Court Citizen Advisory Council.

The conference is being coordinated by Children's Charter of the Courts of Michigan, Inc. through a contract awarded by the Office of Criminal Justice.

SPEAKERS

GARY HILL
is President of CONTACT, Inc., a non-profit consulting organization located in Nebraska.

CHUCK DAVOLI
is the Director of the Office of Criminal Justice, State of Michigan.

BILL GLENN
is President of the Institute for Voluntary Organizations located in Illinois.

JUDGE DONALD DICK
is a Probate-Juvenile Court Judge in Berrien County, Michigan.

ANDERA HAIDLE
is the Chairperson of the Kent County Juvenile Court Citizen Advisory Council.

MAUREEN BERDEN
is the Chairperson of the Berrien County Juvenile Court Citizen Advisory Council.

JUDGE JOHN P. STEKETEE
is a Probate-Juvenile Court Judge in Kent County, Michigan.

CHUCK KEHOE
is the Court Director for Berrien County's Probate and Juvenile Court.

LISA KAICHEN
is the Executive Director of Children's Charter of the Courts of Michigan, Inc.

special thanks for the assistance of:
Annette Daly, Children's Charter of the Courts
Dolly Newell, Berrien County Probate Court

RESOURCE - FACILITATORS

Beth Arnovitz	Anne Dunnuck
Ilene (Beany) Tomber	Margaret Clarke
Suzanne Dawes	Bob Tilman
Al Stremmler	Maureen Berden
Andrea Haidle	Judge Donald Dick
Marie Borsma	Chuck Kehoe

CITIZEN PARTICIPATION IN JUVENILE COURTS

CHARTING UNCHARTED WATERS

CONFERENCE ON CITIZEN ADVISORY COUNCILS

DECEMBER 3RD AND 4TH, 1980 - LANSING

sponsored by

The Advisory Committee on Juvenile Justice
The League of Women Voters of Michigan
The Michigan Council on Crime and Delinquency
The Berrien County Citizen Advisory Council
The Kent County Citizen Advisory Council

funded by

The Office of Criminal Justice - JJDPA funds
The Clark Equipment Company, Buchanan
The Berrien Community Foundation, Inc.
The Farmers and Merchants Bank, Benton Harbor
The Pearson Construction Company, Inc., Benton Harbor

coordinated by

Children's Charter of the Courts of Michigan, Inc.
2893 Dixie Highway, Pontiac, Michigan, 48055
Telephone; (313) 674-4717

SAMPLE PROGRAM

WEDNESDAY, DECEMBER 3, 1980

- 11:00 - 12:00 - Registration, Hotel Check-in
(Regency Hall)
- 12:00 - 1:30 - Lunch
(Regency C-D) Keynote Speaker: Gary Hill
"Citizen Involvement in Juvenile Courts"
- 1:30 - 2:30 - Welcome by Charles R. Davoli
(Regency C-D) Panel Presentation by:
Judge Donald J. Dick
Andrea Haidle - Kent County CAC
Maureen Berden - Berrien County CAC
- 2:30 - 2:45 - Break - Coffee and Cola
- 2:45 - 4:30 - WORKSHOP FOR JUDGES AND COURT DIRECTORS
(Delta West) Leader: Bill Glen, Facilitator: Beany Tomber, Resource Persons: Judge Dick, Chuck Kehoe, Al Stremmer
- 4:30 - 5:30 - Break
- 5:30 - 7:00 - Dinner
(Regency C-D) Speaker: Judge John P. Steketee
- 7:00 - 8:30 - "Getting Started -- Practical Information"
(Delta W-C) Workshop Leader: Bill Glenn
- 8:30 - 11:30 - CASH BAR - SOCIAL TIME
(Poolside)

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THURSDAY, DECEMBER 4, 1980

- 8:00 - 9:00 - Buffet Breakfast
(Regency B)
- 9:00 - 11:00 - Team Meetings
(Regency C-D) - ALLEGAN COUNTY TEAM
Facilitator: Ilene (Beany) Tomber
(Regency C-D) - BAY COUNTY TEAM
Facilitators: Peg Clarke, Judge Dick
(Regency C-D) - CASS COUNTY TEAM
Facilitators: Bob Tilman, Anne Dunnick
(Regency C-D) - GRATIOT COUNTY TEAM
Facilitator: Al Stremmer
(Delta W-C) - KALAMAZOO COUNTY TEAM
Facilitator: Beth Arnovits
(Delta W-C) - MONROE COUNTY TEAM
Facilitator: Chuck Kehoe
(Delta W-C) - WASHTENAW COUNTY TEAM
Facilitator: Suzanne Dawes
- 11:00 - 11:30 - Report Back Sessions
(Regency B)
- 11:30 - 12:30 - Lunch
(Regency B) Speaker: Chuck Kehoe

Please complete your evaluation form and leave it at the registration table.

ADJOURN - - Have a safe trip home!

TEAM MEETING WORKSHEET
FOR THURSDAY MORNING, DECEMBER 4TH

DISCUSSION QUESTIONS:

WHAT ARE SOME OF THE PROBLEMS FOR ABUSED, NEGLECTED OR DELINQUENT CHILDREN IN YOUR COUNTY?
- ARE THERE ADEQUATE RESOURCES AVAILABLE?
- IS THE GENERAL PUBLIC AWARE OF THE SCOPE OF THE PROBLEM?

DOES THE JUVENILE COURT HAVE STRONG COMMUNITY SUPPORT?
- IF SO, HOW HAS THIS BEEN ATTAINED?
- IF NOT, WHAT ARE THE BARRIERS TO IT?

WHAT ARE SOME OF THE WAYS THAT A CITIZEN ADVISORY COUNCIL COULD HELP THE JUVENILE COURT AND THE CHILDREN THAT IT SERVES?
-WHAT COULD A CAC CHANGE?

WHAT MIGHT BE THE OVERALL PURPOSE FOR A CITIZEN ADVISORY COUNCIL IN YOUR COUNTY?

WHAT COULD SOME OF ITS FUNCTIONS BE?

WHO WOULD YOU WANT AS MEMBERS OF THE CAC? GEOGRAPHICAL REPRESENTATION? YOUTH? ORGANIZATIONAL REPRESENTATIVES? HOW LARGE WOULD YOU WANT YOUR COUNCIL TO BE?

WHAT COMMITTEES MIGHT BE HELPFUL?

IS THERE LIKELY TO BE ANY NEED FOR FUNDS FOR THE CAC?

WHAT ARE POTENTIAL SOURCES OF FUNDS?

WHAT IS THE NEXT STEP?

DESIGNATE A TEMPORARY CAC CHAIRPERSON
ASSIGN TASKS
SET A MEETING DATE

REPORT BACK TO THE LARGE GROUP

EACH PARTICIPANT WAS GIVEN A FOLDER WITH THE FOLLOWING:

CONTENTS

- ** CONFERENCE PROGRAM
- PARTICIPANT ROSTER
- THE EFFECTIVE BOARD BOOK (COMPLEMENTS OF KELLOGG FOUNDATION)
- ** BRIEF OVERVIEW OF MICHIGAN'S JUVENILE JUSTICE SYSTEM
- ** FLOW CHART
- ** SAMPLE BY-LAWS: KENT COUNTY JUVENILE COURT CAC
- ** SAMPLE BY-LAWS: BERRIEN COUNTY JUVENILE COURT CAC
- LEAGUE OF WOMEN VOTERS MATERIALS:
 - "GETTING IT ALL TOGETHER"
 - "THE POLITICS OF CHANGE"
 - "SPEAKING OUT"
 - "PROJECTING YOUR IMAGE"
 - "GETTING INTO PRINT"
 - "REACHING THE PUBLIC"
 - "BREAKING INTO BROADCASTING"
- ** EVALUATION FORM
- PAPER AND PENCIL FOR YOUR CONVENIENCE

A CONFERENCE MANUAL WILL BE DEVELOPED BY CHILDREN'S CHARTER OF THE COURTS OF MICHIGAN, INC. FROM THE CONTENT OF THIS CONFERENCE AND OTHER MATERIALS. EACH CONFERENCE PARTICIPANT WILL RECEIVE A COPY,

** SAMPLE INCLUDED IN MANUAL

A BRIEF OVERVIEW OF MICHIGAN'S JUVENILE JUSTICE SYSTEM

THE CLIENT POPULATION

THE JUVENILE JUSTICE SYSTEM HAS BEEN DEVELOPED TO MEET THE NEEDS OF TWO PRINCIPAL CATEGORIES OF CLIENTS: (1) CHILDREN AND YOUTH WHO HAVE COMMITTED "DELINQUENT" ACTS; (2) NEGLECTED AND ABUSED CHILDREN. THESE ARE LEGALLY DEFINED IN THE FOLLOWING MANNER:

- CHILD ABUSE "...MEANS HARM OR THREATENED HARM TO A CHILD'S HEALTH OR WELFARE BY A PERSON RESPONSIBLE FOR THE CHILD'S HEALTH OR WELFARE WHICH OCCURS THROUGH NON-ACCIDENTAL PHYSICAL OR MENTAL INJURY, SEXUAL ABUSE, OR MALTREATMENT." (SECTION 2, ACT NO. 238 OF THE PUBLIC ACTS OF 1975.)
- CHILD NEGLECT "...MEANS HARM TO A CHILD'S HEALTH OR WELFARE BY A PERSON RESPONSIBLE FOR THE CHILD'S HEALTH OR WELFARE WHICH OCCURS THROUGH NEGLIGENT TREATMENT, INCLUDING THE FAILURE TO PROVIDE ADEQUATE FOOD, CLOTHING, SHELTER, OR MEDICAL CARE." (SECTION 2, ACT NO. 238 OF THE PUBLIC ACTS OF 1975.)

- A DELINQUENT CHILD IS DEFINED AS ANY CHILD UNDER 17 YEARS OF AGE WHO:

HAS VIOLATED ANY MUNICIPAL ORDINANCE OR STATE OR FEDERAL LAW, (THESE ACTS ARE COMMONLY REFERRED TO AS "CRIMINAL" OFFENSES.)

HAS RUN AWAY FROM HOME, TRUANTED FROM SCHOOL OR VIOLATED SCHOOL RULES, OR IS ALLEGED TO BE OUT OF CONTROL AT HOME. (SUBSECTIONS A(2) THROUGH 2(6) OF MCLA 712A.2 OF THE JUVENILE CODE.) (THESE ACTS WOULD NOT BE CRIMES IF COMMITTED BY ADULTS. THEY ARE COMMONLY REFERRED TO AS "STATUS" OFFENSES.)

THE NUMBER OF CHILDREN AND YOUTH THAT FALL INTO EITHER OF THESE TWO CATEGORIES IS DIFFICULT TO DETERMINE. THE NUMBER OF ACTUAL CASES INCLUDES MANY THAT ARE NOT REPORTED TO AUTHORITIES.

CAUSES OF DELINQUENCY

EXISTING THEORIES ABOUT THE CAUSES OF DELINQUENCY CAN BE PLACED IN SIX GROUPS:

- THE PSYCHOLOGICAL APPROACH EMPHASIZES THE RELATIONSHIP BETWEEN AN INDIVIDUAL'S INTERNAL PSYCHOLOGICAL MAKEUP, BEHAVIOR AND DELINQUENT CONDUCT.
- THE SOCIOLOGICAL APPROACH EMPHASIZES THE MANNER IN WHICH CULTURAL FACTORS AND THE SOCIAL SYSTEM AFFECT DELINQUENT BEHAVIOR.
- LABELING THEORY MAINTAINS THAT THE ACT OF DEFINING A PARTICULAR YOUTH AS BEING DELINQUENT CONTRIBUTES TO HIS/HER FURTHER DELINQUENT BEHAVIOR.

- THE BIOLOGICAL APPROACH EMPHASIZES THE INFLUENCE OF INNATE PHYSICAL AND GENETIC FACTORS ON DELINQUENT BEHAVIOR.
- THE FAMILY RELATIONSHIP THEORY EMPHASIZES THE QUALITY OF THE FAMILY STRUCTURE AND DELINQUENCY.
- THE SCHOOL THEORY DISCUSSES THE RELATIONSHIP BETWEEN SCHOOL PERFORMANCE AND DELINQUENCY.

NO SINGLE THEORY CAN DEMONSTRATE THAT IT HAS THE COMPLETE EXPLANATION FOR DELINQUENCY CAUSATION. IN FACT, FEW THEORIES OF DELINQUENCY CAUSATION ARE EMPIRICALLY SUPPORTED AND MANY LACK LOGICAL CONSISTENCY. FROM A REVIEW OF THE LITERATURE, HOWEVER, A SERIES OF GENERALIZATIONS ABOUT JUVENILE DELINQUENCY CAN BE MADE:

- DELINQUENCY BEHAVIOR, DEFINED AS BEHAVIOR WHICH VIOLATES THE LAW, IS A COMMON OCCURRENCE. HOWEVER, ONLY A SMALL PERCENTAGE OF YOUTH INVOLVED IN DELINQUENT BEHAVIOR ARE ARRESTED OR ADJUDICATED.
- MOST DELINQUENTS WHO APPEAR ON POLICE OR COURT RECORDS COME FROM LOWER SOCIO-ECONOMIC BACKGROUNDS. THIS COULD BE A RESULT OF A HIGHER RATE OF DELINQUENCY AMONG THIS POPULATION OR A RESULT OF DIFFERENTIAL POLICE/COURT PRACTICES.
- FOR THE MOST PART, DELINQUENT BEHAVIOR IS BUT A SMALL PORTION OF THE BEHAVIOR OF "DELINQUENT" YOUTH.
- MOST JUVENILE OFFENDERS ARE RELATIVELY NORMAL IN TERMS OF THEIR PERSONALITY STRUCTURE.
- THERE IS CONSIDERABLE EVIDENCE THAT THE QUALITY OF FAMILY RELATIONSHIPS HAS AN INFLUENCE ON DELINQUENT BEHAVIOR.
- FACTORS WITHIN THE SCHOOLS SEEM TO BE AN IMPORTANT INFLUENCE ON DELINQUENT BEHAVIOR.
- THERE IS EVIDENCE THAT PEERS AND ROLE MODELS, SOCIALIZATION AND SOCIAL LEARNING, AND INDIVIDUAL AND COMMUNITY VALUES PLAY A SIGNIFICANT ROLE IN THE DEVELOPMENT OF DELINQUENT BEHAVIOR.
- MOST YOUTH WHO HAVE BEEN INVOLVED IN DELINQUENT BEHAVIOR BECOME LAW ABIDING CITIZENS AS ADULTS.
- THERE ARE NO PROVEN, EFFECTIVE AND UNIVERSALLY APPLICABLE MEANS FOR THE PREVENTION AND CONTROL OF DELINQUENT BEHAVIOR.

CAUSES OF ABUSE AND NEGLECT

EARLY INVESTIGATIONS INTO THE CAUSES OF CHILD ABUSE AND NEGLECT CONCENTRATED ON A SINGLE FACTOR -- THE PSYCHOLOGICAL MAKEUP OF THE ABUSER. MORE RECENT STUDIES ACKNOWLEDGE THE IMPORTANCE OF ENVIRONMENTAL CONDITIONS. THERE IS CONSIDERABLE EVIDENCE INDICATING THAT PARENTS WHO

THEMSELVES WERE ABUSED AND NEGLECTED ARE PRONE TO ABUSE OR NEGLECT THEIR CHILDREN. IT IS ESTIMATED THAT LESS THAN 10% OF ABUSING PARENTS SUFFER FROM SERIOUS PSYCHOLOGICAL DISORDERS. EVIDENCE INDICATES THAT CERTAIN PERSONALITY TRAITS ARE PROMINENT IN ABUSIVE PARENTS. THESE INCLUDE IMMATURITY, DEPENDENCE, LOW SELF-ESTEEM, SOCIAL ISOLATION AND A STRONG BELIEF IN THE VALUE OF PUNISHMENT. SITUATIONAL STRESS CREATED BY "DIFFICULT" CHILDREN, A LACK OF EMPLOYMENT, LARGE FAMILIES AND UNSTABLE MARRIAGES APPEAR TO CONTRIBUTE TO ABUSE AND NEGLECT.

STRUCTURE OF THE PRESENT SYSTEM

THERE ARE FOUR MAIN PARTS TO WHAT IS CURRENTLY DESCRIBED AS THE "JUVENILE JUSTICE SYSTEM": (1) LAW ENFORCEMENT AGENCIES; (2) THE JUVENILE COURT; (3) THE DEPARTMENT OF SOCIAL SERVICES; AND (4) PRIVATE SOCIAL SERVICES AGENCIES.

LAW ENFORCEMENT AGENCIES. LAW ENFORCEMENT PERSONNEL HAVE SEVERAL FUNCTIONS IN THE JUVENILE JUSTICE SYSTEM. THEY INVESTIGATE COMPLAINTS OF DELINQUENCY OR NEGLECT WHICH ARE REPORTED BY PRIVATE CITIZENS, SCHOOL AUTHORITIES OR OTHERS, OR PRESUMED INCIDENTS OF ABUSE, NEGLECT OR DELINQUENCY WHICH THEY OBSERVE. FOLLOWING AN INVESTIGATION, THERE ARE SEVERAL OPTIONS OPEN TO THEM: TAKE THE CHILD INTO CUSTODY; REFER THE CHILD TO THE JUVENILE COURT FOR FURTHER ACTION; WARN THE CHILD AND RELEASE THE CHILD TO THE PARENTS; REFER THE CASE TO DSS PROTECTIVE SERVICES; OR REFER THE CHILD TO A COMMUNITY AGENCY FOR SERVICES. THE POLICE PLAY A CRITICAL ROLE IN THE NUMBER OF JUVENILES WHO ENTER THE COURT SYSTEM. FIFTY PERCENT OF ALL YOUTHS HAVING CONTACT WITH THE POLICE ARE NOT REFERRED TO THE JUVENILE COURT, BUT ARE WARNED AND RELEASED OR REFERRED TO ANOTHER AGENCY FOR VOLUNTARY SERVICES.

THE JUVENILE COURT. THE JUVENILE COURT, WHILE NOT THE WHOLE OF THE JUVENILE JUSTICE SYSTEM, IS ITS HUB. THERE ARE THREE MAIN FUNCTIONS OF THE COURT.

- INTAKE. AT INTAKE, COURT EMPLOYEES DETERMINE, ON A PRELIMINARY BASIS, THE VALIDITY OF A COMPLAINT AND THE NECESSITY FOR FURTHER OFFICIAL ACTION. IF NO ACTION IS CONSIDERED WARRANTED, THE YOUTH MAY BE RELEASED OR MAY BE REFERRED TO AN AGENCY FOR SERVICES. IF THE COMPLAINT IS INITIALLY CONSIDERED VALID, THE YOUTH MAY BE TEMPORARILY HELD IN SECURE OR NON-SECURE DETENTION, OR MAY BE RELEASED TO THE TEMPORARY CUSTODY OF PARENTS.
- ADJUDICATION, DISPOSITION. IF IT HAS BEEN DETERMINED AT INTAKE THAT OFFICIAL ACTION IS REQUIRED, A FORMAL HEARING IS HELD BY THE COURT. AT THE FORMAL HEARING IT IS DETERMINED WHETHER OR NOT THE ORIGINAL COMPLAINT WAS PROVEN. IF THE ORIGINAL COMPLAINT IS NOT PROVEN, THE CASE IS DISMISSED. IF THE COMPLAINT IS PROVEN, THEN A PARTICULAR DISPOSITION MUST BE CHOSEN. THE RANGE OF OPTIONS AVAILABLE TO THE COURT INCLUDES DISMISSAL WITH A WARNING, PROBATION, FOSTER CARE, INSTITUTIONAL CARE AND COMMITMENT TO DSS.

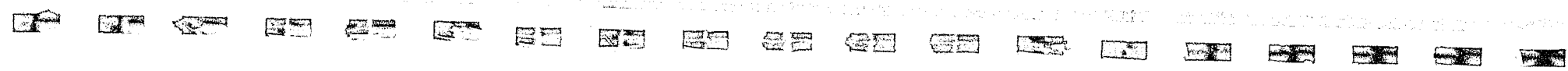
- PROVISION OF SERVICES. JUVENILE COURTS PROVIDE MANY OF THE SERVICES WHICH SERVE AS DISPOSITIONAL ALTERNATIVES, SUCH AS FOSTER CARE, INSTITUTIONAL CARE, PRETECTIVE SERVICES AND PROBATION.

THE DEPARTMENT OF SOCIAL SERVICES. THE DEPARTMENT OF SOCIAL SERVICES, THROUGH BOTH ITS STATE AND 83 LOCAL OFFICES, SERVES CHILDREN AND YOUTH WHO ARE COMMITTED TO IT BY THE JUVENILE COURT OR WHO ARE REFERRED TO IT FOR SUPERVISION. SERVICES INCLUDE ADOPTION SERVICES, CAMPS, FOSTER CARE, HALF-WAY HOUSES, INSTITUTIONS AND PROTECTIVE SERVICES GROUP HOMES.

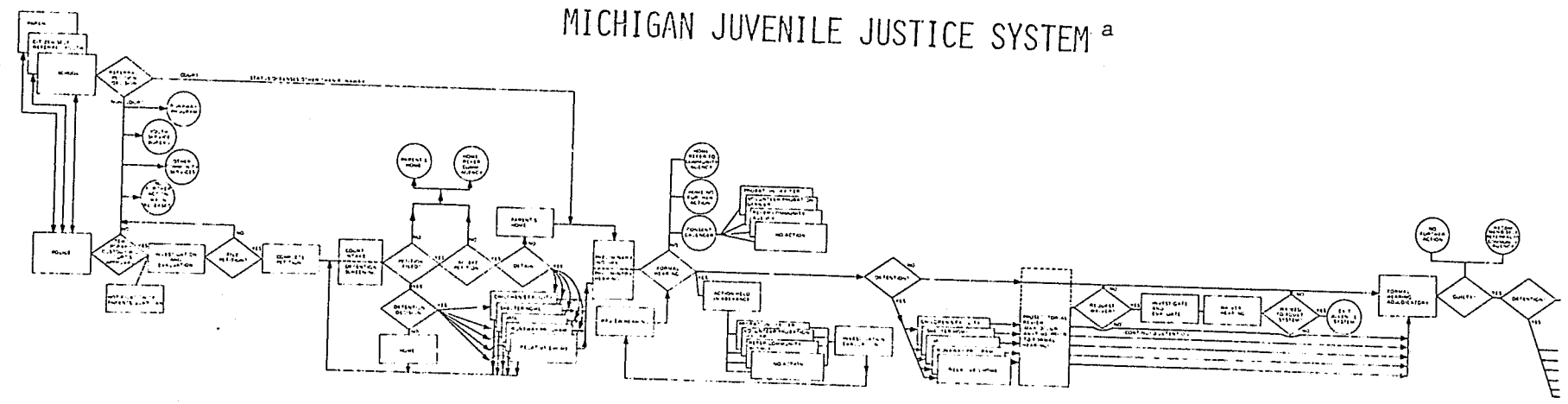
PRIVATE SOCIAL SERVICES AGENCIES. THESE AGENCIES SELL OR DONATE AN EXTENSIVE ARRAY OF SERVICES TO THE PUBLIC AGENCIES. THESE INCLUDE HOUSING AND COUNSELING FOR RUNAWAYS, FOSTER CARE AND ADOPTION SERVICES, INSTITUTIONAL SERVICES AND SUBSTANCE ABUSE PROGRAMS.

EACH PART OF THE JUVENILE JUSTICE SYSTEM MAKES CRITICAL DECISIONS WHICH AFFECT THE CARE, CUSTODY AND TREATMENT OF CHILDREN. HOWEVER, NO SINGLE AGENCY IS RESPONSIBLE FOR FOLLOWING A CASE THROUGHOUT THE SYSTEM. INSTEAD, CHILDREN GET PASSED FROM AGENCY TO AGENCY, WITH FREQUENTLY LITTLE CONTINUITY FROM ONE SETTING TO ANOTHER.

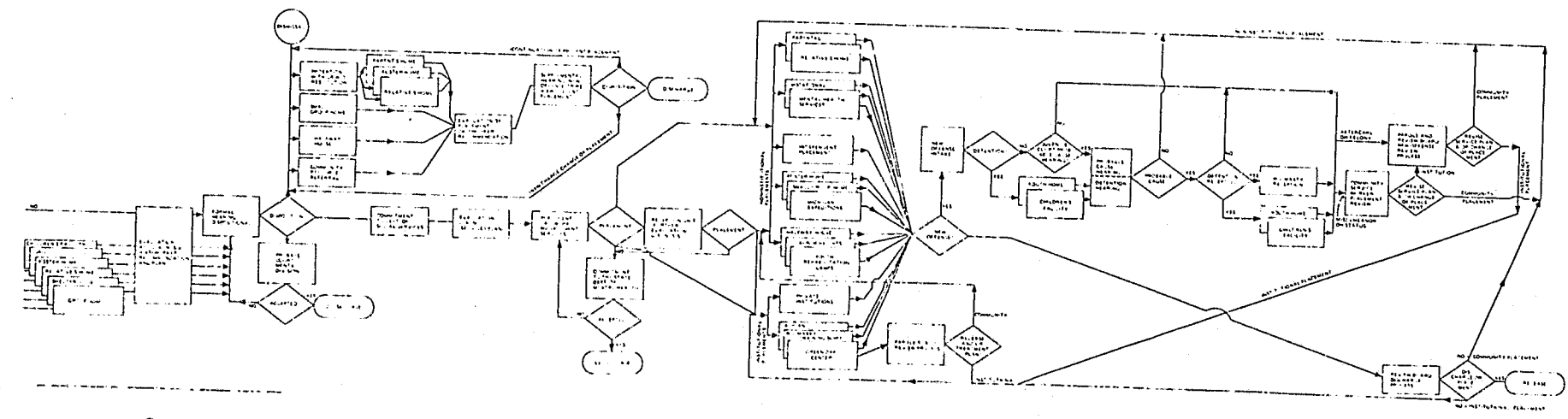
NOTE: THIS MATERIAL IS FROM THE EXECUTIVE BRIEF - MICHIGAN COMPREHENSIVE PLAN FOR JUVENILE JUSTICE SERVICES.



MICHIGAN JUVENILE JUSTICE SYSTEM^a



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^aOffice of Criminal Justice Programs, 1978 Michigan Comprehensive Law Enforcement and Criminal Justice Plan: Analysis and Development Edition (Lansing, Mich.: Office of Criminal Justice Programs, 1977), p. R-118.

EVALUATION FORM

CONFERENCE ON CITIZEN PARTICIPATION IN JUVENILE COURTS - December 3rd and 4th, 1980

A. THE CONFERENCE Please offer your evaluative comments on:

1. Organization:

2. Speakers:

Gary Hill:

Bill Glenn:

Judge Steketee:

Panel of CAC members:

Chuck Kehoe:

3. Hand-out Materials:

4. Team Meetings:

B. THE ACCOMODATIONS

Hotel rooms:

Meeting Rooms:

Food:

C. WHAT CHANGES WOULD YOU SUGGEST IF THIS CONFERENCE WERE OFFERED AGAIN?

D. OVERALL, I WOULD GIVE THIS CONFERENCE A GRADE OF: "A" "B" "C" "D" "E"

THANKS!!

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STATE OF MICHIGAN
OFFICE OF THE GOVERNOR
LANSING

WILLIAM G. MILLIKEN
GOVERNOR

December 1, 1980

Dear Members of the Advisory Committee:

I want to extend my appreciation for your attendance at the December 3 and 4 conference on citizen participation in juvenile courts sponsored by the Advisory Committee on Juvenile Justice.

Your effort in developing a Citizen Advisory Council for your county is truly commendable. During this time of economic hardship for many Michigan residents, there is an urgent need for active citizen involvement at the county level. I remain interested in the progress of your council.

Although I cannot be with you personally, please accept my best wishes for a successful and productive conference.

Kind personal regards.

Sincerely,

William G. Milliken
Governor

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Appendix

ASSESSING COMMUNITY NEEDS

WHAT IS ASSESSMENT?

Assessing community needs is getting facts and opinions on the problems and resources affecting the criminal justice system in your community. It is a means to an end not an end within itself; the purpose is not just to collect information but to gain understanding of your community as a system and to determine its most pressing needs. There will still be some unanswered questions, but you must be aware of what you don't know and why.

WHY ASSESS?

While it is true that most needs and problems exist in every community, each community is unique in terms of the urgency and extent of these problems. Thus the priorities will differ. Frequently organizations have copied "exemplary" projects conducted in other communities without first determining if such programs are needed, if they are priority needs, or how they will fit into the overall network of services in their communities. It is not possible to know intuitively what is most needed in your community. Superficial knowledge of community problems and concerns results in simplistic solutions that rarely work.

Local criminal justice systems are tremendously affected by the people involved - their personalities, politics, conflicts, policies. Tailoring programs and activities to local needs and resources rather than to phantom problems requires a thorough assessment of your particular community. There are additional advantages to assessing community needs.

- It helps to develop initial contacts with public officials and professionals in the criminal justice system.
- It paves the way for being more assertive in future dealings with public officials.
- The effort involved verifies the interest and dedication of your group to both yourselves and the community prior to project development.
- You may receive requests from some of those surveyed to do projects within their domains.
- It provides documentation of needs when applying for funds or other support.

- It provides a data base for evaluating resultant projects.
- It informs your group regardless of follow-up efforts and activities.

WHAT IS INVOLVED?

First, define your community. It can be your neighborhood, city, county, area, state, region, or country.

Next, determine the scope of your assessment. Your information gathering activities may vary from simple to quite complex and comprehensive depending upon your purposes and resources. The more comprehensive your survey the more important it is to know ahead of time how the information will be analyzed and presented so as to insure that you collect pertinent and easily usable information. Many professional and business groups will provide free assistance to voluntary groups in developing and interpreting surveys. Check with local universities and colleges, advertising agencies, public relations firms, and political pollsters. It is good public relations for them to help groups who are trying to help the community. Teachers and students in nearby colleges might also assist in conducting the need assessment. Academic programs in social work, sociology, psychology, marketing, etc., emphasize community work as part of the requirements for some classes.

The League of Women Voters has published several booklets on conducting community surveys, e.g., Know Your Community, Know Your County, and Know Your State.

Be sure to weigh the pros and cons of an indepth survey. You do not want to deplete the time and commitment of your members prior to action. For some purposes, a few well-placed phone calls and interviews may be all that is needed. Find out if other groups have already surveyed your community, for you may only need to update or add to what they have done. In recent years, Junior Leagues, sections of the National Council of Jewish Women, members of the General Federation of Women's Clubs, and criminal justice planning agencies have conducted independent surveys of the justice systems in their communities. Some communities and agencies have begun to feel they have been over-surveyed. Never waste your valuable resources by unnecessarily duplicating the efforts of others.

Since information-gathering procedures must be geared to the local situation, no standard survey format is included with this handbook.

WHAT DO YOU NEED TO KNOW?

There are essentially three types of information needed for a thorough assessment of community needs. These are background and demographic data, opinions and attitudes, and facts and figures on the criminal justice system. You may wish to collect information in some or all of these three categories.

BACKGROUND/DEMOGRAPHIC DATA

Background/demographic data might include the following information:

- Population - numbers by age groups, by income level, by ethnic groups, etc.
- Economy - defined poverty level; percentage unemployment; major sources of employment; labor conditions; employment opportunities for minorities, youth, women, and handicapped; etc.
- Housing - zoning regulations, housing codes and enforcement, extent of sub-standard housing, etc.
- Health - medical and psychological services available to the poor.
- Education - classes for slow learners, special services, vocational education opportunities, adult education opportunities.
- Public Services - fire protection in low-income areas, recreational facilities, opportunities for supervised recreation, public transportation.
- Local Government Structure.
- Unique Characteristics - proximity to "the border," tendencies for natural disasters, weather conditions, etc.

Information on the above points is important because crime and the criminal justice system are interrelated with other community problems and services. Much of this information reports as is discussed in the following section.

OPINIONS AND ATTITUDES

Opinions and attitudes of community representatives are just as crucial as objective data to your need assessment. In determining whose opinion to seek, consider the following: professionals on the staffs of criminal justice agencies, leaders in local and county governments, heads of government departments, business and industrial leaders, community leaders,

representatives of political parties and organized labor, spokespersons for minority groups, college faculty members in departments related to criminal justice or community development, leaders of civic clubs, media representatives, and offenders.

You might seek answers to the following types of questions:

- What do you believe are the most critical problems facing the criminal justice system today?
- What do you believe to be their underlying causes? On a local level, what do you view as the biggest obstacle to solving each of them?
- What do you feel should be done to resolve each of them?
- How involved are you - your area of work - in the solution of each of these problems?
- How concerned do you think the residents of the area are about each of these problems?
- Whom do you consider to be the three most knowledgeable local people on each of these problems?
- Is there any role which an organization like ours can play in solving each of these problems? If yes, what? If no, why not?

An alternate approach would be to seek attitudes toward specific components or activities of the criminal justice system such as court procedures or community institutions rather than toward the problems of the system as a whole.

When interviewing criminal justice professionals and other public officials, it will be interesting to ask what they would like to do or to have done if they didn't have to answer to their superiors, funders, the public, and others. As representatives of a voluntary group, you will have much more freedom than the officials to push for innovative changes.

Techniques on how to secure opinion information are included under the interviews, polls, and observation headings in the next section.

FACTS AND FIGURES

Facts and figures about your local criminal justice system may be gathered by asking questions in the following areas:¹

1. Law Enforcement - the police and sheriff departments:
 - a. organization/management and policies
 - b. coordination and consolidation of services and facilities
 - c. crime prevention and control
 - d. community relations
 - e. research and statistics
 - f. personnel recruitment, training, salaries and promotion, utilization and performance
 - g. equipment and facilities
 - h. general ideas regarding criminal justice problems, legislation, etc.
2. The Courts - juvenile, felony, and misdemeanor
 - a. organization, management, and procedures
 - b. case backlog and delay
 - c. sentences and dismissal or reduction of charges
 - d. the prosecutor and defense counsel
 - e. personnel selection, utilization, and performance
 - f. facilities and equipment
 - g. bail
 - h. judges
3. Corrections
 - a. institutions - juvenile, adult detention, prisons
 - 1) facilities and utilization
 - 2) organization, management, and policies
 - 3) personnel selection, training, and performance
 - b. community-based programs
 - 1) juvenile probation
 - 2) juvenile aftercare
 - 3) adult probation - misdemeanor and felony
 - 4) parole
 - 5) other programs and services
4. Diversion
 - a. decriminalization of victimless crimes
 - b. youth service bureaus
5. State Laws
6. Criminal justice planning, coordinating, and funding agencies - state planning agencies, area or regional councils, municipal agencies.
7. Existing volunteer programs in criminal justice.

HOW DO YOU COLLECT THE INFORMATION YOU WANT?

The overriding principle to remember when collecting information is to be objective and not to approach agencies and persons with preconceived ideas on what the major problems are and who is to blame for them.

This does not mean that your general impressions are not important. They are. The way you are treated by officials, how knowledgeable they seem, their ideas toward the role of citizens, etc. are all very important to your overall assessment. However, do not intermingle fact and feeling.

The best approach is to prepare a structured form with specific questions you want answered including a separate heading for your general impressions. This insures that forethought is given to the questions to be asked and makes information collectors more comfortable. Questionnaire forms should include some flexibility so you can follow up on interesting new leads as they occur.

Consider breaking your survey or fact-finding effort into logical sections and having the persons responsible for each section make a presentation to your membership on what they found. They might also invite contacts made during their work to speak to your group. Try to provide feedback to those you interview and those who help you. If nothing else, send them short letters of appreciation; you may need their help again, and the more friends you make, the better.

You may collect information by researching documents and other printed materials, person-to-person interviews, observation, and telephone polls. You will need to use at least two of these methods.

READING

Since reading is an essential part of need assessment, include on your team persons who enjoy reading, studying written records so as not to lose the support of your action-only or people-oriented persons.

You should be able to get demographic information from area planning departments, councils, or commissions; state arts, social science, and environmental councils; your local department of vital statistics or its equivalent; political science or urban affairs departments, and public service institutes or programs at area colleges and universities; and central public libraries. See Helpful Information Sources for references on how to research written materials and for examples of publications with demographic data.

For information on the criminal justice system, first obtain a copy of your state's comprehensive law enforcement plan. To be eligible for funds from the Law Enforcement Assistance Administration (LEAA), each state is required to develop and submit annually a comprehensive criminal justice plan. These reports typically include the problems, needs, priorities, present operations, available resources, and proposed action plan for future years for the state criminal justice system. While you may not agree with the plan, it will tell what your state's funding priorities are and enable you to develop your activity to fill unmet needs rather than duplicating or conflicting with programs already planned. Your state's criminal justice planning agency, frequently

called state crime commission or state planning agency, is responsible for preparing this plan and may have other reports and studies of interest to your group. It is typically located in your capitol city and is the state agency through which all requests for LEAA funds must be channeled. See the resource chapter for a state by state listing of these agencies with addresses and phone numbers. Each state is also required to have regional planning offices, but the states vary in the way these offices are disbursed. You should attempt to become acquainted with your regional office since it is one of the primary sources of information on criminal justice operations in your area, and all fund requests must go through them to the state agency.

Also available in many capitol cities is a legislative reference service or research bureau which can provide copies, sometimes with analysis, of bills related to the criminal justice system. Some states print government guides which include a description of the legislative process, courts, names of legislators and public officials by title, etc. Information and copies of federal legislation on criminal justice matters - e.g., "The Juvenile Justice and Prevention Act of 1974" - can be found in the Congressional Record and the Congressional Quarterly available in libraries or through your congress-person or senator. Some of the periodicals listed in the resource chapter include analysis of pending and current legislation affecting the criminal justice system.

Most criminal justice and social service agencies prepare annual reports of the activities for the public. After reviewing the annual reports of general planning agencies, e.g., United Way, Red Cross, Public Welfare Council, you might call those agencies relevant to your interests and ask for copies of their most recent reports and studies.

In researching the extent of crime, be very careful. The Uniform Crime Reports for the United States (UCR), prepared by the FBI and available through the U.S. Government Printing Office or central libraries, is the most frequently used source on criminal statistics. However, the UCR is the subject of much controversy and may not include very useful information. The UCR includes statistics on seven "index crimes" as reported to and by the police - murder, rape, aggravated assault, robbery, burglary, larceny, and car theft. Most crime is never reported to police, particularly by poor and minorities, and the reporting systems of local police departments vary. The better the police department, the greater the number of actual crimes discovered, and thus the higher the crime rate.

The UCR treats joy-riding by juveniles, deliberate murder, larceny of fifty dollars, and bank robbery as equally serious crimes. Many researchers warn that the categories by which offenses are reported are not complete, not mutually exclusive, and not uniformly used from city to city or precinct to precinct.

Under no circumstance should crime statistics be compared between cities and between time periods for the same cities. Reporting procedures vary from city to city and in the same city over time. The number of crimes reported is dependent not only upon the number of crimes committed but also on the efficiency of law enforcement practices, the availability of detection hardware, the formality of handling certain types of offenses, etc. These also vary over time and between different cities.

INTERVIEWING

When assessing your local criminal justice system, you may want to interview a number of persons representing such area as law enforcement, courts, corrections, and special programs or services. It is good to talk to as many criminal justice system professionals (police, sheriffs, judges, prosecutors, probation and parole officers, wardens, and institutional staff) as possible, but begin with representatives of those general planning/coordinating/funding agencies which are familiar with the broad scope of human service delivery systems. Some of these are United Way, area planning and state planning agencies. Do not accept at face value some of the things that criminal justice officials and professionals tell you. Is the police department's greatest need really more personnel? Is the institutions's priority need a larger facility? Remember representatives from the various segments quite naturally tend to be biased in favor of their own domains. You may hear several times, "we are the least understood, most overworked part of the system." Respond sympathetically, but then look at the problems and needs of the various agencies from the many points of view within your community. Even when you agree with officials, avoid confusing a solution with a problem. A solution might well be the need for more or better facilities, but the basic problem is the important consideration, e.g., overcrowding because of the need for separation of offenders.

It is important to prepare a questionnaire of the points you want to cover in these interviews. It helps if the questionnaires are typed and lined spaces provided for recording answers. When the questionnaire is ready, consider the following procedure:

1. ORIENT YOU INTERVIEWERS.

Each interviewer must thoroughly understand the questions that he is going to ask, or else he cannot clarify them for the person being interviewed. You should explain to each interviewer the purpose of the survey, what is meant by each question, and why the information is needed. Consider using interviewing teams of two, with one person asking the questions and the other recording the answers. This can save time, and it may also be useful to have two impressions of the interview.

2. PRACTICE INTERVIEWING.

Recommend that the interviewer read each question aloud several times prior to using it to be sure he understands and can pronounce all words. You might also consider conducting mock interviews in which your members play the roles of interviewer, respondent, recorder, and observer. The observer can critique the interviewer's performance; the recorder can determine if the interviewer goes too fast, etc.

3. MAKE AN APPOINTMENT FOR THE INTERVIEW.

-Start with the chief executive officers of each agency. Although they may refer you to others, it is important to obtain their support even if you wish to also interview line staff such as caseworkers or police.

-Call or write for an appointment. If you write first, indicate in your letter that you will call on a specific day at a certain time.

-Be sure about the names and titles of those to be interviewed before you write or call for an appointment.

-Ask the person to set aside a certain amount of time, depending on length of the questions to be asked.

-When someone refers you to someone else, or when a personal contact recommends that you interview someone, ask him to call that person and introduce you while you are still in his office. Influence helps you to avoid a runaround.

-When calling for appointments, develop a rapport with the receptionists/secretaries as they may control access to the person you want to see. Jot their names down for use in future calls.

-Begin by explaining the purpose of your organization and why you want the interview. Stress that you are attempting to better understand the system so you can find out if your group can be useful. Avoid any suggestion that you want to investigate what the agency is doing.

-Many officials are only too eager to share their problems with interested persons, but if you are unable to make an appointment even after reassuring the person as to your purposes, persist. Drop in without an appointment, make follow-up calls, etc.

4. CONDUCT THE INTERVIEW.

-Be prompt. Try to arrive well before the scheduled appointment.

-Begin by explaining the purpose for the interview. It may help to develop an information sheet on your organization, the reason for the survey, etc. to give the respondent.

-Record the respondent's answer word by word when possible.

-Whenever the respondent misunderstands a question and gets off track or you don't understand the answer, you must probe for more precise answers.

-Ask the respondent if you may contact him for additional information, if needed. If appropriate, ask if he would be interested in working with your group, making a presentation to your membership, etc.

5. AFTER THE INTERVIEW.

-Immediately review your completed questionnaire to clarify responses, spell out abbreviations which might be meaningful then but not later, etc.

-Record your general impressions of the respondent, the agency's work, etc.

-Write the respondent a short thank you letter.

OBSERVATION VISITS

Statistics, reports, and secondhand interpretations can never replace personal observation. There is no better way to get a full understanding of the scope of the problems and the interrelatedness of crime with other social ills such as inadequate education, poverty, and unemployment than to visit police stations, courts, jails, and prisons. Direct observation of the system in action should be an important part of your need assessment.

Careful preparation is mandatory for most observation visits. Since you may not always be welcomed with open arms by those you wish to observe, it is important to observe, not to criticize, interrogate, or investigate. Many of the guidelines for conducting interviews are appropriate to planning observation visits. Since visits are much more meaningful if you have some prior knowledge about the place to be visited, when appropriate obtain and review agency reports, brochures, etc. before the visit. If many of your members are interested in making the same visit and

it does not impose unduly on the agency, send several small groups at different times rather than one large group. You will see more that way.

During the visits, one member should take notes. Afterward, the visitors should share their impressions with each other, and one member should prepare a report for future reference.

As part of its year-long survey of the juvenile justice systems in thirty-four states, the National Council of Jewish Women prepared a detailed study guide for its local sections. This guide, Justice for Children,² includes visit checklists and questions to ask the staffs of juvenile courts and detention centers or institutions. If such a survey was done in your community, ask for a copy of the report; you might want to obtain a copy of the study guide to use in preparing for your own visits.

You may consider visiting the following:

COURTS. Spend a day or half day in court observing the judicial process. In felony or juvenile courts, you may wish to follow a case all the way through the process, attending each time a person's case is scheduled for a hearing. You will need permission from the judge or court clerk to attend juvenile court since they are generally closed to the public. In misdemeanor courts, you will probably be able to observe the trial and disposition of a large number of cases within a few hours.

The legal mumbo-jumbo of the courtroom dialogue is likely to be confusing, and it may be difficult to tell who is who - lawyer, probation officer, etc. If you have a lawyer friend with a soft voice, he could be an invaluable interpreter for your first visit.

INSTITUTIONS. You may wish to visit county jails, police lockups, detention homes, training schools, reform schools, and prisons.

If brochures, pamphlets, or annual reports on the institutions to be visited are available, obtain copies before the visit so you can orient yourself and make your visit more meaningful.

In addition to the typical short meeting with the director and guided tour of the facilities, try to talk with offenders and with other institutional staff. What is the attitude of staff toward the institution and the offender - do they want to help, punish, control? How do the offenders view the staff and the institution? What do the offenders do with their free time? What programs are available for them?

Several years ago, overnight lockups were popular among outsiders interested in getting a first-hand feeling of institutions. Such may be possible in your area.

LAW ENFORCEMENT. You may want to have informal meetings with officers in charge of specific units at the police or sheriff's departments. For example, you could talk with officers in charge of the juvenile bureau, crime lab, burglary, homicide, etc.

Rides in patrol cars have been a popular means of gaining increased understanding and such may be possible in your area. Perhaps one of your members could accompany a police officer for an entire shift.

COMMUNITY AGENCIES. You may wish to visit other agencies which provide or could provide services to offenders. Examples are group homes, halfway houses, drug treatment units, youth service bureaus, crisis intervention centers, detoxification centers, mental health clinics, and family service bureaus.

LEGISLATIVE SESSIONS. The bills proposed and passed by legislative bodies determine the boundaries of what your criminal justice system is and can become. On the state level you can learn from the legislative reference service, the legislative calendar, or the Senate/House Clerks when legislation pertaining to criminal justice will appear on the floor. Try to attend one of these sessions and let your local representative know you are coming. You might also want to attend a meeting of the subcommittee through which matters related to the justice system are channeled. Your local representative can and should assist you in making such arrangements. You might visit city councils and county legislatures or commissions which determine criminal justice policy and administration on the local level.

LOWER INCOME NEIGHBORHOODS. Since, as discussed previously, many of the offenders processed through the system come from lower-income districts, it is important, from a prevention standpoint, to see their neighborhoods, to meet the people there, and visit their schools, community centers, and social agencies. Attempt to be as unobtrusive as possible by not going in large numbers. Have your visit arranged by local residents or one of the local social service agencies when possible.

TELEPHONE POLLS

Telephone rather than in-person interviews may be used to collect information, particularly when seeking attitudes or opinions. There are two approaches to opinion polls. One approach seeks the opinions of a random, representative sample of persons in some category, e.g., registered voters, with the

goal being to generalize or predict the findings from the sample to the population. This, of course, is like the political polls conducted during presidential campaigns. Such polls are not difficult to plan and implement, but you should get the assistance of someone with a background in market research, political science, sociology, psychology, or economics to help you draw your sample and prepare your questions.

Another approach is a poll seeking the opinions of a qualified cross-section of the community with no concern for generalizing the findings to the community-at-large. That is, you decide whose opinions you consider important and restrict your survey to these people.

TIPS ON HOW TO BEGIN

Confused? Don't know where to start? Then look for help; it's readily available if you seek it. Listed below are some ideas on who can help and some things you can do to help yourself.

1. The telephone book can provide a starting point! Look under government (city, county, state, and federal) for cues as to agencies which should be contacted. More on target, when available, are directories listing local and county officials. Such booklets are published by many local Leagues of Women Voters.
2. Frequently an administrative assistant in the mayor's or county administrator's office can tell you who is responsible for and/or knowledgeable about different community and criminal justice agencies or programs.
3. Try to enlist at least one acquaintance who is knowledgeable about criminal justice problems and local or area politics. This person can suggest people to interview and introduce you to them. People from assorted backgrounds can fill the shoes of your contact person. For example, the head of the criminal justice department at a local university provided initial guidance to the Junior League of El Paso; the Director of the Bureau of Crime Prevention and Community Relations provided invaluable assistance to the Junior League of Portland, Maine by serving as a liaison with other system officials; and a local psychologist with power structure connections helped to pave the way for the project of the Junior League of Greater Bridgeport.
4. Go to your local representative or assemblyperson and ask his ideas regarding criminal justice. Then ask to be introduced to the chairperson of the legislative subcommittee on criminal justice.

5. Ask the chairperson of the legislative subcommittee on criminal justice whom he goes to for input on criminal justice-related matters. Whom does he consider to be the knowledgeable? Ask him to make appointments for you if appropriate.
6. Long-time politicians and their wives or husbands are frequently knowledgeable about community affairs and can help you to develop times with criminal justice and other public officials.

ORGANIZING AND SUMMARIZING YOUR FINDINGS

Collecting information without taking careful notes is a waste of time. The human mind is fallible - what seems to be making a lasting impression one day can be almost impossible to recall several weeks later without notes to refresh your memory. Also, others do not have recourse to your memory but can more conveniently review your findings if they are in written form.

The best approach is to record the collected information immediately following each step of the need assessment. Be sure to include the names and positions of persons talked to, dates, their responses to your questions, your summary of the situation, and general impressions. When structured questionnaires are used, this should be simple. A little more discipline is required for informal discussions and observation visits. These intermediate reports or summaries should be shared with others conducting the assessment and your general membership.

If you can obtain copies of the reports prepared by other groups who surveyed your area, they can provide insights into what to include in your report. You can also include what was missing in these reports but was needed for you to understand the system.

If you ask the same questions of different people, as in an opinion poll, one way to analyze your responses is to look at all responses question by question:

Question 1

Respondent 1: _____
Respondent 2: _____
Respondent 3: _____

If you have done interim reports along the way, preparing an overall report at the end of the need assessment phase will be easy. There are many ways to organize your final report, but you might consider including these points:

1. *Short summary*
2. *Method* -- what you did, how you did it, who did it, when it was done.
3. *Findings* -- responses to questions, your observations, problems discovered, resources available, obstacles. A conceptual framework for looking at the system and analyzing your findings will be needed to add meaning to your work and to facilitate drawing conclusions. Your preliminary readings should stimulate ideas for this. A typical breakdown would be to look at the following in terms of problems, needs, and resources:

- Legislation
- Law Enforcement
- Courts
- Corrections
 - Institutions
 - Community-based

4. *Conclusion and recommendations* -- what citizen groups can do, what the primary needs are, etc. If a conclusion is based on your feelings rather than evidence, make that clear.

Your report will be very useful if you later decide to apply for outside funds to finance your involvement. It can also serve as a guide to other groups interested in working with the local criminal justice system. Possibly, some of your findings and conclusions can be used for public relations purposes with appropriate news releases.

If you examine all elements of the system and understand the major problems and resources of each, you and your group will be among the few in your community who do. Although the components of the system are very interrelated, people often work in one of them for years without understanding the others. Pat yourself on the back and prepare to use your expertise to its best advantage.

HELPFUL INFORMATION SOURCES

RESEARCHING WRITTEN MATERIALS

Chandler, G. How to Find Out: A Guide to Sources of Information for All. New York: Pergamon, 1968.

This small "how to" book is designed to provide users at all levels with basic information regarding the organization and use of library catalogued materials. Many examples on a variety of topics are given.

DEMOGRAPHIC INFORMATION

U.S. Department of Commerce. County and City Data Bank. Washington, D.C.: U.S. Department of Commerce, Bureau of the Census.

This volume, published following every national census, contains a wide variety of statistical items for each county, standard metropolitan statistical area, city, urbanized area, and unincorporated area in the United States. Most information is in easily interpretable statistical, tabular form.

International City Manager Association. Municipal Year Book

Primarily focusing on issues of urban management, this yearly publication provides a wide variety of information such as structure and nature of municipal services, city employment and payroll statistics, federal grants management, political municipal organizations, etc. Information is in both written statistical, tabular form.

INTERVIEWING

Gordon, Raymond L. Interviewing: Strategy, Techniques, and Tactics. Homewood, Illinois: Dorsey Press, 1975.

This volume is comprehensive in its dealing with the multiple facets of survey research. It is not a "how to" reference and is written more for the advanced researcher than for the beginner. It is an excellent source for survey theory and intricate explanations of problems.

Survey Research Center, Institute for Social Research. Interviewer's Manual: Revised Edition. Ann Arbor: University of Michigan, 1976.

Probably the most authoritative "how to" source for interviewers, this publication contains step-by-step instructions, explanations, and illustrations of survey research techniques. It is designed for the novice as well as the seasoned practitioner.

NOTES

1. For specific points to cover under each of these, see: Chamber of Commerce of the U.S., Marshaling Citizen Power Against Crime (Washington, D.C.: Chamber of Commerce of the U.S., 1970).

2. National Council of Jewish Women, Justice for Children: A Guide to Study and Action of the Juvenile Justice System in Your Community (New York: National Council of Jewish Women).

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FORMING A CORE GROUP

The initial planning group may start with one person who has an idea or concern, it may be an independent group with common concerns, or it may be a subcommittee of a larger organization devoted to community betterment. Whatever the origins, to initiate and maintain a viable activity, group support is required. The group formed to initiate your criminal justice involvement may be expanded to include new members or disbanded and a new group formed to meet the needs of the specific project selected.

Regardless of your situation, whether you need to establish a new group or simply to form an organizational subcommittee, this may help you get the initial planning group going. It may also be useful later if you want to establish support groups or coalitions.

BUILDING THE GROUP

If the core group is to include people from outside your existing group or organization, you might:

1. Begin by developing a list of prospective members who share your concerns, interests, and/or have leadership potential.
2. Ask political representatives, long-time politicians, journalists, friends, community leaders, members of other organizations, and religious leaders for suggestions.
3. Contact those suggested to see if they are interested in planning a citizen-initiated criminal justice involvement. Keep in mind that while over-committed people may not be able to form the leadership or working core of the planning group, no matter how enthusiastic, they can open doors and serve as excellent advisors on an ad hoc basis when most needed. The planning group should be relatively small -- four to twelve dedicated people.
4. Prepare a card file of interested persons. The card for each person should include name, address, phone number, and type of involvement to be expected. Later this file can be used as your mailing list.
5. Meet individually with those persons likely to help organize and work with a criminal justice project. Make them feel needed by asking for their advice and suggestions of other persons and groups to involve.

6. After identifying enough people interested in organizing a criminal justice project, arrange for a mutually convenient meeting.

PLANNING INITIAL MEETINGS

The goals of the first meeting or two are to orient the group, to stimulate or maintain their interest, and to begin developing your work plan.

Don't attempt to omit the get-acquainted stage if the meeting is to be attended by new members. Try to make new participants feel welcome by introducing them to other members and avoiding activities, seating patterns, etc., that make the group appear cliquish. You will probably be starting with a collection of individuals who have varied reasons for being there. Yet, each potential member wants to feel that he will be participating in a worthwhile effort.

Your goal is to instill commitment and sense of purpose in the group. A first step might be for the participants to present informally their backgrounds and goals or expectations for the group. Pose the questions: Why am I interested in organizing a criminal justice activity? What do I expect from my involvement? How much of a commitment can I make? The answer to these questions will be significant in defining the group's purpose.

To inspire your members and spark their interest you may want to present a program on criminal justice problems. There are many ways to do this; the following ideas are only suggestive.

SHOW A FILM

A good film can provide background information, inspire, and encourage discussion. Many libraries, colleges, and universities have film guides or directories and operate free film loan services. Police departments and criminal justice centers are also potential sources of films. Some of the many films on criminal justice are described below.

"This Child is Rated X" which is fifty-three minutes long, done in 16mm color. It is a highly acclaimed overview of the juvenile justice system featuring interviews with children, parents, judges, probation officers, and others. "Children in Trouble" is a two-part documentary. There are two versions (twenty-nine minutes, fifty-four minutes) done in 16mm color. It probes the abuses of and recommends alternatives to the juvenile justice system. It is written and narrated by Howard James, and filmed on location in twenty-three states.

Since it is often difficult to obtain popular films, you will want to order the one you choose well in advance of the

anticipated showing. Try to preview it; if you plan to rent or purchase a film, preview copies are often available at no charge. After previewing the film, you can prepare an introduction and a discussion guide to be used during the showing.

HAVE A SPEAKER OR PANEL PRESENTATION

You might have a speaker or a panel of speakers react to a film from their own experiences and expertise, or you might have a speaker or panel presentation without a film. A series of meetings with speakers from the different elements of the system and/or with different points of view about criminal justice, or a coordinated presentation covering the major criminal justice issues might be held. Speakers who might be invited include:

- Those working within your local criminal justice system e.g., judges, probation officers, police, directors of detention centers.
- Those who have been through the system and were previously committed to an institution or detention facility. Your local branch of the American Civil Liberties Union (ACLU) might help you locate such speakers.
- Those who are trying or have tried to change the criminal justice system. These might be members of other citizen groups or professionals outside of but knowledgeable of the system, e.g., poverty lawyer, ACLU member, investigative journalist.

You will need someone to introduce the speaker(s) or panelist(s) and to handle the question and answer period following the presentations. This moderator could and probably should be one of your own group members. The moderator's role may be difficult when a panel of speakers with diverse interests and ideas are included.

The following guides will help you to plan a successful speaker or panel presentation:

1. Assign one person to invite each speaker, to escort the speaker during his visit, and to send a thank you letter afterward.
2. Before inviting a speaker, ask other groups who have heard him how they liked the speaker. Try to hear the speaker yourself before inviting him to your group meeting.
3. Make your invitations as specific as possible. Indicate exact date, time, place, type and purpose of meeting, size and type of audience, overall meeting program, length of time for speech and questions and answers, etc.

4. Invite the speaker as far in advance as possible but verify the time several days before the scheduled meeting.

HAVE A GROUP DISCUSSION

To stimulate and inform your members about the criminal justice system, a discussion leader could pose questions with members writing their answers and then comparing them with some basic facts about criminal justice. You could also provide a reading list or copies of books and periodicals to members before the meeting, and then at the meeting discuss them or have different members make book presentations. These presentations could be coordinated to provide an overview of the different elements and problem areas in criminal justice.

Books popular with volunteers new to the criminal justice area are listed in the Helpful Information Sources at the end of this section.

GETTING THE GROUP GOING

After inspiring and orienting the group, you will need to initiate a work plan.

1. Determine the time commitment that each person can and will make.
2. Elect or appoint a temporary or permanent leader. The organizer of the group may be the logical choice. If the leader is much more knowledgeable than the group, he must not expect the group to blindly accept his interpretation of the problem. The group must be given time to develop their own awareness before committing themselves to a specific project or level of involvement. If the members do not feel important, the group will not be important to them.
3. Make specific assignments to be initiated or completed prior to the next meeting. To hold the interest of members, they must perceive the group as being action-oriented. Specific action assignments will show the meeting accomplished something and will provide the members a reason or obligation to attend the next meeting -- to report on their progress. Initial assignments might include recruiting or contacting new members, checking on the availability of meeting space, interviewing specified officials, studying need assessment techniques and survey forms, etc.
4. Develop the minimum structure and rules needed to guide the group during the initial stages. You won't know what type structure is needed until you know more about your specific criminal justice involvement --

so keep it simple at first. Besides a temporary leader, you will need a recorder/secretary to take minutes at meetings and to contact members as needed.

The process of moving from a collection of individuals to a cohesive group effectively involved in criminal justice activities is not an easy or steady one. Organizing Groups: A Guide for the Organizer¹ is a short, easy-to-read manual outlining the stages of group development as well as how the organizer spurs the process. The stages include the following:

Stage 1: The Floundering Stage -- At this point there are no established ways to doing things. People are uncertain about the purpose and ability of the group and their place in it.

Stage 2: The Crawling Stage -- The group has decided on a general purpose and is slowly moving in one direction.

Stage 3: The Honeymoon Stage -- Procedures are well-defined. The group has achieved a few small successes, and members are committed and optimistic.

Stage 4: The Fall -- The group meets its first major crisis.

Stage 5: The Walking Stage -- The group develops clearer objectives and a plan for reaching them. It may have lost some members, but those who remain are realistic, committed, and hardworking.

Stage 6: Success -- The group achieves its major goal and receives favorable publicity.

Stage 7: The Anti-Climax -- The group is tired and isn't sure if it wants to continue its criminal justice involvement.

Stage 8: The Complacent Rut -- The group continues more for the sake of the group than for its work. Emphasis is on procedure and new membership is not encouraged.

Stage 9: The Ungrateful Stage -- The group challenges its past leaders and blames them for its faults.

Stage 10: Self-Sufficiency -- The group selects new leaders and perhaps decides on a pattern of leadership rotation. It becomes active again.

Groups do not automatically advance through these stages -- someone has to provide initial guidance.

Remember:

-Avoid establishing an organization if an existing group is actively and effectively involved in the same activity. First look around to see what is being done by other citizen groups.

-Avoid forming a group to meet predetermined needs or interests in a specific problem area. Give the planning group an opportunity to determine what to pursue.

-Avoid serious conflicts between individuals or factions which stymie group action, because if one person or faction supports an activity, the other automatically opposes it. Help the group find and deal with the real source of the conflict. If the intragroup animosity continues, you may want to encourage one or more members to withdraw from the group.

-Avoid becoming a social group where nothing controversial is discussed or approached and "bothersome" action is avoided.

-Avoid self-defeatism in which the group feels that it is incapable of doing anything important. Defeatism is a self-fulfilling prophecy which may pose a threat after the group becomes aware of the massive problems and needs of the criminal justice system. Here it is important to emphasize the successes of other groups and to develop a plan of action with achievable steps to assure initial successes.

WHOM TO INCLUDE

You should include a good cross-section of the community on any type board and particularly on an advisory board. General categories for board membership would be constituents, people with clout, and people with needed skills. Representatives might include:

- someone from the press or local media establishments; (This helps assure good external communication as these people know what makes a good story and how to get it across);
- someone with legal expertise
- people from local funding sources, e.g., foundations and business organizations that contribute funds to community service projects;
- someone tied to state or national funding sources;
- an accountant;
- members of the local criminal justice establishment, e.g., chief of police, judge, correctional workers;
- someone who has been through the criminal justice system (an ex-offender);
- members of minority groups;
- community leaders from your local power structures;
- elected officials from the city, county, state, and national levels;
- people from public agencies whose work relates to criminal justice (schools, welfare departments, health system, etc.);

- spouses of influential persons unable to serve - congressperson, senator, etc.;
- leaders in local colleges and universities;
- potential clients;
- representatives from compatible volunteer groups and associations;
- someone from the various neighborhoods or geographic areas served by your program;
- someone from the council of churches or some other religious organization;
- someone representing your field workers or volunteer corps; and
- someone with methodological skills who can assist in evaluating your activities.

If you can secure and coordinate the assistance of someone from all these diverse groups, you may have a future in the State Department.

Before recruiting members, determine specifically what functions you want them to serve. Look at the strengths and weaknesses of your boards of directors, an orientation and training program may be desirable. You might also invite board members to attend training programs planned for direct-service volunteers.

With large advisory boards, call very few meetings of the full board so as not to waste the time of busy members. Instead of full meetings, call on members individually or in small groups for advice and assistance.

When you have board meetings, prepare for them by:

- setting the meeting date far in advance and then reminding the members of the meeting several days ahead of time;
- preparing and distributing an agenda for the meeting;
- submitting concise background material before the meeting.

During meetings, follow an orderly process (Robert's Rules of Order, if needed). Detailed minutes of all decisions made or postponed should be taken and distributed to members as soon after the meeting as possible for their review and approval.

Between meetings and individual contacts, keep the members informed of your activities through mailings and progress reports. In particular, provide feedback on how you have implemented decisions that they have made or advice that they have rendered.

Treat them like VIP's but work them like horses. Unless members have agreed to join the board for the sole purpose of lending their good names, make specific committee or individual task assignments to each one.

THE BUSINESS COMMUNITY

Because of their concern for community improvement and good public relations, many businesses and their employees are willing to participate in voluntary service activities. Large corporations may have a community relations or external affairs department to coordinate their public service activities. Some businesses give executives and other employees leaves of absence to participate in community service activities, while others encourage staff to contribute some of their own time to such activities.

Businesses may contribute technical assistance on budgeting, accounting procedures, management practices, and public relations. They may donate space or provide refreshments, supplies, and other materials needed for a project. They can provide research or information on issues affecting them that are also of interest to you. And, of course, they may contribute money. When approaching members of the business community, be businesslike by having worked out cost and time estimates and other plans in advance of your meeting. Written proposals may make a favorable impression.

GOVERNMENT AGENCIES AND OFFICIALS

Government agencies are valuable sources of information on many topics. They can provide technical specialists to help plan and evaluate the project; background information on current issues or government programs, along with other research data and information; link-up of government and neighborhood information services; speakers and resource experts for meetings; and funding for certain projects. Do not hesitate to approach government agencies. Not only are they supported by your tax money, but frequently they are mandated by statute to involve citizen groups in planning and implementing programs.

LABOR UNIONS

Many unions are vigorously involved in community service activities and strongly support social welfare and reform legislation. Local or statewide unions might work with your group by providing volunteers, funds, assistance in developing coalitions to campaign or lobby for mutual concerns, information on existing neighborhood coalitions, and research assistance. To find out what unions exist in your community, check the largest employers to determine if their workers are unionized. Union membership is no longer restricted to manual laborers but includes professionals such as teachers, police, fire workers, and other government workers.

MINORITY GROUPS

If the clientele of your proposed project or activity is composed significantly of members of ethnic minorities, it is

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1 OF 2

imperative that you involve minority spokespersons and representatives in the planning and implementation of the project. Give special attention to the media reaching the most target minority groups when planning public relations activities.

PROFESSIONAL ASSOCIATIONS OR SOCIETIES

Professional associations are becoming increasingly involved in community action. They may contribute volunteer support, space and material, information and research capabilities, and publicity for your programs. Examples of such professional associations include the American Association of University Women, Public Relations Society of America, Women in Communication, and the Society of Professional Journalists.

RELIGIOUS ORGANIZATIONS

Religious institutions and groups (particularly their leaders) are becoming increasingly involved in civic affairs. Churches and interdenominational coalitions may provide space and materials, volunteers, information on community problems, and dissemination of information about your project. They can also link you with other community or neighborhood networks. Local ministers and priests can be valuable intermediaries between you and other groups and organizations because many people find it very difficult to refuse a request from them.

COLLEGES AND UNIVERSITIES

Students, teachers, administrators, and staff of nearby colleges and universities are invaluable resources. If participation in your project can qualify as an educational experience, students, under the supervision of their instructors, may help as part of their course work. Journalism classes can help with your public relations program; sociology, marketing, and political science classes can help with questionnaires, surveys, and monitoring governmental agencies; art or film classes can help make slide shows or other media presentations; and mathematics and statistics classes can help develop computer programs for your data analysis. The Junior League of Shreveport used an interior design class to develop designs and assist with remodeling and decorating rooms for a group home. Students may also help through extracurricular organizations such as sororities, fraternities, or student government associations. Universities and colleges can contribute research skills, volunteer support, space and materials, participation in coalitions, technical assistance, and computer access. Many universities and colleges have public service programs or departments to provide assistance to community groups. If you are unsure of whom to contact, begin with the chief administrative officer who should be able to direct you to the right people.

SENIOR CITIZENS GROUPS

Approximately 10 percent of the nation's population is over the age of sixty-five. Either individually or in groups, retired citizens can share their incomparable resource of experience. Churches, local government recreation departments, apartment house managements, or other community organizations frequently sponsor senior citizen groups.

YOUTH AND STUDENT GROUPS

Because of their zest and a lack of cynicism about the possibility of improving society, young people can be a valuable resource. You can recruit them through school or youth organizations such as scout troops. Do not underestimate their abilities when working with youth. Include them in decision making related to the activities with which they will be involved. Youth can be a valuable source of information on how proposed programs will be received by fellow youth and the counter-culture.

SERVICE AND CIVIC ORGANIZATIONS

Other voluntary groups can provide fund raising skills and technical assistance in marketing, public relations, management, and training; knowledge of the community and information and research assistance on community issues; development and administration of volunteer programs; and volunteer support. Examples of such groups include the League of Women Voters, Junior League, Kiwanis, Lions, Jaycees, Chamber of Commerce, Federation of Women's Clubs, National Council of Jewish Women, B'nai B'rith, etc. These groups may enter into coalitions with you or co-sponsor a project with you. Many organizations have auxiliaries which might also be involved with your work.

NEIGHBORHOOD ASSOCIATIONS

In many communities, residents in subdivisions or distinguishable sections of the community have banded together into neighborhood associations to safeguard the development and promote the welfare of their neighborhoods. Such associations can contribute information on the history, patterns, and feelings of a neighborhood; assistance in identifying the needs and issues of their neighborhood; and volunteers. They may also be a good source for publicizing your activities.

NONPROFIT SERVICE ORGANIZATIONS

Nonprofit service organizations such as Help and Welfare Councils, United Way Agencies, YWCAs, and YMCAs are vitally involved in activities to improve their communities and assist residents. They may contribute access to potential clients or users of your program, linkage between services and information networks, help in disseminating information, cooperation on research and surveys, and information on human service problems.

MEDIA

The media are discussed in detail in another section on public relations. In brief, they may contribute information on the community, people, and issues; assistance in establishing community dialogue; publicity for your activities; and efforts to rally public support.

LEGISLATORS AND ELECTED OFFICIALS

Elected officials are an important source of information and an important tie into the local power structure. They may contribute information on upcoming or pending legislation, assistance in obtaining information on programs or grant monies available to the community, staff assistance in identifying the issues, and intervention in your behalf when requesting assistance or applying for funds from governmental programs.

CLIENT GROUPS

Through communicating with potential beneficiaries or clients, you may learn how they see themselves and their problems, and what services and changes they feel are most needed for them to re-enter the main stream.

HOW TO RECRUIT

After you have identified the types of members you want, prepare a list of potential members. For initial ideas you may identify board members from similar organizations. Review initial lists with members and friends for their ideas on those listed and suggestions of others to consider.

Consult with prospective members individually to ascertain their interest before asking them to serve. Explain your program and ask for their suggestions. A brief write-up of your proposed program can be of assistance to you and other "investigators." Screen out those whom you feel would block your efforts to bring about change. Also avoid selecting persons who are known to be controversial or are so identified with a particular cause that they will be biased or will alienate the community - unless, of course, you think you need someone with that point of view or believe that to put them on the board is the best way to get their cooperation.

After you have made an assessment of potential members, invite those whom you want to serve on the board. When appropriate, ask a friend or ally acquainted with the person to issue the invitation. Otherwise, personally invite them and follow-up with a letter. Be sure to explain to proposed members what you expect of them - length of term, the role you want them

to play, and expected time commitment. They will also want to know who else will be serving on the board. If you align the super-influentials first, there will be less trouble getting participation from the semi-influentials.

It is best not to recruit board members until you have a good idea of what you are doing since until then you won't know what you want the board to do and who can best do it.

HELPFUL INFORMATION SOURCES

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- Wilson, James Q. Thinking About Crime. New York: Basic Books, Inc., 1975.

NOTES

1. Available from the Community Action Training Institute, 128 W. Stage St., Trenton, N.J. 08608, Phone (609) 393-2746).

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CITIZEN ADVISORY COUNCIL
MEMBER INFORMATION

NAME: _____

ADDRESS: _____ TELEPHONE: _____

_____ ZIP CODE: _____ DATE APPOINTED: _____

EDUCATION:

EMPLOYMENT: _____

MEMBERSHIP IN ASSOCIATIONS, SERVICE CLUBS, SOCIAL CLUBS: (Include
offices held and committees served on)

POLITICAL OFFICES HELD: _____

CIVIC APPOINTMENTS HELD: _____

MEMBERSHIP IN OTHER VOLUNTARY ORGANIZATIONS: (Include offices held
and committees served on)

REFERRED BY: _____

RECRUITED TO THE BOARD BY: _____

HOBBIES AND SPECIAL INTERESTS: _____

For publicity purposes, please send
a photograph.

Please return to:

Adapted from material provided by the Institute for Voluntary
Organizations

PUBLIC RELATIONS

TOOLS, METHODS, AND APPROACHES

One of the most important public relations weapons is a well-informed membership and a properly involved volunteer corps. Your members and volunteers represent the community. If they are involved in making decisions and are offered meaningful work, they will become ambassadors of good will for the program. Their word-of-mouth communication with family, friends, colleagues, and neighbors can be most effective. If they dislike their association with the program, they are likely to let others know that as well. Volunteers may also relate their experiences through letters to the editor, articles in various types of newsletters, and in any other public presentations they make.

There are people in every community with some combination of interest, experience, and training in public relations. Rather than attempting to master the art and science of public relations yourself, recruit volunteers to plan and largely carry out your publicity program. They may be included on an advisory board or committee, or used as individual project consultants. They are not difficult to find:

-Check with business executives (particularly those on your board) to see if their companies' public relations departments or staff will help.

-If there is a nearby college, talk with the faculty of public relations, advertising, and mass communication classes in journalism. The faculty or students may either help as individuals or take on your entire public relations program as a class project.

-The public relations workers of other voluntary associations - United Fund, Junior League, etc. - may give you a hand and suggest others who will help.

If you establish a public relations committee, include at least one person who is very familiar and involved with your programmatic activities. It is essential to be clear as to what you want to "sell" - information, public concern, need for assistance, or simply recognition of past accomplishments. To interpret your goals and activities effectively to the community, your public relations committee must fully understand them. A thorough initial and ongoing orientation to your work is essential. You may also want to establish guidelines on the clearance of publicity statements or activities before they are activated.

Honesty must be a basic creed for your public relations program. It does no good to mislead the public, for you are sure to be caught. Members of the media are much more likely to support and help you if they feel that you are being honest with them.

A few basic guides or tools for planning and conducting a public relations program are:

-Develop background files or folders on your organization and project. Include a summary of your mission, goals, and objectives; the name and phone number of a contact person; and possibly a list of your members, their addresses, and phone numbers. Members of the media can use this information for orientation and as part of the background for any feature stories done on your project.

-A brochure or simply a mimeographed flyer describing your program can be very useful when making contacts and building support. It helps to have something to give people when you are first introducing yourself and the project to them.

-Keep a scrapbook of releases and publicity on the project, including newspaper clippings and your own notes of radio and television publicity and any other media used. Besides future nostalgia, having ready references to past publicity can help you to avoid monotony in your ongoing public relations program.

-Time your publicity campaign to meet your needs - for added volunteers, funds, etc. You must anticipate needs, which may be seasonal or in terms of a progression, far enough in advance to prepare a good public relations campaign. A detailed schedule in your action plan can be an invaluable aid with your public relations program.

-Relate your program and public relations activities to scheduled community events. If there is a conference on criminal justice or volunteers, get on the agenda. If there is a fair, set up a booth. If a notable official is appearing locally, try to get him to address your group or to provide an endorsement. The more you can tie into the interests and activities of other groups, the better.

-Alert members and supporters when you expect press coverage or other public relations events so they can be part of the audience. Your workers rightly want to be in the know and not learn about their own organization from second-hand sources. Advise them of newsworthy activities before they are publicized.

-Send clippings and summaries of other public relations activities to the people mentioned in them. Seeing that their activities are attracting attention can be inspirational.

-Don't take credit for everything you do. Giving credit to others (even those who don't deserve it) will help to get them on your team. The important people will probably already know who actually has done what.

-Always thank the media for their coverage of your project's activities. Sending copies of thank-you letters to the person's supervisor can enhance future media relations. You might write a thank-you letter for publication in the "Letters to the Editors" column.

In the following pages three types of formal public relations will be discussed: direct appeals, indirect appeals, and special appeals.

DIRECT APPEALS

Direct or person-to-person appeals are the most effective public relations approach. They supply the personal touch, to which most of us respond. The most important characteristic of direct appeals is that they can be geared specifically to the listener, providing an opportunity for asking and answering questions. Direct appeals may be made to both individuals and groups.

Any time you can identify particular persons or groups whose support is valuable, you should contact them directly and not rely on reaching them through mass media appeals. The superiority of direct appeals in recruiting volunteers, securing funds and materials, and obtaining information and support from others is well documented.

Members and volunteers who make direct appeals for you must know the specifics of your program: the range of services offered, background information on client groups, specific volunteer opportunities, procedures for orienting, training, evaluating volunteers, etc. It also helps if they know something about the people they are recruiting or if they have the same background or makeup.

It is imperative to know something about the makeup of the group when planning your presentation because what appeals to one group can turn off another one. An opportunity for questions and answers is usually appropriate. Enhance group presentations by including a client on the program, a panel of volunteer workers, slides or film strips, and/or handouts or brochures.

Distribute sign-up sheets or application forms after the presentation. You should promptly contact (either by phone, letter, or a personal visit) those who indicate an interest in working with you.

The following are situations where you might make direct appeals to groups:

- meetings of the city council or county commissioners;
- meetings and conferences sponsored by your group;
- employee meetings of governmental agencies, business corporations, and industries;
- labor union meetings;
- coffee hours or informal socials held in the homes of active volunteers;
- neighborhood association meetings; and
- PTA meetings.

Many groups have developed speakers bureaus to make group appeals on a systematic basis. A speakers bureau may either be used as part of your public relations program, or it can be your criminal justice project if your purpose is to inform the community on the criminal justice system or to recruit volunteers for placement in other programs.

INDIRECT APPEALS

Indirect appeals are those public relations or publicity techniques which are typically based on the one-way communication provided by various media. Sources include newspapers, radio, television, newsletters, other printed materials, mailings, billboards, posters, bulletin boards, slides, and audio-visual materials. The advantage of indirect appeals is that you can present your message quickly to many people. This is not to say, however, that you are necessarily "reaching" more people, as many people respond only to direct appeals. Yet, successful political candidates, merchants, and other businesses depend heavily on indirect appeals for promotion of their products.

THE MASS MEDIA

A first step in planning an indirect appeals program in the mass media is to get the cooperation of editors, reporters, broadcasters, local newspapers, and radio and television stations through personal contacts. Make direct appeals to the gatekeepers for indirect appeals. Most leaders in the mass media are anxious to promote public service programs, and the Federal Communication Commission requires the broadcast media to devote a percentage of their time to public service programming. People banding together voluntarily to try to improve their criminal justice system, which is in itself the cause of so much bad news,

is good news and may appeal to the media. Communicate your philosophy by explaining your program and how you are trying to improve the community. Be open about the barriers to your work and the frustrations you have encountered in developing support for this worthwhile endeavor.

Call the media representatives and make appointments to discuss your project before you are ready for publicity. You might invite them to a meeting or out for a cup of coffee. Give them a copy of your background folder. If you have a brochure or any good printed material, include that in the folder.

Media people are very busy. Therefore, make a very brief visit with a concise, well-prepared presentation. With large dailies, you may not be able to see the editors; in this case make your presentation over the phone and follow up with a letter. For the larger papers, don't restrict your dealings to one person, but get to know the city editor or managing editor, the editorial page editor, and reporters on the beat. Knowing the publisher or top station executives might help you make initial contact with the reporters and editors. However, once a relationship is established with a reporter or editor, going over his head to get a story in or keep one out will likely hurt your future contacts with the media.

When meeting with media representatives, ask what you can do to insure the best coverage of your project. Indicate your willingness to cooperate with their procedures. You might even ask some of the media people to assist you in planning the public relations program for the project or to serve on an advisory board or committee.

Compile a list of media, writers, and broadcasters in your community. The list should include names, addresses, and phone numbers of key reporters, broadcasters, and editors for each of the newspapers and radio and television stations serving your community. As you meet with representatives of these media, make notations about their receptivity and any special instructions that they give you. Many companies and large organizations maintain such media contact lists, and they may share these with you. Your local chapter of the Public Relations Society of America may also have such a listing. Depending on how extensively you utilize the mass media, update your contact list every three to six months.

NEWSPAPERS

The daily papers are important media sources reaching large numbers of people. There are other papers, however, with more focused audiences, and these may be very important in your attempts to reach specific groups. These special publications are smaller and thus more closely geared to the reader's interests. They may also be easier to use than the larger media

outlets since smaller papers are usually hungry for news of interest. Such publications include the following:

-Weekly newspapers which depend more on local news than national or international news. They typically consider themselves an integral part of the local community and depend on hometown folks to provide the bulk of the news they publish. Since they are smaller and more manageable, many people who only skim the dailies read these from cover to cover.

-Employee publications which are put out by major industries, universities, governmental agencies, and other organizations for employees and their families. With those, you can peg your publicity to the interests of the particular groups covered.

-Neighborhood newspapers which are of particular significance when trying to reach or mobilize the residents in particular areas.

-Ethnic newspapers which can be a big bonus when you are trying to involve minority groups.

-College and high school newspapers which can help in your bid for students, faculty, and staff.

-Throwaway shopper news which are provided free by participating merchants. Distributed at retail outlets, through the mail, or delivered door to door, these papers frequently include television guides, community calendars, and news columns of interest to the average shopper in addition to advertisements.

-Local magazines which may carry feature stories of your project.

Your coverage in newspapers may be in the form of press or news releases, feature stories, editorials, special columns, letters to the editor, advertisements, or Sunday section specials.

Editorials are considered by many to be the most influential section of the newspaper. Don't be bashful; ask the editor for editorial support. An editorial would typically follow, not precede, other forms of publicity in the paper. Submitting a news release may be a good occasion to suggest an editorial. You might send the editor a copy of the release along with a cover letter explaining why you feel an editorial would be appropriate. You might even include an outline of what could be covered in the editorial, but since editorials are the editors' pride and joy, expect that they will want to write their own. The editor may decline giving editorial support, but offer you the opportunity for an op-ed column which a member of your organization or a friend having a way with words can write.

Letters to the Editor can be used to solicit support, explain your program, and to thank the paper and/or public for past support.

Women's pages (feature/homeliving/society/decorating/etc. sections) have in the past been the primary source of news on voluntary and club activities. At one point, most volunteers were white, middle-class women, and it was assumed that their activities were only of interest to other white, middle-class women who read the women's pages. Today all types of people are volunteers, and all types of people read women's pages. Although many volunteer-activists urge volunteers to get coverage of their activities off the women's pages and into the news pages, for some purposes the women's pages may be quite appropriate.

The decision of where your news will be placed is the managing editor's. You can greatly influence this decision by sending your news releases or suggested stories to the editors (advertising, city, editorial, women's, sports) of the sections you consider most appropriate for any particular story. You will want to utilize different sections for different stories.

Advertising in newspapers can be effective. You may purchase advertisement space in the regular sections or in the classifieds. The National Center for Voluntary Action reports that department stores, banks, and other businesses and organizations are frequently willing to gear their ads to volunteer themes. For example, a bank in Birmingham, Alabama, turned its advertising budget for one year over to the "Volunteer for Birmingham" theme, resulting in good publicity for the bank and the city's voluntary organizations. In other areas, local businesses have financed entire supplements on volunteerism.

News or Press Releases may be prepared by your organization and submitted to the appropriate editors or broadcasting managers. Some simple guidelines for preparing releases are:

1. The "lead" of the story should include the who, what, when, where, why, and, if possible, the how of the story in the first two or three sentences. Cover the details with each successive paragraph being of lesser importance. Forget about what the people wore and ate.
2. Use short words, short sentences, and short paragraphs.
3. Be brief. The maximum coverage that an editor will give to one story is about one or two double-spaced, typewritten pages. One double-spaced page equals about six inches of newspaper column. Omit most adjectives and unnecessary words like "the," "a," and "an." If you can't adequately cover a story in one to two pages, perhaps you should prepare two or more releases.

4. Stick to facts and be sure every point (dates, time, places, names) covered is accurate.
5. Type the release on regular 8½ x 11 inch white paper, double spaced, leaving 1½ inch margins on each side and a 3½ inch margin at the top of the first page.
6. Never submit carbons, but photocopies may be used.
7. Include your organizations's name and your contact person's name, address and phone number in the upper left-hand corner of each page.
8. Type the release date, followed by the date the release is being mailed or delivered, in the upper right hand corner of each page. Put either "For Immediate Release" or "Release After (time/date)". Releases to be held by the editor for some time are more likely to get buried; therefore, it is definitely preferable to use "For Immediate Release" whenever possible. Many publicists date releases two or more days after the day it is being mailed to make up for time lost in the mail and in getting to the editor's desk.
9. Before submitting a release, carefully proofread it for factual, typographical, and grammatical errors. Then ask yourself - and possibly others - if it would be interesting and make sense to someone not already involved with the project.
10. If all's well, mail the release to the appropriate people. If possible, deliver it yourself.

Many newspapers have style sheets explaining how to prepare news releases. If you are not comfortable preparing a news release, you may prepare a simple fact outline for the editor or other staff to use in writing a release. The newspaper may have guides for fact outlines; essentially they are prepared with five marginal headings: who, what, when, where and why.

When your fact outlines or releases are used, study how the media changed them so you can improve your future releases (or at least more closely approximate how the media want them).

What's newsworthy largely depends on the news outlet you plan to use and their clientele. A feature story in one paper may be more appropriate as a capsule in another. Some news items might be: initiation of your project; initiation and completion of the major stages of the project, for example, a community survey, institutional tours; outstanding speakers; resolutions on matters of public interest; unusual actions at meetings; benefits that require public support; various drives; member participation in local, state, or national conferences and

events; reports issued; appointment of advisory board. Some community calendar columns will even publish routine meetings of your group or committees.

If you have difficulty deciding which news department of the larger outlets would be interested in your story, send the same release or story to several departments. Frequently you may want to send the same release to different outlets. In either case, always list at the top of the release who else will receive a copy.

Some additional tips for good media relations are:

- All media have deadlines for receiving releases and covering events. Find out what they are and stick to them. Don't ask for special treatment.
- The media may make mistakes in their coverage of your news. Avoid rebuttal letters and demands for an apology. Don't alienate editors over minor mistakes. Save your complaints for very serious, factual errors.
- Have one contact or spokesperson for the media who can make short-notice statements and decisions without going through a hierarchial maze.
- Don't call press conferences for mundane announcements or meetings. When you do call a press conference, prepare a statement ahead of time to give the press.
- Photographs can be very effective with news articles. Check with the individual newspapers to see what their practices are. Some papers will provide the photographer, and others will require you to supply the prints. If you are to supply the photographs, carefully follow the newspaper's directions on size, captioning, etc.

RADIO AND TELEVISION

The guidelines suggested for working with newspapers generally apply to radio and television programming as well. Always send copies of every news release or story on your project to local television and radio station managers. The broadcast media are more oriented to the telephone than others, so call to make your initial introductions.

While television and radio stations are required by the Federal Communications Commission (FCC) to devote part of their broadcasting time to the public service announcements of voluntary and civic groups, competition for such time is keen.

Before contacting a station, study its programs that may be appropriate for your use. Local newscasts provide the most frequent opportunities for coverage. Others might include:

- public service spots,
- talk shows, and panel or group discussions,
- call-in programs,
- special interest programs,
- live or recorded interviews,
- music programs laced with local news, and
- community bulletin or town-crier format shows.

See if you and some of your public relations advisors can brainstorm some ideas of how to put your message across on some of these shows. You might think about:

- getting well-known local personalities (singers, athletes) to make presentations to attract teenagers,
- having clients make an appeal,
- asking popular disc jockeys to work your message into their program, and
- developing a radio "jingle" to popularize your project.

Ask local media and public relations professionals to advise you. Then develop contacts with local broadcasting personnel. The program director and news director normally coordinate public service time. You might also contact the interviewers, hosts, or producers of specific shows. For television programs, these people typically receive credits at the end of the show. Write down their names for future reference.

Commentators, announcers, disc jockeys, and entertainers sometimes "adopt" public service projects. If you can get a popular broadcaster to work with your project, he may be able to stir local enthusiasm as well as protect your interests by seeing that you get a share of public service time. These people could be appointed to advisory boards or committees.

MAILINGS AND HANDOUTS

Various types of printed materials may be prepared and used to recruit volunteers, educate and inform the public, keep members informed of various activities (particularly if you have a large group working in many different directions), report your findings and recommendations, and seek contributions.

Newsletters or bulletins can serve many purposes. They can be a vehicle for meeting notices, background information, and recognition of volunteer services. They may be distributed to members, other volunteers, board members, business and government officials, and newspaper, television, and radio representatives. A very short newsletter published monthly or bimonthly is better than a long one every three or four months.

Brochures tell what your organization is about -- what projects you sponsor, how the projects operate, and how to contact you. Brochures are useful for recruitment and for providing a concise overview of the project to prospective supporters, members of the media, and others. A brochure might be prepared in a manner to recruit potential clients.

Other - special mailings or letters, leaflets, flyers, book-marks, pamphlets, and various types of reports may serve a useful purpose for your project.

You may distribute any of the printed materials discussed as handouts or by direct mail. Most printed material should include an application blank for the readers to complete and return to you for more information on the project or to offer their services. Follow up such returns promptly.

Mailings can bring in impressive returns. For example, the Junior League of Shreveport, Louisiana, raised \$3,000 from the first mailing of a short pamphlet describing Rutherford House, a residential treatment facility for juvenile girls.

For maximum effectiveness, mailings should be personalized. If you cannot prepare individual letters, at least hand sign each one, and for key people write a short note at the bottom of the page. You may want to have personalized stationary printed with a logo and list of your officers or advisory board.

With the high costs of paper and postage, it is essential that you carefully plan and coordinate all mass mailings.

BILLBOARDS, POSTERS, AND EXHIBITS

Billboards. Outdoor advertising can be effective for recruiting certain types of volunteers or clients. For example, the Junior League of El Paso has concluded that billboards situated at the El Paso/Juarez border are a most effective recruitment device for Chicanos.

Billboards should convey one idea, using few words, large lettering, and striking color. They should be strategically located in terms of traffic flow and neighborhoods where recruitment is particularly desired. The Outdoor Advertising Association of America, Inc. (OAAA, Inc.) contributes poster space across the United States for national voluntary organizations to publicize their national projects. Local groups may obtain local space by contacting the Outdoor Advertising Company serving their area. You would be required to purchase the paper. For further information, write OAAA, Inc., 485 Lexington Avenue, New York, N.Y., 10017 (212-986-5420).

Posters. You can prepare posters inexpensively in almost any size, shape, or form to announce meetings or special events, and to remind the public of your viewpoint, slogan, or organization. The peers of the groups you are trying to attract could word the posters - possibly in foreign languages.

Bulletin Boards. Posters may be placed on bulletin boards in various public locations. In addition, you may set up attractive bulletin board displays with information and material on your project in churches, laundromats, libraries, supermarkets, convenience markets, etc. These displays could include detachable post cards or tear-off telephone numbers for interested persons to use in contacting you. Volunteers, particularly young persons, could update such bulletin boards on a weekly or biweekly basis.

SPECIAL APPEALS

A special appeal is a dramatized attempt to promote your project or volunteers, and should be related to an important occasion or purpose. For example, you could plan a special event to introduce the project, to initiate a fund or volunteer drive, to hold a testimonial dinner thanking volunteers and supporters, or to report on the completion of the project or one of its major stages. Other examples of special events are:

- anniversary and annual events,
- annual meetings and dinners,
- building dedications and ground-breaking ceremonies,
- citation awards and testimonial dinners,
- convocations prior to capital campaigns,
- open house tours,
- campaign opening events,
- award dinners,
- charity balls,
- fashion shows,
- exhibits,
- bazaars,
- volunteer fairs,
- theater benefits,
- proclamations,
- telethons,
- walkathons,
- polls, and
- recruitment booths.

Exhibits and fairs can be very effective special events. An exhibit may be used to visually display your project, volunteer opportunities, or a particular message. It may be portable and can be displayed at meetings, fairs, conventions, community centers, schools, and a variety of other events and places.

You might plan a fair and encourage other community and governmental organizations working in your field to display exhibits related to a particular theme such as volunteer opportunities, services available for juveniles, the criminal justice process, etc. Such fairs may illustrate a problem and

suggest solutions, or inform the community of the work and resources of the participating agencies.

An effective public relations program is ongoing. Although publicity for special events can be more creative and flashy, it will still consist of the various direct and indirect appeals discussed in the preceding sections. If you plan a special event, be sure to plan appropriate publicity for it. You may want to schedule your special events to insure press coverage. You should check with your media contacts to find out what days of the week are best for them - frequently Sunday is the best day.

HELPFUL INFORMATION SOURCES

Adams, Alexander B. Apollo Handbook of Practical Public Relations. New York: Apollo Editions, 1970.

This book covers all aspects of public relations including working with the different communications media and using direct mail, brochures, and speech making. It suggests potential sources of help, describes various types of reproduction and their appropriateness for different purposes, etc. 326 pages, available for \$2.95 from: Apollo Editions, 666 Fifth Avenue, New York, N.Y., 10019.

Bloomenthal, Howard. Promoting Your Cause. New York: Funk and Wagnalls, 1974.

This book describes how to set forth your objectives, determine who your audience is and how they perceive themselves, plan a campaign, provide motivation, use committees and meetings, and reach the mass media. 248 pages, available for \$3.50 from: Funk and Wagnalls, 666 Fifth Avenue, New York, N.Y., 10019.

Jackson, Kate W. Telling Your Story. Washington, D.C.: National Center for Voluntary Action, 1976.

This booklet provides a general introduction to communications and public relations for local, nonprofit voluntary organizations. Includes a description of the forms and uses of tools in print, broadcast, and audiovisual communications along with a "PR checklist" and "The Mechanics of a Press Conference." 22 pages, available free from: National Center for Voluntary Action, 1785 Massachusetts Avenue, N.W., Washington, D.C., 20036.

Leibert, E.R., and Sheldon, B.E. Handbook fo Special Events for Non-Profit Organizations. Washington, D.C.: Taft Products, Inc., 1974.

This book provides detailed descriptions, step-by-step procedures, and checklists for all types of special events. Actual case studies and experience reports of over 100 events conducted by local and national organizations are presented. 224 pages available for \$12.95 from Taft Products, Inc., 1000 Vermont Avenue, N.W., Washington, D.C., 20005.

Sperry and Huntchinson, Co. Publicity Handbook: A Guide for Publicity Chairmen. Fort Worth, Texas: Sperry and Hutchinson, Co., 1964.

A basic handbook presenting the steps to good publicity, how to prepare stories, how to work with the media according to your needs, and a description of other new outlets, e.g., handbills, mailing inserts, posters, etc. 24 pages available for 25¢ from: the Sperry and Hutchinson, Co., Consumer Services Division, Box 935, Forth Worth, Texas, 76010.

NOTES

1. National Center for Voluntary Action, "Telling Your Story: Ideas for Local Publicity" (Washington, D.C.: NCVA, 1976 pamphlet).

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Juvenile Court Citizens Advisory Council

FOR BERRIEN COUNTY
COURTHOUSE, ST. JOSEPH, MICHIGAN 49085

MAUREEN BURDEN
President

MICHAEL MADSEN
Vice-President

ROBERT TILMANN
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REVIEW OF 1980 ACTIVITIES

INTRODUCTION

The year 1980 will go down in the books as a year of continued growth for the Juvenile Court Citizens Advisory Council. It was also the year that the Council suffered its greatest loss with the untimely death of Judge Ronald H. Lange. As well as being one of the founders of the Citizens Advisory Council, Judge Lange was known as a true leader in advocating citizen participation in the Courts.

This review is a summary of the activities of the Council during the year. It's purpose is twofold: (1) to reflect on the activities and goals of the Council for the purposes of measuring its effectiveness as an organization and (2) to assist Council members in charting the future course of the Council.

The Court extends to all the Council members, its deepest appreciation for your time and talent.

CLIENT SURVEY

The Council completed the work on the client survey at the beginning of 1980. The purpose of the survey was to determine if the Court was helping its clients from the client's point of view. In a sample survey of clients, the Council had an 11.4% response to its questionnaires. While the return was small, the results were positive. It was felt that in the future, there would be better results if active cases were contacted and personal interviews were conducted.

MEETING WITH SCHOOL SUPERINTENDENTS

During 1980, Council members and the Director of Court Services had meetings with seven of the fourteen superintendents in Berrien County Schools. These annual meetings have been found to be very productive in identifying problems and strengthening programs. The Council this year strongly advocated the development of in-school suspension programs for all Berrien County Schools.

In the coming year, more emphasis needs to be placed on reaching the goal of meeting with all the school superintendents.

LEGISLATIVE ACTION

H.B. 4774, the Revised Juvenile Code Bill received the backing of the Council. The Council sent its position papers to all members of the House of Representatives and members of the Senate Judiciary Committee.

In other legislative areas, the Council studied H.B. 5566 which would require school discipline codes in all districts. The Council took no position on this bill, but generally felt it was of little value.

SEXUAL ASSAULT SERVICES

The Council has been a strong supporter of the Sexual Assault Services Unit provided by Riverwood Community Mental Health Clinic. This is a vital service to the community and its continued funding has and will continue to be a top priority of the Council.

Since many victims of sexual assault are children, the Council believes it has a responsibility to go on record in backing these types of programs.

COURT HEARINGS

About one-third of the Council members observed Court hearings throughout the year. The purpose of this is to learn Court procedures and to see, firsthand, how the Court functions and the types of problems it must address with its clients.

More emphasis needs to be placed on this type of activity by all the Council members. Those that have attended found it useful.

STATEWIDE MEETING

After nearly two years of planning, a statewide meeting on how to organize a citizens advisory council will take place on December 3 and 4, 1980 in Lansing.

The Council is a prime sponsor of this meeting along with the Advisory Committee on Juvenile Justice, the Office of Criminal Justice and Children's Charter.

The Council raised \$1,100 toward the cost of the meeting. This has to be considered one of the most important roles the Council has ever played.

EDUCATIONAL PROGRAM COMMITTEE

This committee of the Council reviewed the educational program at the Juvenile Center, interviewed educational staff at the Center and reported its results back to the Council.

Their findings indicated that the educational program at the Center is doing a very good job in helping Center residents and commended the Intermediate School District for a job well done.

ADRIAN TOUR

Council members learned about the importance of citizen participation in the Court process from Charles Davoli, Director of the Office of Criminal Justice. Mr. Davoli praised the Council for their efforts and challenged the Council to be more active in the coming years.

In October, the Council had the opportunity to discuss services for the female offender with Ms. Joyce Carmichael, the coordinator for volunteer services at Adrian Training School. Ms. Carmichael's remarks were well received by the Council.

PUBLIC INFORMATION

The Council's work was featured in an article in the Michigan Police Chiefs newsletter in July of 1980. The title of the article was "Berrien County-A Leader in Citizen Involvement in Juvenile Justice."

Council members also assisted the Court staff in May of 1980 by operating a booth at Orchard Mall during Law Enforcement Days. Through this effort contact was made with several hundred citizens who wanted to learn more about the juvenile justice system.

MONITORING COURT PROGRAMS

The Council heard from staff about the operation of Court programs throughout the year. Through this effort, input into needed changes can be made and support for Court programs received. It also provided the opportunity for line staff to have direct contact with the Council.

NEW ACTIVITIES

As 1980 comes to a close, the Council has begun two new activities.

The first is the establishment of a long range planning committee. This committee will work with the Court to develop plans for juvenile services for the next twenty years.

The second is the Council participation in the restitution committee. It is the Court's plan to develop a sound restitution program in the coming year.

CLOSING

As one can see, it has been a busy year for the Council. The future is bright and the Court is blessed to have the help of such a dedicated group of people helping us to make a better life for the children that come our way.

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